

PROBLEMS OF GOVERNANCE IN PAKISTAN: A CASE STUDY OF POLICE ADMINISTRATION (2001-2008)

**Thesis for the award of the Degree of Doctor of Philosophy in Politics and
International Relations – A Partial Fulfillment**



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DECLARATION

I, Syed Kaleem Imam, hereby declare that this dissertation has been written by me in its entirety on the basis of my research work under the sincere guidance of my supervisor, Professor Dr. M. Nazarul Islam, Dean Faculty of Social Sciences, IIUI. No portion of this dissertation has been copied from any source. No portion of the research, presented in this dissertation, has been submitted before for any degree or qualification in this or any other university or educational institution.

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ABSTRACT

Policing in Pakistan is inherited from the British Colonial Rule; it is generally believed, wrongly or rightly, that this service still practices almost on similar lines and mindset to serve the ruling elite by virtue of its management structures, rules and procedures and line of command. Those who are or have been in this service say it is the toughest job to make all and sundry happy.

This Ph.D. level research was conducted to ascertain whether policing in Pakistan is really serving as per requirements of an independent nation or otherwise co-opting with ruling elite to govern the governed owing to inherited rules and procedures and a colonial mindset. A full range of policies and practices relating to the police and the changes introduced, time and again, in police management structure and governance mechanism have been studied.

Theme of 'problems of governance within police administration' has been elaborated in this study but empirical verification of ill practices within police administration in Pakistan has not been included. This dissertation seeks to fill this gap and presents a detailed account of problems of governance and administration in the institution of police through primary data.

This researcher has academically analyzed police management structures and practical problems that somehow impede governance mechanism in police which ultimately undermines this force and causes the distance between police and citizens. The study identifies bottlenecks in the police system and suggests a way forward to plug in the gaps.

Despite hurdles, pressures, and constraints, police forces in Pakistan exhibit resilience and have repeatedly set precedents of sacrifice for national causes, especially in the hunt for terrorists and criminal gangs. Respondents in the study were of the view that if governance of the police structure is improved, the force may produce 100 time better results.

The study examines certain reforms introduced to improve the governance of the police structure from time to time and draws conclusion on the latest such move introduced in shape of the Police Order 2002 that had raised many expectations.

The implementation of the Police Order 2002 could not be carried out in letter and spirit. The Police Order 2002 was later amended in a way that inhibited its original aims; ruling elite did not favor a superior and self-regulating police. Police Order 2002 stands indeterminate as of first quarter of 2011, as neither the Parliament ratified the amendments proposed in it in 2004 nor any Presidential Ordinance provide it protection beyond 2010. Whereas its author and academia contend that Police Order 2002 is now a valid law in its original form.

The study suggests adoption of a new approach to reforms in police management system and governance mechanism with provision of intrinsic facilities lack of which hamper working of the police force in Pakistan. This researcher has had in-depth discussions with citizens from various walks of life, peers from the police force and supervisor of this study prior to categorizing the systems and functions of the police structure for this study.

This dissertation tries to map the laws and rules governing police functioning from the Police Act of 1861, Police Rules 1934 and the Police Order 2002 to see

whether police working follows the rules it must ascribe to; and how current laws towards police administration affect the work of police.

The thesis lays out the governance aspects that need to be present in the police system. The results drawn in this study are based on data collected from 278 police stations of 32 districts, including four provincial police offices and the federal capital city; measuring the impact of various variables of police working against standard governance indicators.

Finally this study argues that functioning of the Pakistan Police can be improved by introducing organizational good governance practices; thereby, directly contesting that any change towards making police a better department will require overhauling of administrative practices, most of which have been inherited from colonial times.

The study recommends to the policy makers and police managers to undertake multi-faceted and multi-pronged reforms with a long standing political will and dedication for a paradigm shift in the centuries old police system

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Any shortcomings, errors or omission in this dissertation are, of course, mine.

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ABBREVIATIONS AND ACRONYMS

AIG	Assistant Inspector General
AJK	Azad Jammu and Kashmir
APC	Armored Personnel Carrier
ASI	Assistant Sub-Inspector
ASP	Assistant Superintendent of Police
B. A.	Bachelor of Arts
BC	Before Christ
B. Sc.	Bachelors of Science
BPS	Basic Pay Scale
CBI	Central Bureau of Investigation
CCPO	Capital City Police Officer
CE	Common Era
CIA	Central Intelligence Agency
CID	Criminal Investigation Department
CJCC	Criminal Justice Coordination Committee
CM	Chief Minister
COP	Community Oriented Policing
CPI	Corruption Perception Index
CPLC	Citizen Police Liaison Committee
CPO	City Police Officer

CrPC	Criminal Procedure Code
CTP	Common Training Program
DIG	Deputy Inspector General
DPO	District Police Officer
DPSC	District Public Safety Commission
DPSPCC	District Public Safety and Police Complaints Commission
DSP	Deputy Superintendent of Police
F.A.	Faculty of Arts
FATA	Federally Administered Tribal Areas
FIA	Federal Investigation Agency
FIR	First Information Report
FPOE	Final Passing Out Exam
FPSC	Federal Public Service Commission
HMIC	Her Majesty's Inspectorate of Constabulary
HQs	Head Quarters
IB	Intelligence Bureau
ICT	Islamabad Capital Territory
IG	Inspector General
IGP	Inspector General of Police
IO	Investigation Officer
ISI	Inter-Services Intelligence
KPK	Khyber Pakhtunkhwa
MNA	Member of National Assembly
MPA	Member of Provincial Assembly

MP5	Machine Pistol Five
NGOs	Non-Governmental Organizations
NIB	National Implementation Board
NPSC	National Public Safety Commission
NRB	National Reconstruction Bureau
NWFP	North Western Frontier Province
OSD	Officer on Special Duty
PER	Performance Evaluation Report
PIRT	Police Initial Recruitment Test
PHP	Punjab Highway Patrol
PKR	Pakistan Rupee
PO	Proclaimed offender
PPO	Provincial Police Officer
PPSC	Provincial Public Safety Commission
PPSPCC	Provincial Public Safety and Police Complaints Commission
PRO	Public Relations Officer
PTC	Police Training College
PTS	Police Training School
SB	Special Branch
SDPO	Sub-Divisional Police Officer
SHO	Station House Officer
SI	Sub Inspector
SMG	Sub Machine Gun
SOP	Standard Operating Procedure

SP	Superintendent of Police
SPSS	Statistical Package for Social Sciences
SSP	Senior Superintendent of Police
STP	Specialize Training Program
SVPNA	Sardar Vallabhbhai Patel National Police Academy
UN	United Nations
USAID	United States Agency for International Development
VIP	Very Important Person
VVIP	Very Very Important Person

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CHAPTER 1: INTRODUCTION TO STUDY

1: I Background

The Indian Subcontinent has attracted many invaders over the centuries, which resulted many times, in the locals being made a colony to the invader. While the ruling class, during such invasions and their resultant empires, wanted to extract the most revenue possible, it did all that it could to reduce any form of local rebellions. Crushing the rebellions was deemed necessary for a prolonged and peaceful extraction of resources.¹ To effectively crush any revolts, the rulers had to rely on a force that could be easily mobilized and would remain loyal to the ruler, while maintaining a localized presence in the empire. This made it necessary for the army to be organized under local 'zamindars'²; who would also perform duties like coercing the masses to keep them in order, collecting revenue and imparting justice where deemed necessary.³

The British Raj also empowered loyal locals to partly do this work in exchange for exclusive perks and privileges; however the British for the first time introduced an institutionalized mechanism to manage police through written laws and acts, while safeguarding their colonial interests at the same time. This new police was designed to operate as a coercive organization but it was embedded with for the first

¹ Ali, Mubarak. "Consciousness of Muslim Identity in the Indian Sub-Continent before 1947", *OoCities Geocities Archive*, Available at <http://www.oocities.org/mubarak4one/mubarak/article2.htm>, Accessed on 26 March 2009.

² Urdu word for land owner

³ "History of Police Organization in India and Indian Village Police. Being Select Chapters of the Report of the Indian Police Commission, 1902-1903: India. Police Commission". Available at <http://www.archive.org/details/historvofpolice000indirich>, Accessed on 26 March 2009.

time with some systematic working procedures, humanistic and good governance element where thought appropriate.⁴

From partition till 2002, the Police Act of 1861 and Police Rules 1954 continued to maintain the perception that police force was being used to coerce the masses; this time the perpetrators were local rulers and the vested ruling elite. Despite the formation of a number of commissions and committees and their recommendations to the government, police bears few changes today and remains a force of those in power instead of being public service oriented and people friendly organization. It was only in 2002 that a new Police Order was framed but it was again amended to suit the interests of the vested and ruling class.⁵

The public remains upset and agitated against the police, its response and attitudes. On the other hand, police officials complain of extraneous interferences in recruitment, training, postings, transfers and promotions and in operational, investigative, administrative and prosecution matters. They also complain of inadequate physical and human resources, lack of training, posting in violation of merit, redundant criminal justice system and so on.⁶ National and international circles remain skeptical of the quality of police administration and its ability to meet the modern day challenges of crime management.

The police transformation from once a colonial force, to a local service organization is still a far cry. It is alleged that police managerial leadership does not

⁴ Das, Dilip K., and Arvind Verma, "The Armed Police in the British Colonial Tradition: The Indian Perspective", *Policing: An International Journal of Police Strategies & Management*, Vol. 21, No. 2 (1998), pp. 354-67.

⁵ "In Retrospect", *Sustainable Development Policy Institute*. Available at http://www.sdpi.org/help/research_and_news_bulletin/march_june_06/in_retrospect.htm. Accessed on 30 March 2009.

⁶ "Pakistan's Police Force Ill-equipped against Taliban - Hurriyet Daily News and Economic Review". *Hurriyet Daily News*. Available at <<http://www.hurriyedailynews.com/n.php?n=pakistans-police-force-ill-equipped-against-taliban-2010-07-06>>. Accessed on 7 July 2010.

follow the prescribed rules, regulations and norms. Extraneously influenced attitude and work ethics have been in vogue for last several decades and has left the organization in shambles. Those responsible for ensuring rule of law or institutional growth are themselves the foremost violators of norms, law and rules.⁷ Without doubt these practices need to be bridled and reined in. Police working needs to be brought into the ambit of law and rules, and these norms must be standardized so that there shall be rule of law and not rule of the ruler; moreover, personal whims, aspirations, desires and vested agendas need to be discarded.

1: II Statement

Disrespect for the rule of law has not only hampered our nation's progress in economic, social, political and other fields of life but also has belittled its status in the international arena. The police department's primary responsibility is to maintain law and order, combat crime and in the process make society a safer place for its citizens while upholding the rule of law. Effective and a just enforcement of law and rules is hence not only imperative but it enhances organizational image, creates confidence and trust in national and international spheres, paving way for social, economic and political progression. In countries where police organizations operate to uphold rule of law, they manage to develop not only economically but also socially, as social development remains a precursor to economic change.⁸

Police as a fundamental part of the modern state has proclaimed having three basic characteristics: it has globally attempted on its own to increase its autonomy while preserving the legitimacy of its work that requires a particular set of skills.

⁷ Jamal, Asad, *Police Organisations in Pakistan*, HRCP/CHRI, 2010

⁸ Dempsey, John S., and Linda S. Forst, *An Introduction to Policing*, Belmont, CA: Thomson/Wadsworth, 2008, p. 43

which are enhanced and engrained by the training provided at the Police academies. Police are 'law enforcers and neutral agents of state' supporting a general interest in maintaining public order through selective coercion while downplaying any particular interests. Police work has remained essentially apolitical where the public safety and order are prioritized and remain insulated from 'turbulence of partisan political conflicts'. By portraying working of police as professional, unbiased and apolitical, police has endeavored to claim greater autonomy. However it can be safely argued, that in operation it is nearly impossible to maintain the above-mentioned standards.⁹

While it may be argued that the level of conformity between police action and the social practices of people establish strength of police, in case of authoritarian styled military government such ideals cannot be espoused; the reason being that authority flows from top-down rather than bottom-up in authoritarian setup. It has been rightly commented that 'The police have been willing and active players in the state's orchestra.'¹⁰ Police is responsible for providing real faces to the social stigmas like crimes and criminal thereby converting the 'political activity of policing into the technical application of the law.'¹¹ For many in Pakistan, the reaction of the police to an event marks its level of legitimacy and importance. State apparatus relies heavily on the police to implement its writ because as mentioned earlier, policing is a specialized profession. This reliance on police for the single most important duty of the state equips the police with a plethora of resources while at the same time reducing the restraints on the privileges available to police. While it has been

⁹ Marenin, Otwin, "Police Performance and State Rule: Control and Autonomy in the Exercise of Coercion", *Comparative Politics*, Vol. 18, No. 1 (1985), p. 105.

¹⁰ *Ibid.*

¹¹ *Ibid.*

established that the police uses coercion at the state's behest to maintain order, policing across countries can be further examined based on¹²:

- a. Legitimacy, which can be derived from public approval, elite or government;
- b. Function, the extent to which police carry out their foremost duty i.e. maintenance of law and order;
- c. Structure, the orientation of police institution as a bureaucratic, professional and organized force.

This study attempts and aims to map the relationship between the function and structure of police while establishing its legitimacy but before we continue, a note must be made of the fact that policing, like any other work, is done for monetary compensation within a specific organizational setting faced with very special constraints. Policing is a public 'service' which is shaped by 'legal mandates, public expectations, and cultural values and is guided by formal organizational and informally developed work rules.'¹³ It is these formal and informal procedures that promulgate functioning of any police system. Like any other organization, police is marred with conflicts; that are both internal and external. The internal conflicts are only limited to the police and they are the only ones responsible for not letting internal conflicts change their pre-determined function in society, i.e. maintenance of law and order. This puts added pressure on the police personnel for performing duties when and where required. The pressure excludes the police as a significant yet

¹² Mawby, R. I., *Comparative Policing Issues: The British and American System in International Perspective*, London: Unwin Hyman, 1990

¹³ Marenin, Otwin, "Police Performance and State Rule: Control and Autonomy in the Exercise of Coercion", *Comparative Politics*, Vol. 18, No. 1 (1985), p. 107.

separate segment of the society and sometimes also leads to the police being treated harshly for even the minimalist lapses in performance.¹⁴

Given the unstable political history of Pakistan, the police institution remains organized according to the laws established through the colonial era. Since the system suited the vested interests both in urban and rural sector dominated by the landed aristocracy, none of the elites or those at the helm of affairs was interested in changing the system. The said variable forces in one form or other, through various means, have used the police organization to fulfill mostly their objectives through the same pre-colonial mentality.¹⁵

The upper echelon of the bureaucracy and ruling elites' saw to it that the system remains dysfunctional, ineffective and politicized. Police failed to achieve desired standard because of various constraints. In a nutshell, the department formed to combat crime and provide security, is now deviating from its given agenda and is thus failing to deliver as per the aspirations of the masses. As a consequence, chaos and confusion leading to injustices has now become the hallmark of 'Police Administration'.¹⁶ So is it true that by changing the laws and rules, which govern police administration, practices of good governance within Pakistan Police can be initiated?

¹⁴ *Ibid.*

¹⁵ Niaz, Ilhan, *An Inquiry into the Culture of Power of the Subcontinent*, Islamabad: Alhamra Publishers, 2006.

¹⁶ *Political Dimensions of Police Reform in Pakistan*, Carnegie Endowment, Policy Outlook, 2010

1: III Objectives

The objectives of the study are as follows:

1. To give a brief historical background of the origin and growth of the notion of 'rule of law' and 'Police Administration' from the colonial to post partition period in order to put into perspective the nature of Police Administration in Pakistan.
2. To study the attitudes and practices of police organization and its managers towards society and vice versa so as to establish a working knowledge of the environment in which the Police Administration has to function.
3. To draw parallels between tenets of Police Administration and Good Governance Indicators, and investigate through the course of this dissertation the correlation between the two.
4. To suggest an alternate paradigm based on findings of the third objective; which ensures that malpractices within the police are minimized thereby improving the governance essence and practices within police administration. This improvement is likely to ensure desired policing standards.

1: IV Significance

Incapable and poor administrative practices are responsible for adverse organizational governance and have contributed to the department's failures. To be ruled by the law and applying the same norms of law to the others is likely to have

better resonance from the public. Strangely, this aspect is neither well understood among the policy makers nor among the policy implementers, the organization stakeholders and the general masses.

Information regarding police work is hardly ever made public; this causes the police force to be alienated from the society. Dissemination of necessary information is essential for a more transparent and accountable police, not to forget that this practice is a cornerstone for 'community policing'. The subject of police administration and working has never been a popular one in Pakistan, which means paucity of available literature; though in comparison, there are many studies on police function such as crime, investigation, maintenance of law and order.

The study is expected to provide scholars, [police department, state stakeholders and other concerned a basis to ponder and further explore a theme to synthesize a future vision, and formulate policies which are likely to be beneficial for a properly governed police administration in Pakistan. This work shall give a clearer and broader picture of actual happenings and present avenues of thought for a likely new paradigm, making immense difference for making police administration and ultimately crime management better. It is useful to mention that it would not describe and analyze the existing system but also contribute a new data to understand some aspect of the system.

1: V Justification

The police administration in Pakistan is one of the least researched and explored subject and therefore it remains a neglected field of academic inquiry. Although there are a few studies regarding police administration in general, there is

not a single major work addressing the nature of problems within police administration in Pakistan, which is a vital aspect of good governance in police organization. In terms of primary data, most researchers use estimates, which almost never reflect the actual picture. There is a certain air of mistrust amongst the readers when such estimates paint a blurry state of affairs.

Police Rules 1934 still form the crux of Police Administration and the Police Order 2002 has also not been implemented in its full spirit. In order to aid policy makers, police managers and other stakeholders, this research study has examined different dimensions of the question as to how changes in the administrative setup and its regulations can lead to better governance practices.

1: VI Literature Review

Most of the literature on this subject has drawn examples from history to explain that the current problems of policing have their roots in colonial or even pre-colonial times. Relying on colonial legislation for a long time i.e. 1861-2002 has been identified as a major defect in the working of police administration.

S.K. Ghosh and K.F. Rustamji (1993) in *Encyclopaedia of Police in India*¹⁷ have explained the evolution of policing in sub-continent and how different policing models have been adopted in this region based on the emerging needs of the time and have had long lasting impacts on policing in this region. Origins and impacts of policing set up established as a result of Police Act 1861 have also been highlighted. It is argued that police practices have changed over different eras but the

¹⁷ Ghosh, S. K. and K.F. Rustamji, *Encyclopedia of Police in India*. New Delhi: Ashish Publishing House, 1993.

cardinal functions of police have remained the same; maintenance of rule of law and sovereignty of state's writ.

Martin Wynne (1985) in '*Honourable Terms' the Memoires of some Indian Police Officers 1915-1948*'¹⁸, while explaining the background of politicization of police has mentioned how police administration in colonial times was used as a tool by the governing class for a strict control over the sub-continent and loss of this control to a great extent stemmed from a declined control over police. Arnold, David (1992) in *Police Power and the Demise of British Rule in India, 1930-47*¹⁹ also gives an account of origins of executive control over police and its effect on the police force.

Ilhan Niaz (2010) in *The Culture of Power and Governance of Pakistan 1947-2008*²⁰ reviews the pre-British model of government in sub-continent and discusses how policing matters have not historically been under control of police itself. Since the police were only used to maintain strict control over the citizens instead of using it for crime control, the image of the police was tarnished and the police were viewed as a violent institution. In the British times a lot of structural changes were made; the most important being formulation of laws and rules, and these changes were meant to illustrate improved working of police without reduction of executive control and political interference in police department. The author also finds that the factor of executive control and political interference in working of police continued even after independence. The police were used to serve the vested interest of the ruling class.

¹⁸ Wynne, Martin, '*Honourable Terms' the Memoires of some Indian Police Officers 1915-1948*, London: British Association of Cemeteries in South Asia, 1985.

¹⁹ Anderson, Davis and David Killingray, Eds. "Police Power and the Demise of British Rule in India, 1930-47", *Policing and Decolonization: Politics, Nationalism, and the Police, 1917-65*. Manchester: Manchester UP, 1992

²⁰ Niaz, Ilhan, *The Culture of Power and Governance of Pakistan 1947-2008*. Karachi: Oxford University Press, 2010.

R.I. Mawby (1990) in *Comparative Policing Issues: The British and American System in International Perspective*²¹ states that state authorities depend upon police for maintaining its writ; the powers enjoyed by police are because of this dependence. Hence, police uses coercion and powers at its own disposal, apparently with the approval of the ruling elite.

Contrary to the role of police in maintaining the state authorities' writ through use of force or coercion, quite a few scholars have emphasized another role of police as a service-providing agency. Otwin Marenin (1985) in "Police Performance and State Rule: Control and Autonomy in the Exercise of Coercion"²² mentions that police is a public service which is based on legal mandates, public expectations and cultural values. Its working is not arbitrary and is based on formal laws and informal rules.

Ilhan Niaz (2006) in *An Inquiry into the Culture of Power of the Subcontinent*²³ states that during pre-colonial times all the matters of justice were in the hands of the ruler who was solely responsible for the dispensation of justice having *qazis* as his aides and the execution of the judgments was done with the help of the military which performed functions of policing as well; thus implying that military bureaucratic structure of police has its roots in pre-colonial times.

T.K. Vinod Kumar and Arvind Verma (2006) in "Hegemony, Discipline and Control in the Administration of Police in Colonial India"²⁴, have discussed policing

²¹ Mawby, R. I., *Comparative Policing Issues: The British and American System in International Perspective*, London: Unwin Hyman, 1990.

²² Marenin, Otwin, "Police Performance and State Rule: Control and Autonomy in the Exercise of Coercion", *Comparative Politics*, Vol. 18, No. 1 (1985)

²³ Niaz, Ilhan, *An Inquiry into the Culture of Power of the Subcontinent*, Islamabad: Alhamra Publishers, 2006.

²⁴ Vinod Kumar, T. K., and Arvind Verma, "Hegemony, Discipline and Control in the Administration of Police in Colonial India", *Asian Journal of Criminology*, Vol. 4, No. 1 (2009)

structure in colonial times and the system of subordination that it initiated; which continued over the years and decision making remained completely under control of the higher echelons while keeping subordinates under a strict check.

Hassan Abbas (2009) in *Police and Law Enforcement Reform in Pakistan*²⁵ also identifies the problems of police administration rooted in historical connotations. To him the system inherited from British allowed for police being an oppressive and authoritarian ‘force’ and state of police administration further deteriorated due to the poor management of police infrastructure. Over the course of history, political and military rulers used police as an auxiliary force to perpetuate their own interests. Lack of funds and corruption in police has also been identified by the author as major issue that confront the police force in Pakistan.

Dr. Mohammad Shoaib Suddle (2002) in *Reforming Pakistan Police: An Overview*²⁶ has mentioned the need for introducing reforms in police while discussing the problems that led to this state of police administration. To him factors such as outdated legislation, mismanagement by the rulers and lack of accountability and under-resourcing of police department were responsible for bad policing in Pakistan. While emphasising the need of structural changes, he argues that structural defects that were inherited through different policing models, which were applied in this region for transforming police, still exist in policing.

Paul Petzschmann(2010) in *Pakistan's Police between Centralization and Devolution*²⁷ explains the reasons for weakness of police as an institution and says

²⁵ Abbas, Hassan, *Police and Law Enforcement Reform in Pakistan: Crucial for Counterinsurgency and Counterterrorism Success*. Institute for Social Policy and Understanding, April 2009.

²⁶ Suddle, Muhammad Shoaib, *Reforming Pakistan Police: An Overview*, Presented at 120th International Senior Seminar Visiting Experts Papers. 2002.

²⁷ Petzschmann, Paul, *Pakistan Police between Centralization and Devolution*, Norwegian Institute of International Affairs, 2010.

history of policing in this area and governance mechanisms that police is operated on the basis of, render it an ineffective institution.

Mark Clark (2005) in *The Importance of a New Philosophy to the Post Modern Policing Environment*²⁸ contends that a policing model based in keeping with modern governance principles is needed instead of the traditional bureaucratic model. Other authors like J. Wood and Shearing (2006) in *Imagining Security*²⁹ and J. Wood and B. Dupont³⁰ (2006) also give similar ideas of non-applicability of the bureaucratic models in the age of principles of governance. Matthew Jones (2009) in *Governance, Integrity and the Police Organization*³¹ also emphasise the need for implementation of good governance within the police organization.

Theme of 'problems of governance within police administration' has been touched upon in these works but empirical verification of ill practices within police administration in Pakistan is not included. This dissertation seeks to fill this gap and presents a detailed account of problems of governance and administration in the institution of police through primary data.

1: VII Hypothesis

The dismal state of police administration can be attributed to the fact that this institution, since its inception, has been a tool for safeguarding the vested interest of the ruling elite. The police and indeed the other components of the criminal justice system have been exempting, contriving with, giving favors and preferential treatment

²⁸ Clark, Mark, "The Importance of a New Philosophy to the Post Modern Policing Environment", *Policing: An International Journal of Police Strategies and Management*, Vol. 28, No. 4 (2005)

²⁹ Wood, Jennifer and Clifford Shearing, *Imagining Security*, UK: Willan Publishers, 2006.

³⁰ Wood, Jennifer and B. Dupont, *Democracy, Society and the Governance of Security*, New York: Cambridge University Press, 2006.

³¹ Jones, Matthew, "Governance, Integrity and the Police Organization". *Policing: An International Journal of Police Strategies and Management*, Vol. 32, No. 2, (2009)

to a class of people for infringing law, rules, and commission and omission of offences, and according protocol, unnecessary security and priority instead of maintaining law and order and combating crime to make society a safer place for its citizens.

This dissertation argues that working of the Pakistan Police can be improved by introducing organizational good governance practices; thereby, directly contesting that any change towards making police a better organization will require the overhaul of administrative practices, most of which have been inherited through the colonial laws.

1: VIII Research Methodology

The study is based on primary source materials, which include data collection from across the country. No given sample is a true representative of the total population. Although such “Sampling error” cannot be avoided, it can be reduced by obtaining a sample of sufficiently large size and by using appropriate sampling technique. The level of significance for the sample size used in this research is 5% i.e. margin of error.

In order to create a representative sample while reducing sampling errors Two Stage Cluster Sampling was used in selecting the districts and the police stations for this study. A random sample of 32 districts was taken from amongst 107 districts of Pakistan (30% of the total number). The 32 districts selected for this study on the basis of population size from federal capital and four provinces (four provinces of Pakistan are namely Khyber Pakhtunkhwa, Balochistan, Sind and Punjab) across the country include: 1 district from Islamabad (Federal Capital Territory), 16 districts

from Punjab, 8 from Sind, 5 from Khyber Pakhtunkhwa and 2 from Balochistan. From amongst these 32 Districts, Police Stations were randomly selected and 278 Police Stations were identified for data collection. Ideally, 10 police stations from each district were to be selected but as appendix 1 shows, some districts did not have 10 police stations in total so the number of police stations selected for this research was confined to 278.

Three sets of questionnaires were designed to collect data on administrative practices of police with each set pertaining to: (Questionnaires can be found in the appendix 2, 3 and 4)

- a. Provincial Police Offices (Quetta, Balochistan; Peshawar, Khyber Pakhtunkhwa; Lahore, Punjab; Karachi, Sind) and Islamabad.
- b. Police Stations (278 Police Stations randomly identified amongst the randomly selected 32 Districts, Two Stage Cluster Sampling) See Appendix 1 for a detailed list.
- c. Capital City Police Offices/District Police Offices (total number 32; each from the 32 randomly selected districts)

These questionnaires were designed after analyzing statistical data from archives and Police Commissions' reports. Analytical case studies on police administration addressing the problems faced by the police personnel during their service were also gathered to validate the hypothesis under study. Another set of questionnaires was distributed amongst various members of civil service to ascertain their perception of the police working. The secondary source of data and information includes articles, books and other printed materials relevant to the topic from

newspapers, journal and periodicals. Results of these surveys and sample questionnaires can be found in Appendices 2 till 8.

The Data obtained was analyzed in the Statistical Package for Social Sciences (SPSS) software to establish linkages and relations amongst variables of police administration identified in the text.

1: IX De-Limitations

As stated in the title, this study focuses on police working during 2001 till 2008. This marks an important period for policing in Pakistan. Since the Global War on Terror, police has become a front line defense in both urban and rural areas.

This dissertation analyses and compares the Police Order 2002, with previous Police Acts and Rules and aims to map the police working during colonial rule, post 1947 in an independent country and to analyze policing in Pakistan after the implementation of Police Order 2002 in an attempt to trace fundamental changes and their effects on police working. Though the Order does not entirely do away with colonial time Police Rules but some very fundamental changes have been introduced regarding police operations and functions.

This research has also expanded on the inherited policing models from the colonial era. Though the state of police administration in Pakistan will only be quantified for 2009 because this dissertation does not attempt to map a time series analysis or a trend over time in the relationship between governance and police administration, instead it seeks to explore the nature of this association for better policy making. The variables and factors that have been analyzed for 2009 have emerged as the most prominent aspects of Police Administration in the era that has

been specified in the title (2001-2008). This feat was possible after careful study of available literature on police working especially during 2001-2008 and through numerous and exhaustive consultations with fellow police officers, retired bureaucrats, policy analysts and members of civil society.

1: X Scheme of Thesis

The first chapter is an introduction to the study; it gives a background, outlines its objectives, methodology and conceptualizes research perspective and theme. Chapter 2 is based on a description of the concept of rule of law and its philosophical explanations. It discusses the origin of the concept of policing in the subcontinent and the policing models in practice in the medieval ages and evolved over time till the Mughal era.

Chapter 3 elaborates the emergence of policing as a state function in the colonial era and covers all the major transformations that contributed towards the present day model of policing in Pakistan till the year 2002. It enlightens initial basis of police working in the sub-continent and the colonial legacy that continued henceforth.

Chapter 4 delineates the basic tenets of police administration that form the very basis of this dissertation and will be used to analyze the status of police administration in Pakistan. It also mentions the standing of these aspects of police administration in this region over the period with a comparison of these factors in Pakistan.

Chapter 5 describes the legislations on police, highlighting the efforts for reforms. Impact of these legislations on policing in Pakistan will be examined and the

factors identified in chapter 4 will be discussed in the light of these legislations. Current status of the Police Order 2002 will also constitute a major part of this chapter.

Chapter 6 gives a picture of the current status of police administration at the district and police station level. Again the identified tenets of police administration will be used to study the state of police administration while using both primary and secondary data. Five case studies have been included to test practical police working.

Chapter 7 comprises a perception of the concept of good governance, its indicators and their application to police administration. Status of police administration analyzed in the preceding chapter has been used to see how far indicators of good governance are inculcated in the working of police.

Chapter 8 analyzes the primary data using multiple regression; a statistical method to test the relationship between a dependent variable and one or more independent variables. Findings from the primary data are also a part of this chapter, which are then linked to the literature review presented in the previous chapters.

Chapter 9 is the concluding part of the study which sums up with review of the assertions, findings and recommendations.

CHAPTER 2: NOTION OF RULE OF LAW AND POLICING

2:I Conceptions of the Rule of Law

Evolution of the state has not been limited to any particular geography or to a certain time period; it has varied greatly through the course of human history and has come to be defined by hallmark events and practices. This evolution has taken place on the basis of local variables which finally gave rise to the 'concept of the state'.

The Renaissance and French Revolution mark the point in history when democracy emerged as the foundation stone of a modern state³² as had been previously ordained by Rousseau in the Social Contract; exemplified through a form of government where the ruled give up certain rights to the rulers in order for the society to live in harmony and peace. "The Social Contract" made it necessary for the people to give up the right to use violence for personal benefits entirely to the state and only the state would employ violence where it deemed necessary. This exclusive right to use violence was too powerful a tool to leave up to a single entity and thus led to the birth of development of laws.³³ Aristotle comments in the Politics:

"Rightly constituted laws should be final sovereign; and personal rule, whether it be exercised by a single person or a body of persons, should be sovereign

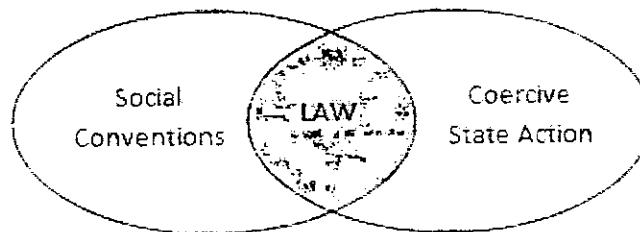
³² "Foundations of Western Civilization II: A History of the Modern Western World", *The Great Courses*, Available at http://www.teach12.com/tgc/courses/course_detail.aspx?cid=8700. Accessed on 10 February 2010.

³³ "The Social Contract or Principles of Political Right by Jean Jacques Rousseau: Foreward", *The Literature Network: Online Classic Literature, Poems, and Quotes, Essays & Summaries*, Available at <http://www.online-literature.com/rousseau/social-contract-or-principles-1/>. Accessed on 10 February 2010.

only in those matters on which law is unable, owing to the difficulty of framing general rules for all contingencies to make an exact pronouncement".³⁴

The definition and formation of law is based in social characteristics of a society. Frank Lovett points out the feasibility of social conventions using Nash equilibrium where it is in the best interest of the members of the society to embrace social conventions as norms even in absence of any form of imposed law. He argues that these social conventions will be promulgated in society as norms and going against these norms would inspire fear of disappointing other members and guilt, which are precisely the two psychological impressions that keep an individual adherent to social conventions. While this motivation may not fit all, there will be some in the society who would adhere to these indigenous social conventions because of a sense of morality i.e. an idea of what is wrong and what is right; where the right would be representative of the social convention and wrong the anti-social convention respectively.³⁵

Figure 1: Law vs. State and Society



Law is those social conventions whose enforcement does not rest upon the society but on the state, whilst the state is the only authority that can coerce these social conventions onto the society. The coercion of these particular social

³⁴ Ernest Barker, transl, *The Politics of Aristotle*, book III, ch xi. § 19 at 127, USA: Oxford University Press, 1946

³⁵ Lovett, Frank. "A Positivist Account of the Rule of Law", *Law Social Inquiry*, Vol. 27, No. 1(2002), pp. 41-78

conventions is a necessity for the society to perform and stay coherent.³⁶ However in the case of the Subcontinent, laws that were put in place did not stem from the indigenous norms, they were written and imposed by the British during the colonial era; and these laws remained in one form or the other as colonial heritage in the Subcontinent even after independence. This fact goes a long way in explaining the absence of rule of law today but to view it as the only explanation will be naïve; after all we have had more than six decades of independence of Pakistan. A deeper insight into the nature of law will help us in identifying further explanations.

The problem of making choices is resolved through law by taking into account variant norms that may have equivalent benefits for the society and choosing one from the choices available. Law aims at bringing equality to the inequalities that any society harmonizes within itself over the course of time. For those who do not have the privilege of being in a sound social and economic position, the law offers one realm where all are considered equal; this proposition is however only an ideal. Rule of Law can never be absolute in any society but can only be exercised and implemented to varying degrees across various social classes.

This difference is marked by distinction between the society that is governed by laws and the society which is governed by the men i.e. ‘the distribution of benefits of governance among members of the society.’³⁷ In a society that is governed by the laws, the rights of all are the same while the responsibilities are different as compared to a society governed by men where the rights are different as opposed to equal responsibilities. In the latter, it is usually the lower income class and underprivileged segments that are refused their rights. Such a situation weakens the Rule of Law.

³⁶ *Ibid.*, p. 7

³⁷ Shah, Syed Mohibullah. “Benefits of Rule of Law”, (Islamabad), *Dawn*, 13th April 2007.

Law or for that matter Rule of Law cannot enforce new social norms as laws onto any society. Even if such laws are forced onto the society, they are bound to deviate in their function and efficiency. Such has been the case with colonialism where the British tried to implement modified yet exogenous version of their own State Laws, which were eventually refused by the indigenous people. Institutions serve as the cradle of Rule of Law; as these institutions are necessities required to fill in the void created by the nature of man towards the formation of a sustainable society.³⁸

Institutions also serve to protect the law and order from the ‘unsociable sociability of human nature’; as explained by Immanuel Kant.³⁹ Thomas Hobbes in Leviathan has also dwelt on this argument in detail. Hobbes is of the opinion that man by nature is an evil creature motivated solely by self-interest and self-preservation. To control this ‘leviathan’, man has to act according to a set of rules, which are formed with consultation and perfected with experience.⁴⁰ And this is the reason why only those social norms which are more closely linked to society’s welfare and survival are elevated to the position of laws.

The German philosopher Schopenhauer in his seminal work *The World as Will and Representation* draws parallels between the heart and unconscious intuitions and then concludes that man’s will and desires are stronger than rational knowledge.

Since ‘human will’ is an infinite force, it binds man to continued strife. As human civilization grows to be more enlightened and civilized, according to Schopenhauer, it will continuously expand the horizon of its desires. And since ‘will’

³⁸ Dahrendorf, Ralf, *Law and Order*. London: Stevens, 1985.

³⁹ “Kant’s Philosophy of Religion”, *Stanford Encyclopedia of Philosophy*, Available at <http://plato.stanford.edu/entries/kant-religion/>, Accessed on 15 February 2010.

⁴⁰ “Thomas Hobbes”, *Stanford Encyclopedia of Philosophy*. Available at <http://plato.stanford.edu/entries/hobbes/>, Accessed on 15 February 2010.

is the deep-rooted essence of man, he will continue to seek his own personal ends.

This is where the human mind needs to rationalize human action and behavior.⁴¹

To prevent innate differences from escalating into routine conflicts, man formulated social principles. These social principles matured into laws, norms and guided our code of conduct. Thomas Hobbes says, “during the time men live without a common power to keep them all in awe, they are in that condition which is called Warre; and such a Warre, as is of every man, against every man”⁴² As man modernized his/her being and the environment around him/her, the need to constantly reinvent the application of the harnesses became a vital tool to exist; man-made laws translated into reality via manmade institutions.

Reflecting on Rule of Law, John Rawls in ‘A Theory of Justice’ states that the principles of justice will make sure that everyone has the best chance at making the most out of their share of the primary social goods in order to rid themselves of the ‘veil of ignorance’. The principles of justice will also ensure that no one loses out on the chances to acquire these social goods.⁴³ Rawls defined the social goods as necessary or important ingredients required for any individual to participate in the collective action of a society. Therefore justice rests upon equal treatment and equal chances for everyone—a level playing field.

As settlements grew into communities, and traditional linkages were born, society gave birth to skilled labor, which eventually transformed into

⁴¹ Schopenhauer, Arthur (1788-1860), *Blupete*, <http://www.blupete.com/Literature/Biographies/Philosophy/Schopenhauer.htm>. Accessed on: 14 Feb, 2010

⁴² Hobbes, Thomas. *Leviathan*. (1.13) See also Shehzad Ghias, *Does Human Nature Explain Violence?* Available at <http://www.groundreport.com/Opinion/Does-Human-Nature-Explains-Violence/2885614>. Accessed on 20 February 2010.

⁴³ Donnelly, Samuel J. M., “Reflecting on the Rule of Law: Its Reciprocal Relation with Rights, Legitimacy, and Other Concepts and Institutions”, *Annals of the American Academy of Political and Social Science, Law, Society, and Democracy: Comparative Perspectives* 603 (2006), pp. 37-53, p. 8

professionalization over the years. Evolution of societal structure is not a simple phenomenon by any measure; each module of human operation has constantly redefined itself over centuries. However, the problem of maintaining order has existed since the days of the cave man. Individuals needed protection against other individuals and groups, and as the scale of settled communities expanded the responsibility of maintaining law and order was also designated to specialized groups.⁴⁴

The supremacy of the rule of law ensures that the laws do not require the backing of any support group because the supreme coercive power and authority i.e. the state backs it. However laws require enforcement and such enforcement needs an apparatus. It is crucial that state institutions play their part as an independent entity and seek to provide protection to individuals from each other and from the state itself. In order to ensure that this protection continues, the state mechanism is furnished with a Criminal Justice System. The Criminal Justice System of Pakistan is comprised of Police, Courts and Rehabilitation/Correctional agencies. See Appendix 10 for further elaboration on the court structure in Pakistan.

Historically, courts (it is clarified that these are purposes of court in the criminal system, and does not include civil and constitutional interpretation role of the courts) have served two purposes in upholding the rule of law:⁴⁵

- a. 'Protecting civil liberties by subjecting government officials to the rule of law;

⁴⁴ Dahrendorf, Ralf, *Law and Order*, London: Stevens, 1985

⁴⁵ Donnelly, Samuel J. M., "Reflecting on the Rule of Law: Its Reciprocal Relation with Rights, Legitimacy, and Other Concepts and Institutions", *Annals of the American Academy of Political and Social Science, Law, Society, and Democracy: Comparative Perspectives* 603 (2006), pp. 37-53

b. Contributing to the control of private violence by encouraging disputants to bring their disputes to court and abide by the result.

If the courts perform the first function diligently then the confidence of people increases in the courts thereby automatically leading to an increase in the courts' contribution to dispensing of justice. In Pakistan, a surge of public confidence in the judiciary was seen after the Lawyer's movement emerged victorious in restoring the wrongfully deposed Chief Justice; it was a promise towards a better rule of law.⁴⁶ Ever since its restoration, judiciary has been more than proactive in highlighting the issues faced by public and has repeatedly warned those undermining supremacy of law.⁴⁷ (For reasons behind early acquittal in courts see appendix 7, figure 1)

Table 1 summarizes the legal articles pertaining to the establishment of each level of courts in Pakistan:

Table 1: Legal Articles pertaining to Level of Courts

Court	Article Title	Legal Document containing the article
Supreme Court	Article 176	Constitution of Islamic Republic of Pakistan, 1973.
High Courts	Article 192	Constitution of Islamic Republic of Pakistan, 1973.
Federal Shariat Court	Article 203-C	Constitution of Islamic Republic of Pakistan, 1973.
Administrative Courts and Tribunals	Article 212	Constitution of Islamic Republic of Pakistan, 1973.

⁴⁶ "Public Confidence in Judiciary Restored." *Pak Tribune*, 19 March, 2011, Available at <<http://www.paktribune.com/news/index.shtml?188330>>.

⁴⁷ Aziz, Sadaf, "Liberal Protagonists? The Lawyers' Movement in Pakistan" *Paper presented at the annual meeting of the The Law and Society Association, Renaissance Chicago Hotel, Chicago, IL, May 2010*

Courts of Districts	-	Civil Courts Ordinance 1962
Courts of Sessions and Judicial Magistrate	Sections 6 and 7	Criminal Procedure Code 1898.

Source: National Police Bureau. 2009.

The role of courts in dispensing justice is vital, however the courts need constant support from other parts of the criminal justice system i.e. police and correctional institutions. Figure of the current judicial structure and organization can be found in appendix 10.

2: II Emergence of Policing in the Subcontinent: Origins, Typologies and History

The word 'Police' has epistemological roots in Greek language; it is derived from the Greek word 'polis' which means city. Police implies a civic organization not only responsible for prevention and detection of crime but also for maintaining the rule of law.⁴⁸ During the age of empires, duties of the police were not only restricted to maintaining law and order, curbing violence and protecting private and public property; they were also an instrument for glorifying the ruling class. Basic functions of policing were to help suppress rebellion, collection of taxes, and to ensure that the subjects lived in conditions that will keep them from rising up against the emperor. Thus, the police functioned as a private army for the ruling class, and most scholars have discarded the presence of police as a state institution prior to the Industrial Revolution.⁴⁹

⁴⁸ Razvi, N.A., *Our Police Heritage*, Lahore: WAPDA Printing Press, 1961

⁴⁹ "UPSC Exam Mughal Empire History Materials | Civil Services Mughal Empire History Study Materials", *Wav 2 Freshers*, Available at <http://wav2freshers.com/govt-jobs/civil-services/upsc-exam-mughal-empire-history-materials-civil-services-mughal-empire-history-study-materials.html>, Accessed on 20 March 2010.

Before the arrival of the British in the subcontinent, the dispensation of justice was solely the right of the ruler. He was considered to be the best of judges who possessed the right amount of knowledge and wisdom required to settle disputes in a fair manner. And since all of the land was the emperor's, it made sense for the people to follow his law. The emperor could not possibly be the only judge of the land, his system of government was facilitated by a plethora of local notables who served as judges and justice was enforced by the military, which also performed the duties of a police organization.⁵⁰

2: II (a) Policing in Medieval Empires of the Indian Subcontinent

Early texts from the Indian subcontinent reveal the presence of crime in ancient societies along with that of 'security guards' for protection of private property against thieves. Early Indians were involved in trading and they traveled by both land and the sea. There was a persistent risk of the merchandise being robbed along the trade routes. Thus the need for security personnel escorting the goods was an essential one in those days. Examples of such cases can be found in the Jain, Vedic, and Buddhist canonical literature.⁵¹

Through various eras of the subcontinent's history, policing kept evolving in practices and techniques but the core functions of maintaining law and order and ensuring the sovereignty of state's writ have remained constant through the ages.

⁵⁰ Niaż, İlhan, *An Inquiry into the Culture of Power of the Subcontinent*, Islamabad: Alhamra, 2006
⁵¹ Kurian, George Thomas, *World Encyclopedia of Police Forces and Correctional Systems*, Detroit: Thomson Gale, 2006, p. 477

Table 2: Prevalent Type of Policing in Various Eras

Era	Type of Policing
Harappan (3300-1300 BC)	Elaborate arrangements for security existed: evidence also shows that military barracks accommodated regular armed detachment for defense of the city. ⁵²
Vedic (1500-500 BC)	Police functioning was in rudimentary form ⁵³ , there is no clear reference to specific criminal justice organization in Vedic literature however there is mention of Varuna (all powerful ubiquitous policeman) who monitored and controlled lives of people and ensured their security. ⁵⁴
Mauryan (321-185 BC)	Police became a well-established administrative institution, highly competitive, organized, effective and centralized. Police was organized on two distinct lines: civilian departments entrusted with police powers and a cadre of regular police officers. ⁵⁵
Gupta (320-550 CE)	Continuance of combined police-military bureaucratic machinery. ⁵⁶

Source: Prepared by the PhD Scholar from various sources

Medieval political philosophy was such that guarding the rights and the property of the subjects was the primary responsibility of the ruler. This conception was put forward by Kautilya in Arthashastra in the 3rd Century BC and applied to the context of Indian subcontinent under the Mauriyan Empire. Policing in India has traditionally been seen through the concept of 'danda', which literally translates into 'baton' in the English language. While 'danda' symbolized coercion, it was legitimized through exclusive ownership of the state. This was the pre-modern conception of the social contract. The King's subjects gave up their right to using

⁵² S.K. Ghosh, K.F. Rustamji, *Encyclopedia of Police in India*, New Delhi: Ashish Publishing House, 1993, p. 4

⁵³ *Ibid.*, p. 6

⁵⁴ *Ibid.*, p. 4

⁵⁵ *Ibid.*, p. 7

⁵⁶ *Ibid.*, p. 12

coercion in favor of a collective correctional system under the rule of the king. The king also functioned as the Chief Justice for his own empire, and his decree over any criminal justice situation was the final word. Operation of this mechanism ensured individual security of people and property and also upheld the social stability of the society. Much of the evolution of the policing system is attributed to Kautilya.

TH 9.90

“Though the police had functioned in a rudimentary fashion since the Vedic period, the credit for creating a separate police agency with specific powers of administration, implementation and enforcement of laws and regulations and for the prevention of crimes, investigation and prosecution of criminals goes to Kautilya. From the law enforcement agency, a complicated espionage system, control of border traffic, smuggling and immigration, customs and revenue investigation to an effective vigilance department, including political and military intelligence, Kautilya has left nothing to chance”⁵⁷

2: II (b) Policing in the Mughal Era

Prior to the British, the model of government in the Subcontinent was more of a bureaucratic empire that had three outstanding characteristics. Firstly, the entire country was the personal estate of the ruler, and so was the entire class of civil servants. The ruler was the only one in the entire country to have rights to property holdings, and the civil servants had their allegiance only towards the ruler. Secondly, the rulers were legitimized by divine sanctions. All dynasties had been ordained by the Divine, and were a reflection of His Authority over the ruled land. This legitimacy

⁵⁷ Kurian, George Thomas, *World Encyclopedia of Police Forces and Correctional Systems*, (Detroit: Thomson Gale, 2006) p. 477

was awarded by religious clerics who were on the ruler's payroll. This official ideology legitimized all the actions from the ruler's throne. Thirdly, the ruler was supreme executive of the land. He had complete sovereignty over 'political, social, military, administrative, economic and legislative' affairs.⁵⁸

In April 1526 AD when Babur laid down the foundations of the Mughal Empire, he followed the model of prevalent Muslim rule, which was based on Islamic codes. Under this administrative setup, local security was declared a concern for the village community and local 'Zamindar' was put in charge of this basic unit.⁵⁹

All policing matters were dealt with, by the army maintained by local zamindars (landlords, who in most cases got allotted estates for their allegiance to the emperor). The Indian locals viewed the police as having the right to use violence to maintain law and order. Traditionally, the duty of the police was not to prevent and detect crime but to punish those who had violated the law, quell rebellions, ensure the conduits of communication were open while facilitating the movement of troops.⁶⁰

It was eventually Babur's grandson, Jalaluddin Mohammad Akbar who revolutionized the administrative setup of the Mughal Empire. He separated the general administration from land revenue collection. Under this new land revenue collection, Mughal Empire was divided into provinces headed by a viceroy who was directly appointed by the Emperor. Viceroy was relieved of the duty of being a tax collector and he concentrated strictly on upholding the rule of the Emperor. Mughal administration was primarily based in the towns; and village landlords were responsible for maintaining law and order in the villages. Akbar also appointed

⁵⁸ Niaz, Ilhan. *The Culture of Power and Governance of Pakistan, 1947-2008*. Karachi: Oxford UP, 2010, p. 89

⁵⁹ "Manas: History and Politics, Mughals".

<http://www.sscnet.ucla.edu/southasia/History/Mughals/mughals.html>. Accessed on 15 May 2010.

⁶⁰ *Ibid.*, p. 175

commanding officers in particular centers and their duty was to suppress anti-emperor sentiments by fighting off violent crime. But the most distinguishing feature of this new administrative setup was the establishment of the office of the city 'Kotwal'⁶¹ who was a local and subject to higher authorities. This Kotwal's office combined the functions of magistrate, police commissioner and mayor under one man.⁶² Mughal administration setup was the first of its kind in the subcontinent and it laid down foundations for future laws of the land even those framed in the colonial era.

⁶¹ Kotwal in Urdu refers to the leader of a village who also acted as the chief police of his area.

⁶² Nadeem, Azhar Hassan, *The Punjab Police in a Comparative Perspective*, Lahore: Progressive, 1989

CHAPTER 3: ESTABLISHING POLICING AS A STATE FUNCTION

3: I During the Colonial Rule

After the British conquest of India, the colonizers knew they had to ratify a new criminal justice system that would sustain the colonial state. This criminal justice system had to be able to maintain order, control crime and keep up a vigilant surveillance of its subjects⁶³. There is little to doubt in the fact that the colonial system of criminal justice was at best coercive and employed social, political and economic means to achieve submission of the masses. Since the criminal justice system introduced by the British continues to form the basis of Pakistan's criminal justice system, a precursor will help in better understanding of the present police functioning.

Gramsci has explained the colonial experiment by using the concept of hegemony in which he implies that the domination of the colonial masters over natives extends not only because of the physical coercion i.e. military and the police but also because the indigenous people tend to be in consent over their submission to the colonial masters.⁶⁴ According to Gramsci, this mechanism of social control extends to both the local civil and political society; the former includes educational institutes, places of worship, political parties etc., while the latter is represented by

⁶³ Vinod Kumar, T. K., and Arvind Verma, "Hegemony, Discipline and Control in the Administration of Police in Colonial India", *Asian Journal of Criminology*, Vol. 4, No. 1 (2009), p. 61

⁶⁴ Litowitz, D., "Gramsci, Hegemony and the Law", *Brighton Young University Law Review*, No. 2 (2000), p. 518

public offices, criminal justice system and the army.⁶⁵ In the case of India, while civil society enforced the values desired by the colonial masters, the political society effectively rounded up those who tried to resist the efforts of the civil society. Therefore the civil society was necessary to counter the resistance that would arise from using coercive force. The establishment and organization of police which formed the very crux of the political society can be explained using Foucault's concept of discipline and control.

Foucault's discipline and control can be explained using the following process, which is based on a sample set of different individuals. The process starts at employing discipline to erode the collective sense of individuals who are kept within their separate spaces to ensure effective observation and supervision. In these individual spaces, person(s) are trained and made familiar with common and the fresh set of rules where operation for each individual is laid out for them and individuals are asked to work under a timetable and they are provided with the required goals. These trained individuals are then rearranged to come together thus forming a greater collective force than any individual one. To minimize differences between individuals; corrective practices supplanted by a system of constant monitoring aided by punishments and rewards is put in place. Thus discipline provides control of the activity. Such practices formed the core of police transformation under the British Raj⁶⁶.

In the case of Indian Police, the colonial masters employed various methods to discipline local recruits, which included but were not limited to innovative western

⁶⁵ Kiros, T., *Towards the construction of a theory of political action; Antonio Gramsci. Consciousness, Participation and Hegemony*. Lanham, MD: University Press of America, 1985, p. 100

⁶⁶ Foucault, M., *Discipline and Punish: The birth of Prison*. New York: Vintage Books. 1977. pp. 148-154

techniques of training, establishment of strict and overarching rules, constant and vigilant supervision and auditing of the lower staff by the British superiors. The policing structure was such that the decision making power rested with the highest ranks who were British and lower subordinates were kept under a very strict inspection through regular visits and checks. Training schools were built, meticulous recordkeeping was introduced which was cross referenced at various levels within the organization⁶⁷. This is evident from the following list given in table 3 of twenty-five registers that each Police Station is required to maintain according to the Police Rules of 1934.

Table 3: Registers to be maintained by Police Stations

Register I.	First Information Report (FIR)
Register II.	Station Diary
Register III.	Standing Book Order. (2 parts)
Register IV.	Register of Absconders and Deserters. (4 parts)
Register V.	Register of Correspondence (2 parts)
Register VI.	Miscellaneous Register (4 parts)
Register VII.	Cattle Pound Register (2 parts)
Register VIII.	Criminal tribes Register (2 parts)
Register IX.	The Village Crime Register (5 parts). Part V is known as Conviction Register.
Register X.	The Surveillance Register (2 parts)
Register XI.	Index to History Sheets and Personal Files (2 parts)
Register XII.	Register of Information Sheet dispatched. (a) Copies of Information Sheet received.(n)Copies of Look-out Notices received.
Register XIII.	Minute Book for Gazette Officers
Register XIV.	File Book of Inspection Records
Register XV.	The Register of Births and Deaths (Vital Statistics)
Register XVI.	Register of Government Officials and Property (4 parts)
Register XVII.	Register of Licenses (6 Parts)
Register XVIII.	Receipt Books for Arms, Ammunition and Military Stores
Register XIX.	The Store Room Register
Register XX.	Cash Accounts
Register XXI.	File Book of Road Certificates
Register XXII.	Printed Receipt Books (a) Police Gazette. (b) Criminal Intelligence Gazette
Register XXIII.	Police Rules
Register XXIV.	Charge Notes of Officers In-charge of Police Stations
Register XXV.	Blank Register (Confidential Information)

Source: Police Rules, 1934, Chapter XXII Police Station. PR 22.45

⁶⁷ Vinod Kumar, T. K., and Arvind Verma, "Hegemony, Discipline and Control in the Administration of Police in Colonial India", *Asian Journal of Criminology*, Vol. 4, No. 1 (2009), p. 67

Data collection and official statistics formed the basis of all related policy making and helped the British in making policing effective. However there were extensive audits by superior officers. This process was in practice synonymous to the process of disciplining as defined by Foucault. This disciplined force then served both as a model and an instrument for advocating submission to the colonial rule while constantly reinforcing pro-colonial ideas through surveillance, order maintenance and crime control⁶⁸.

At the time when British annexed the subcontinent, it was understood that maintenance of law and order was beyond the control of British Indian Army. Therefore, an arm of the state that would be independent from any form of coercion or influence had to be put in place. This ideal was borrowed from the Irish Police Model⁶⁹. The Colonial masters aspired to install a government structure along the lines of the British government but only to an extent that would not harm the imperial interests of the British Empire and were also aware that a system of government reliant only on conquests and fear will not be enough to mold the Indian subcontinent to their advantage. They viewed the dark skinned Indians as having an inferior sense of governance and envisioned an Indian government styled according to the state laws prevalent in the United Kingdom.⁷⁰ To this end, they started off with structuring the state institutions in a manner where the Indians would only be allowed to serve rather than lead.

⁶⁸ *Ibid.*, p. 67

⁶⁹ The Police and Colonial Control in South India, David Arnold. *Social Scientist*, Vol. 4, No. 12 (1976), pp. 3-16

⁷⁰ Mohan, Jyoti, *Claiming India: French Scholars And The Preoccupation With India During The Nineteenth Century*, Diss. University Of Maryland, 2010. Available at Http://Drum.Lib.Umd.Edu/Bitstream/1903/10256/1/Mohan_Umd_0117E_11080.Pdf. Accessed on 20 May 2010.

In the colonial era, India being a vast stretch of land mass populated by a diverse mix of people provided a unique challenge for the implementation of a uniform code of procedure as far as the Indian police was concerned. The colonial masters were aware that maturity of ethos amongst the police was a remarkably intricate task and it could only be achieved by streamlining the institutional practices. The British Raj initiated this process by bringing changes in recruitment procedures, penal code, devising new laws, and dividing the police into detection and deterrence divisions to improve overall policing. This shift in procedural arrangements was meant to improve the numerical assessment of Police work i.e. to show an increased efficiency in police work on paper. This is one of the major reasons that a reduction in crime rate was a mere reflection of better working of the institutions rather than an increase in the morality of the society.⁷¹

Establishing a police force on these principles was far more cost effective as well. Police worked as a rule bound organization that was not motivated by public good but was loyal to the organization and the higher officials.⁷² Thus it is no surprise that police in particular and the criminal justice system in general became the most effective tool of colonial hold over Indian subjects. This justification is reinforced by the fact that in all of India, the British police officers numbered 640 in the senior cadre of Indian police in 1946.⁷³

It must be remembered that the Irish-type police model was implemented at first by Sir Charles Napier in Sind during the 1840s. This adoption of the Irish model

⁷¹ Niaz, Ilhan. *The Culture of Power and Governance of Pakistan, 1947-2008*, Karachi: Oxford UP, 2010, p. 176

⁷² Vinod Kumar, T. K., and Arvind Verma, "Hegemony, Discipline and Control in the Administration of Police in Colonial India". *Asian Journal of Criminology*, Vol. 4, No. 1 (2009), p. 71

⁷³ Griffiths, P., *To guard my people: The history of the Indian Police*, London: Ernst Benn, 1971

was later implemented in other provinces of British India. Sir Charles Napier was a critic of the civil service and decided that the Indian Police shall be governed on the basis of a paramilitary force with a single captain heading the entire province's police force. The Napier model worked on two principles. Firstly, that the police must be a force entirely separate from military and secondly that the police should be a body independent from civilian authorities even if the two had to work in collaboration. But this model of police organization did not work well, as the provincial chiefs of police had to be answerable to both the superior police officials as well as the civilian authority. Napier's model although originally derived from the Irish model, lacked in proper consideration of the colonial experience and soon enough the discrepancies within the model started becoming obvious. Torture Commission of 1855 revealed in their findings that the Madras revenue authorities were misusing their police powers and extracting revenue from the poor. It was after the report was verified that the British East India Company decided to remove the civilian authority from exercising control over the district police captain. Every province had a Superintendent of the Police looking after the force in that district and would only report to the Inspector General of the Police.⁷⁴

However the War of Independence in 1857 changed British approach towards liberalizing the police and the decision to remove provincial chief of police from under civilian authority was revoked. A hierarchy of police individuals was defined, and they were to look after the administrative operations of the police with little involvement in policy-making matters. Dual Control introduced in the Police Act of 1861 meant that the District Superintendent was to be responsible not only to his

⁷⁴ Ghosh, Srikanta and K.F. Rustamji, eds., "Medieval India, East India Company and British India", *Encyclopedia of Police in India*, New Delhi: Ashish Publication House, 1993, pp. 16-45

superior but also the District Magistrate. This arrangement made the police a tool of exercising power for the civil administrators. The logic behind British method of police organization under dual control was to keep the police strictly under British administrators and to keep the police from being too close to the local population.⁷⁵

In order to achieve their basic motive of enforcing law and order and control over Indian Sub-continent, the police emerged as “the most effective and least provocative” means of tackling the issue of “nationalist agitation”. Defeating the Civil Disobedience Movement of 1930-3 is an example in this regard as well as averting a similar situation to that of the bloody Jallianwala Bagh massacre in Amritsar (April 1919) was made possible by the British only due to the loyal and trustworthy Indian Policemen. Though criticized for their support towards the police, the British knew that their survival in the Indian subcontinent depended upon police arms and intelligence, largely unaided by the military. Therefore, besides their basic responsibility of maintaining law and order and combating all types of anti-colonial resistance, the Indian police became a rationale for the establishment and continuation of the British rule in the Subcontinent.⁷⁶

Under the system of split government or Diarchy; created by the Government of India Act of 1919; the police had remained under the ‘executive councilors’⁷⁷ and not handed to the elected ministers as the latter were local Indians. But the remoteness of the police from ministerial control along with the constant public criticism of the police on issues ranging from ‘law and order’ enforcement to recruitment policy to tax and revenue collection made them a prominent target for

⁷⁵ *Ibid.*

⁷⁶ Arnold, D., *The Congress in Tamilnad: Nationalist Politics in South India, 1919-1937*, London: South Asia Books, 1977, Ch. 4

⁷⁷ Executive Councilors were British provincial ministers who were appointed by the Crown.

criticism and left them with hardly any defenders. This bombardment of criticism annoyed the senior police officials and was thought to be damaging to the morale of the sub-ordinates.⁷⁸

Keeping this scenario in focus, the Inspector General consulted the Simon Commission in December 1928 arguing that a minister responsible towards the legislature would find it extremely difficult to manage the department in the case of law and order maintenance and therefore cause interference in the police administration. However the Simon Commission while making its report argued that Diarchy had failed and the solution lied in 'making men responsible for their own actions'. The underlying belief in suggesting transfer of the police to ministerial control was that no government could interfere with the police whereas centralizing the force would help in separating the more moderate and practically minded politicians and their more idealistic and extremist accomplices.⁷⁹ By adopting this technique, the British hoped to redirect the focus of the Indian politicians from power and engaging them in administrative routine and responsibility in the provinces.

Although aiming for a centralized British power, it was realized that the police could not be completely centralized as since their commencement in the mid-nineteenth century, India's police forces had always been structured on provincial lines. As these objectives were being endorsed, the senior police officials came up with various schemes to protect themselves from the ministerial meddling. One of the most favored suggestions was to 'make each province's Inspector General a secretary to the government, entitled to appeal directly to the governor if any disagreement

⁷⁸ Indian Statutory Commission, *Volume IX: Memorandum Submitted by the Government of the United Provinces*, London, 1930, pp. 120-6; *Volume X: Memorandum Submitted by the Government of Punjab*, London, 1930, pp. 202-6; *Volume XII: Memorandum Submitted by the Government of Bihar and Orissa*, London, 1930, pp. 166-9. Cf. Wynne, *Honorable Terms*, p. 111

⁷⁹ Indian Statutory Commission, *Report, II*, pp. 22, 48

arose between the Inspector General and the ministry.⁸⁰ This suggestion though overruled did end up in providing some “practical reassurances” to the police.

Therefore, with the Government of India Act of 1935, the following changes were introduced;

- System of Provincial Autonomy was created.
- The Governor was given special powers to maintain law and order in the situation where his ministries proved unable to do so.
- Public Service Commissions were established to streamline recruitment and promotion procedures.
- In order to maintain a “confidential communication” between provincial police and central government, some parts of police intelligence work were brought under the direct control of the Government of India’s Intelligence Bureau.
- Army was kept independent of the provinces and was to be used as a second line of control in case the police failed their ‘law and order’ responsibilities.⁸¹

Hence, the Government of India Act of 1935 was not meant to indicate an immediate retreat from the Indian empire but in case of police, it gave way to an unparalleled degree of Indian political influence and marked the beginning of a significant erosion of British rule over the colonial police. This indicates how laws during the colonial era impacted the administration and as well as the scope of work of police.

⁸⁰ Anderson, Davis and David Killingray, Eds. "Police Power and the Demise of British Rule in India, 1930-47", *Policing and Decolonization: Politics, Nationalism, and the Police, 1917-65*. Manchester: Manchester UP, 1992, p. 47

⁸¹ Report on 1934 Police Conference, Tamil Nadu Archives, *Government Order 1566*, 29 July 1936

The years 1937 to 1947 marked the time period during which the loyal and dependable status of the Police was profoundly affected. This became one of the most significant reasons of Britain's declining capacity to rule India as the congress ministries began to exercise a significant control in managing of the police departments in their charge especially over the internal management of the force. There were examples of ministerial intervention and influence as well as changes in the pay scales and in the recruitment policy.⁸² Having loyalties and priorities of their own, Congress started squeezing out Muslims from the police force as well as phasing out the employment of Europeans and Anglo-Indians while favoring the untouchables.⁸³ But the issue of deep concern for the governors and senior police officers was in terms of police morale.

'They believed that the public abuse of the police by ministers and their supporters, the formation of local Congress committees to intervene between the police and the public, and the pursuit of vendettas against individual policemen would have a disastrous effect on the work of the force.'⁸⁴

However in October 1939 the Congress ministries resigned. At that time the most important question going around was regarding the police morale, whether the government could still win back the loyalty of police. There were examples of some provinces such as Bihar where the police morale had had a severe blow. Congress had hardly done anything for the police when it was in power and therefore in order to win back the force, it was decided that;

⁸² Wynne, *Honourable Terms*, pp. 111-12; D. Arnold, *Police Power and Colonial Rule: Madras, 1859-1947*, Delhi, 1986, pp. 219-20

⁸³ Anderson, David and David Killingray, Eds., "Police Power and the Demise of British Rule in India, 1930-47", *Policing and Decolonisation: Politics, Nationalism, and the Police, 1917-65*, Manchester: Manchester UP, 1992, p. 49

⁸⁴ *Ibid.*, p. 48

- Police needed to be publicly defended.
- They needed to be protected from victimization
- And their material needs were to be tended.⁸⁵

In 1945-46, Congress once again resumed ascendancy over the police and this time around it was with even greater vigor and effect. By the spring of 1946, Britain's departure from India was quite imminent and there was confusion regarding the running of the police force. Many senior European officials went into early retirements because of the racial profiling and constant meddling of the Indian Congress. This meddling of Indian politicians reached to such an extent that E.H. Colebrook in Madras went on to complain that "there had recently been 'some bad examples of discrimination against Europeans' with 'Indians promoted merely for their black skins'.⁸⁶

It was only through the exercise of ministerial office and influence that India's nationalist party went on to rule the police. The Congress took full advantage of not only the popular nationalist status it had but also of the "longstanding and deep seated" opposition regarding the police among the general public. Since 1920, the status of Police among people had been that of brutality and "frontline servants of the Raj". It was this sentiment that Congress fully cashed on during nationalist protests and demonstrations. As a result, hatred towards police started escalating among people leading to incidents such as "Chauri Chaura" (January 1922) where twenty-

⁸⁵ Manserigh, N., ed., *The Transfer of Power, 1942-7*, II London, 1971, pp. 451-513

⁸⁶ Anderson, Davis and David Killingray, Eds., "Police Power and the Demise of British Rule in India, 1930-47", *Policing and Decolonisation: Politics, Nationalism, and the Police, 1917-65*, Manchester: Manchester UP, 1992, p. 51

two policemen were murdered or burnt to death and thus it became a recurrent theme.⁸⁷

Even though the British attempted at protecting the police and tried to win over their loyalty, they could not do much. Their attempts to provide police the immunity from prosecution started dwindling as their hold over India weakened. In 1942, during the Quit India Movement, hatred towards police reached its peak. With more than 200 police stations burnt down and 63 policemen killed,⁸⁸ one of the orders in "Free India" bulletin can give the true picture of that time;

'Make the policeman look as one of you; that is relieve him of his uniform and disarm him. This is a noble service for the nation; for in this way you convert a slave into a freeman.'⁸⁹

In 1945-46, it became clear that the British were serious about leaving India marking the moderation in demands made by the Congress leadership. Once back in office, Congress, keeping in mind its own interest, decided to prevent any further disintegration of police morale. But it did use the unpopularity of government and especially of the police to their maximum use, by passing or overriding the colonial police machinery entirely. The numbered days of the British rule and imminence of an independent Subcontinent coupled with the psychological and political pressure applied during and after the Quit India Movement had a deep effect on all levels of police.

⁸⁷ D. Arnold, 'The Congress and the Police', in M. Shepperdson and C. Simmons (eds.), *The Indian National Congress and the Political Economy of India, 1885-1985*, Brookfield: Aldershot, 1988, pp. 214-15

⁸⁸ Hutchins, F.G., *India's Revolution: Gandhi and the Quit India Movement*, Cambridge: Massachusetts, 1973, pp. 230-1

⁸⁹ Bhuyan, A.C., *The Quit India Movement: the Second World War and Indian Nationalism*, New Delhi: Manas Publications, 1975, p. 73, 108

The transfer of power thus created confusion among the European police officers and their Indian counterparts where the latter started identifying themselves with Congress or Muslim League. Besides facing pressure from the Congress, police had its own problems to deal with as well. Dwindling European manpower, lack of suitable Indians for the force, hierachal problems and reliability issues especially among the middle and lower levels of the force were some of the difficulties that police had to deal with. At the same time, the force also faced external pressure as Congress tried to gain a hold over police and at the same time internal as well from other quarters such as the socialists and the Muslim League in particular. The future seemed insecure to police due to low wages and poor conditions in the wake of high prices and severe shortages.⁹⁰ At the eve of independence, police presented both a challenge and an opportunity for the newly independent states of India and Pakistan.

An interesting inference can be drawn from Emile Durkheim's state of anomie, defined as a socio-psychological condition when a particular person or group feels alienated from the rest because of unclear social rules and regulations.⁹¹ In the case of colonialism, traditional values were undermined at the point of cultural contact between the natives and the colonizers. Indian society could not identify itself with 'Gora Saab',⁹² culture as a replacement of the native culture. Anomie has been further elaborated upon by Richard Merton as a possible explanation for the 'degenerate ethos in the colonized communities'. According to him, the 'induced goals' are made to appear as the only possibility for the natives and are

⁹⁰ Anderson, Davis and David Killingray, Eds., "Police Power and the Demise of British Rule in India, 1930-47". *Policing and Decolonisation: Politics, Nationalism, and the Police, 1917-65*. Manchester: Manchester UP, 1992. pp. 52-3

⁹¹ *Online Dictionary of the Social Sciences*, Available at <http://bitbucket.icaap.org/dict.pl?alpha=A>, Accessed on 31 May 2010.

⁹² Urdu term used to refer to the British officials during the colonial period in the Subcontinent.

institutionalized by the colonial masters to keep the society within a particular set of boundaries. After the end of a colonial era, the masters leave but the social changes linger on.

3: II Post 1947 Period

It was in the setting described above that the state of Pakistan came into being and the inherited administration left much to be deliberated upon by both the Pakistani government and its people. While the colonial system for including Indians in the civil service i.e. the Indian Civil Service served the colonial masters very well, it was not designed to create the administrators required to undertake the responsibility of running an independent country. However, the selection procedure ensured that the brightest of minds made their way into the state structure and this helped Pakistan greatly in nurturing the newborn albeit feeble state of Pakistan. This is evident from the fact that the refugees pouring into Pakistan did not take long to be settled into various cities. From very early on, the politicians failed to stand up to the challenges posed by the newly independent state of Pakistan. The early demise of Muhammad Ali Jinnah left a huge vacuum in the political acumen and integrity that was required to conceive a system of government that would be best suited for Pakistan.

The policing culture that had colonial foundations and mindset flourished in the independent Pakistan as the elite became neo-colonial-masters and police failed to become a service to the people. Police continued to serve those at the helm of affairs while the masses remained neglected; preference was generally given to those who

mattered. Refer to appendix 7 to see how this capture of the state by the elite is affecting police performance according to the public opinion.

While society disintegrated because of mutual distrust and hatred based on identities lesser than that of religion and shared nationality; the ruling elite strengthened their hold onto the state at the expense of 'civil institutions, constitution, political parties, pluralism, independent judiciary, a free press and other think tanks and activist groups outside public sector'.⁹³ This capture of state is an exceedingly important reason why Pakistan lags in good governance. Society expects police to 'control crime, to respond to emergency situations (reactive policing), non-emergency response (proactive policing), and administer justice',⁹⁴ but state capturing elites have alienated the poor and underrepresented segments of the society from public policy making which has resulted in policies that serve the interest of only those who design them.⁹⁵ So much so that a Pakistani police officer dressed in uniform is not viewed as a public servant but rather as a representative of a sovereign state by the society.⁹⁶

Politicians began to aspire for more power, and it became their only object of interest. This change in political scenario did not settle in too well with the bureaucratic class since they viewed the politicians as an impediment to the development of state, while the politicians blamed the bureaucrats for being high headed and not being sensitive to the political system of Pakistan. This blame game

⁹³ Malik, I. H., *State and Civil Society in Pakistan*, London: Macmillan Press, 1997.

⁹⁴ Eck, J.E. & Rosenbaum, D. P., ed. 1994. 'The New Police Order: Effectiveness, Equity and Efficiency in Community Policing. *The Challenges of Community Policing: Testing the Promises*, California: Sage Publication, pp. 3-26

⁹⁵ Rafique, Haroon. "It is Ideal, but can community control police in Pakistan?", *Working Paper Series, Working Paper no.20*. School of International Development, Melbourne University, December 2004.

⁹⁶ ASI Ayub, "Police Perception in Public", Personal interview, 12th Nov. 2009.

would unravel the very foundations of statehood in Pakistan, and led to a power struggle that eroded institution building.⁹⁷

This extensive use of police on personal directives of the ruling elite eroded the already shambled institutional strength of police. The culture of power had been such during the colonial era that the power never flowed from people; it was always considered a right of the ruling class. Therefore instead of the police deriving the strength from the popular support of the masses, they came to receive their share from the ruling class. This marks the deviation of police from a service to a force in Pakistan.⁹⁸

A historic characteristic of the ruling class in the Subcontinent has been to ensure that the military remains under their control. When the politicians realized that their power could be undermined, they relied on the army to protect their interests. The military was no doubt the strongest institution at the time of independence and once the politicians invited it into the upper echelons, its coterie of senior commanders never left; and in decades to follow held the rein of power. This dependence of the politicians on the military further worked to erode other institutions of the state i.e. judiciary, local governments and the assemblies. After the mutiny of 1857, the British designed the government in a manner that would reduce the influence of military while still keeping the strength of the institution intact. The resurgence of the military on the political scene did away with the safeguards in place, and it led to Pakistan being ruled by military depots for the better half of its history. Considering that Pakistan has time and again fallen into the hands of a military dictator, it has been near impossible for institutions to develop in a manner that would

⁹⁷ Niaz, Ilhan. *The Culture of Power and Governance of Pakistan, 1947-2008*, Karachi: Oxford UP, 2010, p. 178

⁹⁸ *Ibid.*, p. 180

have nurtured the growth of people's power and similarly is the case with police. This routine of military rule meant that every military dictator trusted army more than the police while still being the Head of State.⁹⁹

Earliest attempt to revamp the style of policing in Pakistan came in 1948 when the Sind Assembly passed a Bill for the establishment of a modern police force for the city of Karachi. The Bill was never to emerge as a legislation as the 'politics of police reform' prevented the Bill from being duly signed by the then Governor General Muhammad Ali Jinnah.¹⁰⁰

Table 4 explores the subsequent efforts at reforming police up till the promulgation of 2002 Police Order. A couple of dozen commissioned reports have been produced since 1947 but little has been done as far as their implementation is concerned.

Table 4: Timeline of Post 1947 Efforts for Reforming Police

1951	Committee headed by Sir Oliver Gilbert Grace, the then Inspector General of KPK (then NWFP) recommends that Karachi Police's setup must undergo fundamental changes. ¹⁰¹
1960-1961	Pakistan Police Commission led by Justice J.B. Constantine visits India to help design a metropolitan police force for Karachi but the capital is moved to Islamabad and no recommendations are made.
1961-62	Justice Cornelius heads the Pay and Services Re-organization Committee whose recommendation include designing a metropolitan police system in Lahore and Karachi However, no further actions are taken. ¹⁰²
	After Ayub Khan imposed Martial Law, 'corrupt and unprincipled officers were rewarded and honest ones sidelined'. Towards the end of Ayub Khan's rule, police was unable to effectively tone down the public protests and were openly seen clashing with the people. After Ayub stepped down, it was clear that the police needed to be strengthened for the safety of the state. ¹⁰³

⁹⁹ *Ibid.*, p. 182

¹⁰⁰ Suddle, Muhammad Shoaib, *Reforming Pakistan Police: An Overview*, 2002, p. 99

¹⁰¹ *Police Reforms in Pakistan: Opportunities for Citizens*, Government of Pakistan, Law, Justice and Human Rights Division, Access to Justice Program Management Unit, 2006

¹⁰² Suddle, Muhammad Shoaib, *Reforming Pakistan Police: An Overview*, 2002, p. 99

¹⁰³ Suddle, Shoaib, *Reforming Pakistan's Police*, International Crisis Group, Asia Report N 157, July 2008, p. 3

1968-70	Major General A.O. Mitha is appointed head of Pakistan Police Commission which recommended independence of the Superintendent of Police at the District level from the hold of District Magistrate. ¹⁰⁴
1972	One man committee of Mr. G. Ahmad, a senior civil servant recommends to the Cabinet establishment of a Federal level Police organization that specifically deals with 'Smuggling, Narcotics, Currency offences, Enforcement of Laws relating to Foreigners, Immigration & Passports and offences having inter-provincial ramifications': consequently Federal Investigation Authority was established in 1975. ¹⁰⁵
	In his campaign to assert control over the bureaucracy and the military, Zulfikar Ali Bhutto laid off some 1300 civil servants including police officers labeling them as incompetent and corrupt during 1972. Political influence was given legitimacy as in 1973 civil servants were devoid of their constitutionally guaranteed employment protection. This act would go on to severely undermine the professionalization of police along with the introduction of 'lateral hiring system'. ¹⁰⁶
1976	<ul style="list-style-type: none"> i. Police Station Enquiry Committee headed by M.A.K. Chaudhry. ii. Law and Order sub-committee headed by Ch. Fazal Haque. iii. Visit of foreign experts including Romanian Police Officers. iv. Police Reforms Committee headed by Mr. Rafi Raza. v. One-man Committee of a Briton, Mr. Giles to assess training requirements.
1981-83	<ul style="list-style-type: none"> i. 1981 Orakzai Committee on Police Welfare, Promotion and Seniority Rules. ii. 1982 Cabinet Committee on the Emoluments of SHO. iii. 1983 Cabinet Committee on Determining the Status of SHO. iv. 1982-83 Sahibzada Rauf Ali Committee.
	After imposing Martial Law, Zia-ul-Haque ensured that police ranks were infiltrated by army personnel to make it subservient to his government. Police woes were further heightened by the lack of resources and proper training. ¹⁰⁷
1985	Led by Mr. Aslam Hayat, the 1985 Police Committee recommends installing metropolitan police system for cities of more than 500,000 people. In 1987, the Cabinet sends an official delegation to India and Bangladesh for observing their policing systems in order to act on the recommendations of the Police Committee; the delegations seconds the Committee in stating that metropolitan police system should be introduced in Islamabad, Karachi and Lahore on emergency basis. But before further action could be taken, the Government was dissolved in 1988. ¹⁰⁸
1989-1999 ¹⁰⁹	<ul style="list-style-type: none"> i. In 1989, the seven member delegation formed upon the directive of

¹⁰⁴ *Improving the Police's Role and Performance in Protecting Human and Economic Security*, ADB, p. 43, Available at <http://www.adb.org/documents/reports/law-policy-reform/chap4.pdf>, Accessed on 21st March, 2011

¹⁰⁵ "What is the FIA", Federal Investigation Agency, Government of Pakistan. Available at <http://www.fia.gov.pk/faqs.htm>, Accessed on 15 February 2011.

¹⁰⁶ Suddle, Shoaib, *Reforming Pakistan's Police*, International Crisis Group, Asia Report N 157, July 2008, p. 3

¹⁰⁷ *Ibid*, p. 5

¹⁰⁸ Suddle, Muhammad Shoaib, *Reforming Pakistan Police: An Overview*, 2002, p. 100

¹⁰⁹ Suddle, Shoaib, *Reforming Pakistani's Police*, International Crisis Group, Asia Report N 157, July 2008, p. 3, <http://www.adb.org/documents/reports/law-policy-reform/chap4.pdf>. Accessed on 15 February 2011. http://mawasim.wordpress.com/2008/10/03/overview-of-criminal-justice-system/#_ftnref6_5797, Accessed on 15 February 2011.

<http://www.punjabpolice.gov.pk/pphistory>, Accessed on 15 February 2011.

	<ul style="list-style-type: none"> ii. then Prime Minister Shaheed Benazir Bhutto visits Bangladesh and India and strongly recommends abolition of the 1861 Police Act. iii. Her Majesty's Chief Inspector of Constabulary Sir Richard Barratt delegation visits Pakistan in 1990. In the follow up report, it was categorically declared that 1861 Police Act was still asking the police to style itself on colonial design and only a fundamental change in this system would improve policing in Pakistan. iv. Under the leadership of M.A.K. Chaudhary, Police Reforms Implementation Committee in its report produced in 1990 also stresses that police in Islamabad, Karachi and Lahore have to be converted to a metropolitan force on an urgent basis. v. United Nation's Inter-regional Advisor for Crime Prevention and Criminal Justice leads an official mission to Pakistan who in their 1995 report strongly recommends that strong political will is necessary to initiate effective police reforms at all levels. The mission also notes that recommendations of previous police commissions have still to be acted upon and unless this was done, policing in not only urban centers but nationwide would break down. vi. In April of 1996, Mr. Sekine, Director General of National Police Agency Japan heads an official police delegation to study the police system in Pakistan. Mr. Sekine reckons that the police have to focus on becoming a public service in order to improve its practices. The delegation also suggests policies that could be adopted by Pakistan Police. vii. During 1997, the Law and Justice Commission undertakes a study on police reforms which is carried out by the Committee on Police Reforms under the chairmanship of Interior Minister. The report highlights the role of police in supporting the criminal justice system and provides further recommendations to the government in this regard.
1999- Present ¹¹¹	<ul style="list-style-type: none"> i. The 1999 Police Act was passed in 1999, but its implementation was delayed. In February 2000, report of the Focal Group on Police Reforms is submitted to the National Reconstruction Bureau. The report outlines the guiding principles for a replacement of the 1861 Police Act. ii. On 14th August, 2002 the new Police Order of 2002 replaces the 1861 Police Act and introduced major changes which range from division of police force along functional lines, introduction of manifold accountability measures and independence from District Magistrate's oversight at the District level, to name a few.

After the political unstable decade of the 1990s, police emerged as an institution that lacked public support, integrity, professionalism and would have collapsed long ago had it not been the dedication of dedicated individuals. After throwing off Nawaz Sharif's government, General Pervez Musharraf established a National Reconstruction Bureau which was responsible for introducing crucial reforms. This act enjoyed considerable support from the bureaucracy and the public.¹¹⁰

1999- Present ¹¹¹	<ul style="list-style-type: none"> i. In February 2000, report of the Focal Group on Police Reforms is submitted to the National Reconstruction Bureau. The report outlines the guiding principles for a replacement of the 1861 Police Act. ii. On 14th August, 2002 the new Police Order of 2002 replaces the 1861 Police Act and introduced major changes which range from division of police force along functional lines, introduction of manifold accountability measures and independence from District Magistrate's oversight at the District level, to name a few.
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¹¹⁰ Suddle, Shoaib, *Reforming Pakistan's Police*, International Crisis Group. Asia Report N 157, July 2008, p. 6

¹¹¹ *Ibid.*, p. 6-7 and *Improving the Police's Role and Performance in Protecting Human and Economic Security*, ADB, p. 43. Available at <http://www.adb.org/documents/reports/law-policy-reform/chap4.pdf>. Accessed on 15 February 2011.

	<ul style="list-style-type: none"> iii. Under pressure from his political allies in 2004, Pervez Musharraf annuls most of the major changes introduced in Police Order 2002 and restores a legal mechanism of political interference in police. iv. On December 31st, 2009 Police Order 2002 lost the Presidential protection provided to it after being placed under the sixth schedule of the constitution. The Presidential protection was only to the extent of amendments by the provinces, Police Order 2002 otherwise is protected in the 17th Amendment.
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Source: Prepared by the PhD Scholar from various studies.

With the increasing threat of terrorist actions against VIPs, much of the police resources especially in urban centers are being reserved for protection of these VIPs.¹¹² It seems as if the police in current day Pakistan continue to serve its political masters instead of the public. About 6,000 of the total 180,000 policemen for Punjab's population of more than 80 million¹¹³ are stationed around the four private and official residence of the Punjab Chief Minister.¹¹⁴ Moreover, the police are then blamed by the same people who exploit it, for being unable to maintain law and order. For example, eight police officers were suspended following the United Nations report on Shaheed Benazir Bhutto's assassination while not even a single security or intelligence agency official was blamed even though the report considers the latter two a reason for failure of the ensuing investigation.¹¹⁵

¹¹² Abbas, Hassan, *Police and Law Enforcement Reform in Pakistan: Crucial for Counterinsurgency and Counterterrorism Success*, Institute for Social Policy and Understanding, 2009, p. 2

¹¹³ Available at <http://www.world-gazetteer.com/wg.php?x=&men=gpro&ing=en&des=wg&geo=437641435&srt=pnan&col=abcde&fghinoq&msz=1500&geo=-2943>, Accessed on 17 February 2011.

¹¹⁴ Petzschmann, Paul, *Pakistan Police between Centralization and Devolution*, Norwegian Institute of International Affairs, 2010, p. 7

¹¹⁵ *Political Dimensions of Police Reform in Pakistan*, Policy Outlook 2010, Carnegie Endowment for International Peace, p. 3

CHAPTER 4: DELINEATING POLICE ADMINISTRATION

As discussed earlier, policing has been the responsibility of 'specialized professionals' who are to implement public policies and ensure that these policies are practically realized; and that the job description of these 'specialized professionals' is police administration. These specialized professionals are organized through a bureaucracy. The relation between administration and bureaucracy is that of 'chicken and egg', since bureaucracy is the physical dimension of an administration while simultaneously sound administration cannot be achieved in the absence of a regulated bureaucracy.¹¹⁶

Police organization is a subset of the larger public administration that provides service to the public and performing the duties of the state towards its people as has been laid out by legal principles. For a detailed account of the duties pertinent to each rank within the police, please see appendix 12. To further strengthen the validity of the study, these police administration factors have been finalized after formal interviews with senior police officers, not only from Police Service of Pakistan but from police forces across the globe. (See appendix 5 for police chief's questionnaire) It is imperative to discuss these factors one by one and establish a working definition for each one for the course of this dissertation.

- i. **Recruitment;** is a process through which police officers are inducted into the police service. Recruitment will encompass all procedures and

¹¹⁶ Souryal, Sam S., *Police Organization and Administration*, New York: Harcourt Brace Jovanovich, 1981, p. 1

requirements involved with hiring of police officers. The process aims at inducting best applicants for the job, and activities under this process would include, advertising, processing of applications, applicant's background checking and evaluation of applicant's abilities through written exams, physical endurance test, medical examination, interviews, etc. and finalizing recommendation of selected candidates for induction. In Pakistan, Constables are recruited at the district level, Assistant Sub Inspectors by Provincial Public Service Commission and Assistant Superintendents of Police at the Federal level by Federal Public Services Commission.¹¹⁷

- ii. **Training;** is a capacity building and tasks orientations for police officers chosen to serve in the organization. Training is an unabated ongoing exhaustive process which usually lasts throughout the career of any police official. It starts with initial training of the fresh recruits, followed by various on-job training courses which are mandatory for promotion and specific appointments. Training also includes in its ambit the courses which are made necessary for the supervisory ranks of the police cadre.¹¹⁸
- iii. **Logistics & Finance;** includes the arms, ammunition, weapons, vehicles and necessary communications equipment, uniform and liveries, investigative and operational items and other paraphernalia required by police to maintain law and order, combat crime and provide security. The yearly allocated Finances and budget play the

¹¹⁷ *Ibid.* p. 86

¹¹⁸ *Ibid.* pp. 87-89

most important part in the functioning and efficiency of the police organization. The allocation is supposed to cater for all development, construction, renovation, purchase, utilities and of course pay and allowances of police officers. Finance refers to all financial matters of the police, which will be derived from the actual police force budgets through the course of this discussion where the police budget is defined as 'a formal plan for financing police operations over a period of time usually taken to be one year.'¹¹⁹

- iv. **Community Policing;** is combination of all modes of interaction between the public and the police through which police can be identified as a part of the community, instead of appearing as an alien entity only to ensure the enforcement of law. This results in formation of various joint initiatives and formal schemes like neighborhood watch, peace committees, conciliation committee, regulatory committees, citizens police liaison committees, vigilance committees, law awareness and education committees etc.¹²⁰

In the context of crime management and providing security and maintaining order and enforcing law, crime prevention and crime detection along with criminal intelligence remains the basic paradigm with the help of the community through the ages in one form or the other to ensure security to the state and its masses.

- v. **Crime Prevention;** is the ability of police to prevent crimes from taking place: knowledge of which might come from the police or an

¹¹⁹ *Ibid.*, p. 100

¹²⁰ *Ibid.*, p. 137

independent source. The methodologies in place also play a crucial part in preventing crimes. It also includes in its ambit the philosophy of self-defense and creating public awareness regarding crime prevention techniques; and involves proactive actions like patrolling, picketing, raids, beat system, random checking, installation of security gadgets, safe home schemes etc.¹²¹

- vi. **Crime Detection;** includes intelligence gathering systems which remain the core function within crime detection excluding those intelligence agencies operating under an independent mandate. Information collection and gathering mechanisms include all sources of information available to the police including the techniques employed to maintain any information databases.¹²² Detection of crime includes all investigation processes that commence from identifying the incident of crime to indicting the suspect at a judicial court. Crime Detection entails responding to scene of crime, crime scene preservations, collection of evidence, accumulating and analyzing, medico-legal and forensics reports, obtaining warrants and summons, recording complainant and accused statements, examining witness statements, preparing investigation files, submitting challans, etc.¹²³

¹²¹ "Crime Prevention", *New York State Police*, Available at http://www.troopers.state.ny.us/crime_prevention/. Accessed on 14 February 2011.

¹²² "What Are Methods of Inquiry and How Are They Used in Criminal Investigation?". *Scribed*, Available at <http://www.scribd.com/doc/28179606/What-Are-Methods-of-Inquiry-and-How-Are-They-Used-in-Criminal-Investigation>. Accessed on 16 February 2011.

¹²³ "Crime (law) Detection of Crime" *Encyclopedia - Britannica Online Encyclopedia*. Available at <http://www.britannica.com/EBchecked/topic/142953/crime/53436/Detection-of-crime>. Accessed on 14 February 2011.

Table 5: Timeline of Administrative Factors

Indicators	Pre-British	British Era	Post-Independence
Recruitment	Local commandant i.e. faujdar was appointed the chief of police. Qualities of bravery, fairness and compassion were prescribed for him. General requirements of recruitment were based on physical standards and acquaintance with the use of weaponry of that era. ¹²⁴	Local Recruitment for the lower ranks while higher ranks were recruited through Indian Civil Service, which included written test, physical test, an interview and a psychological test. Top positions were occupied by Englishmen. ¹²⁵	The District Police Officer recruits Constables on minimum qualification of matriculation. Assistant Sub Inspectors are recruited through Provinces Public Service Commission and Assistant Superintendent of Police by Federal Public Service Commission. ¹²⁶
Training	Although formal institutes for training did not exist during this era but training in terms of use of weapons was common. ¹²⁷	Police training schools were established firstly in major cities and then expanded to each district. ¹²⁸	Provincial Training Colleges have been established alongside police training schools at District level. Civil Services Academy, National Police Academy and National Institute of Public Administration serve as national training institutes. ¹²⁹
Logistics & Finance	Primitive type of weaponry i.e. danda, fire arms and gun carts. Some form of payment for services rendered and physical resources partially provided as per need. ¹³⁰	Relatively advanced weapons however, arms and ammunition were limited. Proper remunerations paid to police, physical resources were provided, regular budget for various expenditures including development, constructions etc. ¹³¹	Advanced weaponry and vehicles are now in use, though logistical support is still insufficient. Proper fiscal budget allocation, accounting system, for human and physical resources. ¹³²

¹²⁴ Azhar Hassan Nadeem, *The Punjab Police in Comparative Perspective*, Lahore: Progressive Publishers, 1989, p. 16

¹²⁵ Anandswarup Gupta, *The Police In British India 1861-1947*, New Delhi: Concept Publishing, 1979

¹²⁶ Fasihuddin, "Police Education and Training in Pakistan", *Pakistan Journal of Criminology*, Vol. 1, No. 2, 2009.

¹²⁷ *Ibid.*

¹²⁸ Anandswarup Gupta, *The Police In British India 1861-1947*, New Delhi: Concept Publishing, 1979, p. 201

¹²⁹ Fasihuddin, *Police Education and Training in Pakistan*, written for Chinese People's Public Security University, Beijing, China

¹³⁰ S.K. Ghosh, K.F. Rustamji, *Encyclopedia of Police in India*, New Delhi: Ashish Publishing House, 1993, p. 4

¹³¹ *Ibid.*, p. 5

¹³² *Ibid.*, p. 6

Community Policing	Security of the area was considered the responsibility of the local community aided by the police. ¹³⁵	According to the Act of 1861 special police officers were to be appointed from the neighborhood to ensure participation. ¹³⁴	Police Order 2002 sanctioned Public Safety Commissions, Citizens Police Liaison Committee, Public Complaints Authority to be established all over Pakistan at all levels of government. ¹³⁵
Crime Prevention	Local zamindars or heads of village council were responsible for preventing crime through surveillance for which locals were employed. Under Sher Shah police patrolling was introduced. ¹³⁶	Superintendent of Police for every district was responsible for the job and was answerable to district magistrate regarding prevention and suppression of crime. ¹³⁷	Administrative and legal measures for crime prevention include: Crime control committees, patrolling, and beat duty, surveillance and the criminal procedure code. Specialized units also exist as forensics, bomb disposal; various modern technologies are now in vogue for this purpose. ¹³⁸
Crime Detection	Kotwal i.e. local fort leader kept a network of local informers for criminal intelligence. Village head or the local heads were the primary source of information. ¹³⁹	Lord Curzon established Intelligence Bureau with a sub-branch in every province. Detective constables worked with civilians for gathering information. ¹⁴⁰	Intelligence Bureau at national level while Special Branch at District level is responsible for surveillance. Information gathering at rural level still takes place through village heads; in urban areas detective constables are responsible who report to their respective Station House Officer. ¹⁴¹

Source: Prepared by PhD Scholar from various studies.

How the above mentioned factors change with strengthening of state institutions and vice versa can be observed through comparing these factors across five countries (Table 6). Differences should be noted between the developed and the underdeveloped states. The more dismal the state of police, the harder it becomes to ensure that everyone is ruled by the law.

¹³³ Kurian, George Thomas, *World Encyclopedia of Police Forces and Correctional Systems*. Detroit: Thomson Gale, 2006, p. 478

¹³⁴ Anandswarup Gupta, *The Police In British India 1861-1947*, New Delhi: Concept Publishing, 1979, p. 8.

¹³⁵ Police Order 2002

¹³⁶ Zafar Abbas, *Police Image Past and Present*, National Police Academy.

¹³⁷ Anandswarup Gupta, *The Police In British India 1861-1947*, New Delhi: Concept Publishing, 1979, p. 25

¹³⁸ Fasihuddin, *Crime Prevention and Police in Pakistan: do we know this?*

¹³⁹ M.A.K. Chaudhry, *Policing in Pakistan*, Lahore: Vanguard Books, 1997, p. 36

¹⁴⁰ Anandswarup Gupta, *The Police In British India 1861-1947*, New Delhi: Concept Publishing, 1979, p. xvi.

¹⁴¹ M.A.K. Chaudhry, *Policing in Pakistan*, Lahore: Vanguard Books, 1997, p. 137

Table 6: Comparison of Administrative Factors in Different Countries

Countries/ Indicators	Pakistan	India	United Kingdom	New York Police Department	Malaysia
Recruitment	Direct or through Civil services. Medical examination. Minimum Education- Matriculation for junior ranks, bachelors for senior ranks. ¹⁴²	Direct, Deputation or Promotion and Civil Services Exam. Requires oath of allegiance, medical examination and verification of character. ¹⁴³	Recruitment responsibility of a separate police force. Standard national test requirements like Police Initial Recruitment Test (PIRT). ¹⁴⁴	High school diploma or a college degree, good physical and psychological condition, clean criminal record, high moral character.	The recruits are mostly Malay; and the process is responsibility of the Management Department. Wages for new recruits are amongst the lowest in the country. ¹⁴⁵
Training	Police training school and colleges, Civil services academy; Common training program. National Police Academy. Both basic and in-service training. ¹⁴⁶	Separate training centers for different provinces. National Police Academy (SVPNPA). ¹⁴⁷	Probationary constables get training in academic and practical fields, carried out by National Policing Improvement Agency.	The training bureau along with sub-units provides training to all the members of the service.	Royal Malaysian Police Training Institutions provide basic as well as in service training. ¹⁴⁸

¹⁴² Fasihuddin, *Police Education and Training in Pakistan*, *Pakistan Journal of Criminology*, Vol. 1, No. 2, 2009.

¹⁴³ "Recruitment Rules of CBI INDIA", *Welcome to CBI INDIA*. Available at <http://www.cbi.gov.in/recruitments/recruitmentrules.php>. Accessed on 08 June 2010.

¹⁴⁴ "UK Police Recruitment", *Police Information - Police Jobs, Recruitment, Careers, Training Courses and Supplies and Services Information for the Police*, Available at <http://www.police-information.co.uk/recruitment.html>. Accessed on: 08 June 2010.

¹⁴⁵ "Malaysian Police Force". Available at <http://www.littlespeck.com/region/CForeign-MY-051129.htm>. Accessed on: 08 June, 2010

¹⁴⁶ Fasihuddin, *Police Education and Training in Pakistan*, *Pakistan Journal of Criminology*, Vol. 1, No. 2, 2009.

¹⁴⁷ Ghosh, S.K and K.F. Rustamji. *Encyclopedia of Police in India*, New Delhi: Ashish Publishing House, 1993, p.179

¹⁴⁸ Official site of Royal Malaysian Police Force

Logistics	Basic types of weapons as Lathi or Baton are used by constables and advanced weapons are also used by the police.	Lathi or baton is the weapon used by a constable on beat; on regular duty officers don't carry firearms. Rifles and Self-loading rifles are there and some units have additional automatic weapons.	Mostly a baton but now Sub machine guns, semi-automatic carbine, pistols are also becoming standard weapons. Fully automatic firearms are also being used.	On duty officers use less lethal weapons as well as baton. Highly specialized weapons also used by many units.	Weapons like handguns, shotguns, rifle, machine guns, and grenade launchers are used.
Community Policing	Various Citizens-Police Liaison Committees which improve citizen police relationship, focusing on proactive approach. ¹⁴⁹ Peace conciliatory committees also exist.	Experiments on community policing within India by Commonwealth Human Rights Initiative. Example is Friends of Police (Tamil Nadu). ¹⁵⁰	Government sponsored Problem Oriented Policing experiments, focusing on cooperation between community and external agencies. ¹⁵¹	Office of Community Oriented Policing Services exists within the department of justice.	Community policing mechanism COP exists in Malaysia that works on safer community and cooperation with the police.
Crime Prevention	Legal measures laid in criminal penal code. Administrative measures; beat duty, patrolling, surveillance and crime control.	Usage of surveillance and beat duty are commonly used systems by Indian Police.	Metropolitan police focuses on involvement of community and technology for prevention of crime. ¹⁵²	Crime prevention dept develops and monitors precinct based crime prevention programs. ¹⁵³	Malaysian crime prevention foundation aim includes apprising public about crime prevention.
Detection of Crime	Intelligence bureau (IB), intelligence unit and police force also have its own specialized	CID a branch of territorial police forces: Central Bureau of Investigation (CBI) is	National Criminal Intelligence Service, aim is to combat top echelons	New York Police Department has as separate Intelligence	Royal Malaysian Police Force' intelligence gathering is mainly

¹⁴⁹ Muhammad Kamran Khan, *Project Report on Community Policing*, National Police Academy, 2000

¹⁵⁰ *Community Policing Experiments*, Available at http://www.humanrightsinitiative.org/new/community_policing_experiments_in_india.pdf, Accessed on 11 July 2010.

¹⁵¹ Leigh, Adrian, Tim Read and Nick Tilley, *Problem Oriented Policing Brit Pop*, Crime Detection and Prevention Series, 1996

¹⁵² Available at <http://www.met.police.uk/crimeprevention/>, Accessed on 11 July 2010

¹⁵³ Available at <http://www.88thprecinctcommunitycouncil.org/nypdcrimeprevention.htm>, Accessed on 11 July 2010.

	intelligence units like CID, CIA, Special branch.	responsible for national and criminal intelligence.	of crime, seeks their arrest and disruption of crime. ¹⁵⁴	division.	focused upon enemies of regime rather than criminal intelligence.
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Source: Prepared by PhD Scholar from various studies.

¹⁵⁴ Available at <http://www.fas.org/irp/world/uk/ncis/index.html>. Accessed on 11 July 2010.

CHAPTER 5: A LEGACY OF POLICE REFORMS

Police as an institution is based on legal mandates; and its working is guided by rules and regulations, which are necessary for police to gain legitimacy since it cannot function arbitrarily. Although more recently police in Pakistan has played a vital role in war on terrorism, yet police as an institution has been largely viewed as inefficient and incapable of combating crime.¹⁵⁵ In the given resources it has not achieved the purposes of, “protection of life, property, liberty of citizens and preservation and promotion of public peace”¹⁵⁶. Most of the literature on police working mentions that these problems largely stemmed from the outdated and non-democratic legal and institutional framework. However it is also pertinent to mention here that outdated framework is only one of the many other reasons that have continued to plague police working, few other important reasons being political interference in postings and transfers of police officers, lack of resources, poor human resources, dearth of training, extraneous meddling in career planning, shabby accountability and poor crime management strategies. In order to keep pace with the modern demands extensive reforms were needed, whereas some reform efforts have been made and while others are still underway.

The formal concepts of policing took root in the subcontinent in 1840s through adoption of the Napier's model which did not work out in the long run because of dual line of reporting. Police officials were answerable to both higher police officials

¹⁵⁵ Suddie, Shoaib, *Reforming Pakistan's Police*, International Crisis Group, 2008, p. i & 1

¹⁵⁶ The Police Order 2002, Article 4 (a. b)

as well as the civilian authorities. Some other problems within the model made it a failed experience and the torture commission in the year 1855 found that the revenue authorities in place in Madras were misusing their power and with that it was decided that civilian authorities will be removed from control over district police which led to adoption of the current mechanism under which District Superintendent is directly answerable to his own hierarchy and the Inspector General of Police.¹⁵⁷

5: I Police Act of 1861

Police Act of 1861 is the first formal legislation on the police to be used in the Indian Subcontinent. Need for a formal Police Act was felt in the wake of the 1857 mutiny as stricter control over police was required by the British and through the introduction of this Act control over police was tightened. There was no separation of police from executive, which made misuse of police by the government easier, as no insulation was provided to police against illegitimate use. Police Act of 1861 was also not in consonance with the concept of democratic policing. It lacked effective internal and external accountability mechanisms thus further deteriorating the police-public relationship. It merely aimed at “raising semi-militarized, semi-literate, underpaid bodies of men for maintaining order by overawing an often turbulent and hostile native population.”¹⁵⁸ It gave birth to, many legacies that have continued till today like the adversarial relationship between police and public. Although that concept was peculiar to period of colonization and it lost its rationale after 1947 and needed to be amended and tailored for independent nation yet the Police Act 1861 continued to form the basic law for police administration.

¹⁵⁷ Ghosh, Srikanta and K.F. Rustamji, eds., "Medieval India, East India Company and British India", *Encyclopedia of Police in India*. New Delhi: Ashish Publication House, 1993, pp. 16-45

¹⁵⁸ Suddle, Muhammad Shoaib, *Reforming Pakistan Police: An Overview*. 2002, p. 94

This Act was criticized for not properly defining the relationship between police and district magistrate. Because the superintendence of police was vested according to it in the provincial government and command was in the hands of district superintendent of police and a general control over police was in the hands of district magistrate. Two different classes within police also developed from here as their different modes of recruitment led to two different cultures within police.

According to Afzal A. Shigri, former Inspector General Police,¹⁵⁹ the Police Act of 1861 was very focused because of its emphasis upon the maintenance of order above every other consideration. This law was found to be useful by different governments even after independence for many years because it stifled all forms of dissent and perpetuated their rule. Highhandedness of police through the will of the executive faced criticism at times but there was lack of will on the part of the political parties in power to reform this Act.

5: II Police Rules of 1934

Police Rules of 1934 documented the already existing laws and rules and also put new measures in place regarding police administration and police working. Police practices were based on these rules at that time and these rules are still in force and have served as the basis of legislation in many areas.

Police Rules 1934 comprise three volumes and twenty eight chapters; each chapter dealing with a different aspect of police administration and police practice. Under these rules, the Inspector General has the responsibility of commanding the police force and is supported by DIGs, SSPs, AIGs and others. Duties of police ranks

¹⁵⁹ Shigri, A. Afzal, Why Police Reforms Failed in Pakistan, *The News*, (Islamabad), 22 May. 2007

are also briefly outlined in these rules. A divisional commissioner is also given the authority to deal with the criminal matters under these rules, and this power is exercised through the office of the District Magistrate. District magistrate used to be the head of criminal justice administration of the district and police is only an instrument provided by the government to facilitate that administration. Relations between police and district magistrate are also further elaborated. Superintendent of police has the responsibility towards District Magistrate to assist him in preservation of peace and prevention and detection of crime. District Magistrate even has the authority to approve all the postings, transfers and removals of officers in charge of police stations in a district made by the Superintendent. All the postings that superintendent made had to be made with the approval of the district magistrate.

5: III Efforts for Reform

Given the limited purpose of the Police Act of 1861, which did not make police a service oriented organization and democratic in nature¹⁶⁰ and the abuse and misuse of police that it allowed, it was important to revisit some subsequent efforts made to transform this Act. Efforts started from 1902 when an attempt was made to inquire into the problems with Police Act of 1861. After independence several efforts were made to bring about changes in police as an institution and to find an appropriate replacement of the Police Act of 1861, as after independence this act did not remain relevant at all.

¹⁶⁰ Daruwala, Maja, et. al., *Police Act 1861: Why we need to replace it?*, CHRI, 2005, p. 14.

**Table 7: List of Commissions and Committees on Police Reforms in
Pakistan**

Year	Committee/Commission/Head
1902-1903	Police Commission under Andrew Fraser
1948	Committee on Police Reforms headed by Mohammad Ali Jinnah
1951	Sir Oliver Gilbert Grace's Commission
1960-61	Pakistan Police Commission
1961-62	Pay and Services Re-organization Committee
1970	Police Commission chaired by Major General A. O. Mitha
1976	Police Reforms Committee under Rafi Raza
1985	Police Committee led by Aslam Hayat
1990	Sir Richard Barrat Commission
1990	Police Reforms Implementation Committee under M.A.K. Chaudhry
1995	UN Mission headed by Vincent M. Del Buono
1996	Japanese Police Mission led by Mr. Sekine
1997	Committee on Police Reforms under the Federal Interior Minister
1998	Good Governance Group of 2010 Program
1999	Team of Columbian experts
1999	Focal Group on Police Reforms

Source: Suddle, Muhammad Shoaib, *Reforming Pakistan Police: An Overview, 2002 & Police Organisations in Pakistan*, CHRI and HRCP, May 2010

For the purposes of reform, eleven committees and commissions were formulated and four international missions were requested to come to Pakistan between year 1960-1995 in order to examine the existing situation and to propose new changes (their recommendations have been mentioned in chapter 3). This Police Act as already discussed, was limited in purpose and served the ends of the colonialists, so in post-independence period it lost its significance. The British Delegation under Richard Barrat in the year 1990 mentioned that:

The central problem surrounding police in Pakistan is that the present system was created many years ago under colonial rule and has not been refined or evaluated to keep pace with the changing

face of the country in the last decade of the twentieth century. Police throughout Pakistan has clung to the role envisaged by the Police Act of 1861, in which the main functions were the maintenance of law and order and preservation of the status quo by methods of suppression and control.¹⁶¹

Recommendations of these commissions and committees were not implemented because political indecision has marred the process of reforms over the years. It is also argued that there is reluctance on part of military and intelligence agencies to let police organization strengthen.¹⁶² A month after Musharraf's rule started he established a National Reconstruction Bureau, which worked on the devolution of power scheme, of which local government system was also a part. In 2000 National Reconstruction Bureau established a think tank, that consisted of senior serving and retired police officers, which took over a year to give its recommendations that, were incorporated into the, Police Order 2002.¹⁶³

5: IV Police Order 2002

Since there was a general consensus on the fact that the prevailing police system was outdated both legally and institutionally, there was arbitrary management of police by the executive authority and the accountability mechanisms were inadequate, so coming up with an alternative of the old Act was necessary. The efforts regarding police reforms continued and finally under Musharraf's rule Police Order 2002 was finalized. The Police Order was promulgated through a Presidential Ordinance on 14th August 2002.

¹⁶¹ Suddle, Muhammad Shoaib, *Reforming Pakistan Police: An Overview*, 2002, p. 100

¹⁶² *Feudal Forces: Reforms Delayed 'Moving from Force to Service in South Asia Policing*, Commonwealth Human Rights Initiative, 2010, p. 76

¹⁶³ Suddle, Muhammad Shoaib, *Reforming Pakistan's Police*, International Crisis Group, Asia Report N 157, July 2008, p. 6

Its main purpose was to ensure that police force functions in accordance with the spirit of Constitution, law and democratic aspirations of people. Police under this Act was supposed to be professional, service oriented and accountable to people. It also aimed at making police efficient in prevention and detection of crime and maintenance of public order. For making police accountable, it placed a control of oversight bodies over police at district, provincial and national level. Citizen Police Liaison Committees (CPLCs) were also established under this Order for developing police-public contact. Autonomy in investigation and administration to guarantee operational neutrality was also initiated through division of police into branches and divisions on the basis of functions. On paper this Order was the most advanced legislation in South Asia.¹⁶⁴

5: V Major Improvements after Promulgation of the Police Order 2002

Some major steps proposed (which may or may not have been implemented) through the 2002 order were as follows:

- Administrative and financial authority given to Provincial Police Officers (PPO)
- Specialization of functions
- Accountability
- Separation of police and magistracy (mainly a result of Local Government Ordinance 2001)

¹⁶⁴ Petzschmann, Paul, *Pakistan's Police between Centralization and Devolution*, Norwegian Institute of International Affairs, 2010, p. 17

Improvements brought about by Police Order 2002 and its comparison with provisions of Police Act of 1861 is given in table 8.

Table 8: Comparison of Police Act 1861 and Police Order 2002

Subject	Police Act (V of 1861)	Police Order 2002	Remarks
Organization of Police	There was no specialization of functions in this Act.	According to this Order police has been organized on the functional basis into branches, divisions, bureaus and sections.	Specialization of functions improves the working of any department or administration. Thus, organizing police on the functional basis was a step towards making working of police better.
Administrative authority	The Police Act of 1861 vested a lot of administrative and financial powers with the British non-political authorities.	Police Order 2002 on the other hand vests most of the administrative and financial authority in the police department itself and primarily the higher officials as the Provincial Police officer (PPO)	By giving more administrative authority in the hands of police department in Police Order 2002 and effort was made towards making police more effective and not dependent on the political authorities. Provincial Police Officers are given the authority to make posting, transfers and promotions of DIGs, SSPs and below in city police offices which was previously being done by the Home Secretary.
Superintendence of police	Police Act 1861 vests the superintendence of police directly in the hands of the political executives who were British nationals.	Police Order 2002 also stipulates that the superintendence of police shall vest in the appropriate government.	In 2002 arrangements were made to insulate police from the influence by the political authorities, DPSC was such an effort however induction of politicians, placing the DPO under the District Nazim and merger with police complaint authority went against the spirit of this effort.
Accountability	Police Act of 1861 did not outline any mechanism regarding external accountability of police however it give powers to IG, DIG, AIG, DSPs to award punishments to their subordinates if they are found negligent in discharge of their duties. Penalties are also given for those officers who withdraw from their duty. are guilty of cowardice etc.	Police Order 2002 has criminalized police malpractices as non-registration of FIR, vexatious entry, use of torture etc. And external accountability through Public Safety Commissions and Police Complaint Authority.	Making police officers accountable to public bodies is based on the Japanese model of community policing. This step helps in improving the image of police and this also helps in making people realize that police works for them instead of being a body that is there to control them.
Community policing	There is no provision regarding community policing in the Police Act of 1861 however Police	Although a separate mention of community policing is lacking	Acknowledging the need of establishment of such committees by the Police Order 2002 is also a major step as community policing helps in

	Rules 1934 later had a provision in Chapter 21, Rule 1.	in Police Order 2002 yet it calls for the establishment of Citizen Police Liaison Committees.	bridging the gaps between police and public and establishes a relationship of trust.
Separation of watch & ward and investigation	There was no provision in this Act regarding the separation of watch & ward and investigation. This aspect was later on included in the Police Rules Chapter 21, Rule 34.	Separation of investigation and operations at the police station level was a major step forward.	A major restructuring effort was made through Police Order 2002 that separated prosecution from the police by creating an independent prosecution service, in 1861 there was no functional segregation or separation between the police responsible for maintenance of peace and public order and the police responsible for investigation.
Police and magistracy	Police administration at the district level was subjected to dual control - all administrative, technical, financial, professional and organizational control to Inspector General through his deputies; and the lateral general control to the District Magistrate. ¹⁶⁵	Police Order 2002 is based on the separation of police and magistracy.	Separation of police and magistracy is breaking away from the colonial mind set and making police free from outside influences.
Political influence	As provisions of this Act show that administrative and superintendence authorities clearly lied with the provincial government or the political executive, and it was easy for the government to misuse and abuse the police organization.	Police Order 2002 vested administrative authorities within the police administration. Provincial police officers were given powers of transfer and posting thus aiming at making police more efficient.	Police Order 2002 attempted to make police efficient through minimizing the political influence, which was later on balanced by making politicians a part of district public safety and police complaints commission and merging police complaints authority with the commission. ¹⁶⁶ Involvement of zila nazim in finalization of PER was also meant to lessen the political influence without keeping in mind that they also have political affiliations.
Security of Tenure	Police Act of 1861 did not mention the minimum term of office for any rank.	Police Order 2002 mentions three years as the term of office for a PPO, CCPO, CPO/DPO and head of federal law enforcement agency.	Tenure security for the mentioned police officials is a positive step forward as they are responsible for the working of police in their area, they have to produce PERs of the subordinates and those evaluations of police working in general and police personnel in particular are possible through tenure security.

Source: Prepared by PhD Scholar from various studies

¹⁶⁵ Suddle, Muhammad Shoaib, *Reforming Pakistan Police: An Overview*, 2002, p. 98

¹⁶⁶ "The Police Order 2002: An Introduction", Centre for Peace and Development Initiatives, 2006, p. 3

This comparison indicates that Police Order 2002 did address many of the shortcomings in the previous legislation. Administrative and financial authorities given to Provincial Police Officer as opposed to political authorities; separation of police and magistracy (as a result of devolution plan); and mechanisms to prevent political influence, intended to make police comparatively more autonomous and free from extraneous influences and to break away from the colonial legacy of executive control over police. Organization on the functional basis including the separation of watch and ward and investigation were introduced to make police working more efficient, compared to the working based on previous legislation that lacked functional specialization. Although accountability mechanisms were also included in Police Act of 1861 but introduction of external accountability mechanisms based on the Japanese model was a significant step to keep a check on police working. Community Policing through a provision for establishment of CPLCs was also meant to improve the image of police among citizens and for promoting a collaborative effort between police and citizens.

Bureaucracy viewed this Police Order differently and accordingly it was meant to remove the authority of District Management Group and overall bureaucratic control over police.¹⁶⁷ Through this Order DPO became responsible for policing within a district in coordination with District Nazim. For a detailed account of the duties of a DPO, please see appendix 13. Bureaucracy for the same reasons did not approve of these reforms as the executive magistracy control was removed and this made police free of any kind of checks and balances.

¹⁶⁷ Petzschmann, Paul, *Pakistan's Police between Centralization and Devolution*, Norwegian Institute of International Affairs, 2010, p. 18

Senior bureaucrats even went so far as to regarding it as “police disorder”.¹⁶⁸ This view also refers that separation along functional lines has made police top heavy thus making it disconnected and enhancing its chances of corruption. Separation of investigation, curtailed powers of SHO who potentially had the most nuisance value, this separation of investigation has also been viewed differently by some of the analysts as Jamil Yusuf¹⁶⁹ says that SHO should not have been excluded altogether from the process and should have been included in provision of information or intelligence in his area.¹⁷⁰

5: VI Amendments to Police Order 2002

The Police Order 2002 was opposed by the political circles that sought supremacy and influence over police.¹⁷¹ As the Order was not welcomed by politicians, the District Management Group, vested interested groups and even by those police officers who had been opposing all reforms which meant greater accountability, so in 2004, the National Assembly led by Pakistan Muslim League (Q) introduced some amendments in the Police Order 2002 in November 2004. These amendments largely undermined the actual spirit of the Order. Introduced amendments affected 73 articles of the Ordinance. Provincial governments, chief ministers and legislators regained control of the powers that they possessed earlier.

Some analysis and comments on the amendments made are as follows:

¹⁶⁸ *Ibid.*, p. 20 (Interview Mahmoud Alam Masud, PSP, National Police Academy, Islamabad, 20 February 2010)

¹⁶⁹ Former Head, Citizen Police Liaison Committee, Karachi

¹⁷⁰ *Reforming Pakistan's Criminal Justice System*, International Crisis Group, Asia Report, December 2010, p. 6

¹⁷¹ Dr. Blue, Richard and Richard Hoffman, *Pakistan Rule of Law Assessment: Final Report*, USAID, November 2008, p. 26

Table 9: Analysis of Police Order 2002 and 2004 Amendments

Sr. no.	Police Order 2002	Amendments (November 2004)	Comments/Suggestions
1.	This order stipulated that the Provincial Police Officer should be appointed by Provincial Government from a panel of 3 police officials to be recommended by the National Public Safety Commission (NPSC) from a list provided by the Federal Government. (Clause 1, Article 11)	Recommending role of the NPSC is no longer there.	Removal of recommendatory role of NPSC can possibly make the appointments politically motivated.
2.	Provincial Government had the power to transfer a PPO or CCPPO before the expiry of the three year tenure, only with the consultation of Provincial Public Safety Commission and Capital City Public Safety Commission respectively. [Article 12]	Now PPO can be transferred by the Provincial Government before the expiry of his tenure with the approval of Federal Government. The role of Provincial Public Safety Commission and Capital City Public Safety Commission has been eliminated.	This amendment also allows for political interference in the process of transfer.
3.	The Federal Government had the authority to recall a PPO or CCPPO before the expiry of term, after agreement of National Public Safety Commission. [Article 12 (6)]	Now agreement of Federal Government with the NPSC is not required.	Political authorities can influence this decision as well after removal of role of NPSC.
4.	PPSC had the power to initiate a case of premature transfer of PPO or CCPPO for unsatisfactory performance of duties. [Article 12 (3)]	Now the Provincial Public Safety (and Police Complaints) Commission can only recommend to the Provincial Government for premature repatriation of the PPO or CCPPO.	An important role of PPSC has been minimized to only recommendatory which is against the spirit of that order which aimed at strengthening public oversight mechanism.
5.	PPO could appoint a City Police Officer (CPO) or a District Police Officer (DPO) in consultation with the Government. (Clause 1, Article 15)	Now PPO can appoint a City Police Officer (CPO) or a District Police Officer (DPO) only after the approval of Government (Chief Minister).	It further strengthens the political influence in the process of appointments as approval of the Chief Minister is mandatory.
6.	CPO or DPO could be transferred before completion of their three year tenure with agreement of Zila Nazim and District Public Safety Commission. This could be done on specific grounds and after giving a chance to the police officer of being heard by District Public Safety Commission. (Article 15)	Now this transfer can take place only with the approval of government without the involvement of Zila Nazim or DPSC. Grounds for transfer may include "exigency of service" or "misconduct and inefficiency". The concerned police officer will not be given a chance of being heard.	Vested interests of political authorities are served by this amendment as role of DPSC has been excluded.
7.	Specific officers were	Investigation Wing after the	It can increase the level of

	designated at the police station and district level for investigations, Additional IG to be in charge of investigation at provincial level. (Article 18)	amendments to be under general control of SHO, it would be responsible to its own hierarchy for investigative functions.	interference of the SHO in the process of investigation. However it is pertinent to mention here that check on the part of SHO to some extent is necessary to coordinate Watch and ward and Investigation at Police Station level.
8.	Terms of office were not made clear in case of officers heading; division, sub-division or police station. (Article 21)	Now they have been made clear. It is a term of 3 years. (Clause 4 of Article 21)	It can ensure rule of law within the police administration. by providing set rules and standards.
9.	Provincial Government to establish District Public Safety Commission in each District comprising of 8, 10 or 12 members depending on area and population. (Article 37).	Now the number has been fixed for all the districts including the Capital City District. It will consist of 9 members each including the chairman.	Uniformity has been created.
10.	Composition of District Public Safety Commission was: half members elected by Zila Council from councilors, other half comprising independent members appointed by Governor from a list of names recommended by the District Selection Panel. Members were to select the Chairperson from amongst themselves on annual basis alternating between independent and elected members. (Article 38 & 39)	District Public Safety and Police Complaints Commission now consists of; one-third members to be appointed by Government from MNAs and MPAs of the district concerned as ex-officio members, one-third members are to be appointed as independent members by the Government from a list of names recommended by the Selection Panel, (c) one-third members to be elected by the Zila Council from amongst its members. The Chairperson of the District Public Safety and Police Complaints Commission shall be elected by the members from amongst themselves every three years.	Addition of political representatives does not appear to be an appropriate step as it can help them in perpetuating their own political interests. Involvement of politicians can hamper the working. Political representatives have not shown positive inclination towards implementation of the Police Order 2002 or towards improvement of policing system.
11.	Selection Panel was required to select independent members for District Public Safety Commission by consensus. (Article 41)	Selection Panel can now select independent members for District Public Safety and Police Complaints Commission by majority vote. one of whom shall be the Chairperson of the Selection Panel.	Consensus appears to be the appropriate option as it may ensure better selection of members.
12.	Secretariat of the DPSC to be headed by officer of BPS 17, appointed by Provincial Government in consultation with the Commission. (Article 48)	Secretariat of the DPSC will now be headed by officer of BPS 18 to be appointed by the Provincial Government in consultation with only the Chairperson of the Commission. (Article 48)	Consultation with the Commission and not just the Chairperson can increase the level of participation and transparency in the system.

13.	<p>A Provincial Public Safety Commission was to be established, comprising twelve members and ex officio chairperson (Provincial Home Minister). Commission consisted of half members (i.e. six) nominated by Speaker of Provincial Assembly from amongst its members (3 each from the treasury and the opposition) in consultation with Leader of the House and Leader of the Opposition; and other half as independent members to be appointed by the Governor from a list of names recommended by the Provincial Selection Panel. (Article 73 & 74)</p>	<p>Previous Commission now merged to make Provincial Public Safety and Police Complaints Commission. Consisting of twelve members and ex officio Chairperson (Provincial Home Minister). The difference is that the half nominated by Speaker of the Provincial Assembly, will now consist of four members from the treasury and only two from opposition in consultation with Leader of the House and Leader of the Opposition.</p>	<p>Bringing two diverse kinds of functions in the ambit of one body does not appear to be a wise step if the functions are to be truly served. Imbalance in numbers of members from opposition and from Government has tipped the balance in favor of Government. This step can favor Government in perpetuating its own interest.</p>
14.	<p>Selection Panel for independent members of the Provincial Public Safety Commission consisted of Chief Justice of the High Court (as Chairperson), and one nominee each of the Governor and the Chief Minister. (Article 77)</p>	<p>Selection Panel for independent members of the Provincial Public Safety Commission now consists of the Provincial Ombudsman (as Chairperson), Chairman of the Provincial Public Service Commission and a nominee of the Chief Minister.</p>	<p>Removal of the role of the Chief Justice has increased chances of politicization in the selection process.</p>
15.	<p>Secretariat of the Provincial Public Safety Commission shall be headed by a Director (SSP) appointed in consultation with the Commission by the Provincial Government. (Article 84)</p>	<p>Secretariat of PPSPCC will be headed by an officer of BPS 20 or more, appointed in consultation with the Chairperson of the Commission by the Chief Minister.</p>	<p>Omission of the role of all the members of the commission in the consultation process is against the principle of participation.</p>

Source: *Police Order 2002 and Amendments: An Analysis from Citizens' Perspective*, Centre for Peace and Development Initiatives, 2005

From an analysis of the amendments we can see that role of oversight bodies was minimized in most of the cases. The role of National Public Safety Commission in appointment of PPO; and in recalling a PPO or CCPPO before expiry of the term was diluted. Similarly the role of PPSC in transfer of a PPO or CCPPO before the expiry of the term was eliminated; its authority to initiate a case for transfer of PPO or CCPPO was also changed to recommendatory role only. DPSC's role in transfer of CPO or DPO was also removed. Analysis of other provisions also shows that political interference, which was to be minimized by this Order in its original form, was reintroduced through the amendments in 2004. Additional political representatives became a part of public safety commission, which undermined the real spirit behind these commissions. These amendments indicate the lack of political will to grant requisite autonomy to police.

5: VII Administrative Factors and Police Laws

It is recapped as asserted that police administration is based on six factors. Hence it is imperative that discussion on police legislations be also contextualized accordingly. Various administrative factors are included in Police Act of 1861, Police Rules 1934 and Police Order 2002. However we will focus upon recruitment, training, logistics and finance, community policing, prevention and detection of crime. Amendments to Police Order 2002 has not been included in this section as they have not so far been approved by the parliament and do not have a legal status.

5: VII (a) Recruitment

Rules on hiring and recruitment are mentioned in Police Rules 1934. According to the Rules for direct appointment as a constable, candidates must be matriculate, physically fit, hailing from good social status and strong family background. They can be promoted after passing the recruits course with credits.¹⁷² Age limit for this rank is 18-25 years.

For direct appointment as Inspector or Assistant Sub-Inspector, a candidate¹⁷³ has to be declared physically fit by the District Health Officer. He is required to be of good moral character, should possess a good physique and should have active habits and must be between 18-25 years of age. A candidate of the post of Inspector must be a Graduate.

Police Order 2002 mentions that rules regarding recruitment, pay and allowances and terms of service will be formulated by the Government.¹⁷⁴ Recruitment in police is to be done at three levels, apart from ministerial and special cadres; Constables, Assistant Sub-Inspectors and Assistant Superintendents of Police.¹⁷⁵ Process of recruitment of Constables is not included in the Police Order 2002, but in practice they are recruited by a District Board of police officers headed by the DPO on nominations by the PPO or recruited by the DPO alone.¹⁷⁶ Direct recruitment in the rank of Assistant Sub-Inspector shall be through relevant Public Service Commission and it shall constitute maximum twenty five percent of the total

¹⁷² *Police Rules 1934*, Chapter XII, Article 12.10 (A)

¹⁷³ *Ibid.*, Chapter XII, Article 12.6 (3)

¹⁷⁴ *Police Order 2002*, Article 7 (2)

¹⁷⁵ *Ibid.*, Article 7 (3)

¹⁷⁶ *Police Organisations in Pakistan*, CHRI and HRCP, May 2010, p.34

posts of this rank. 25%¹⁷⁷ departmental promotion to the rank of ASI will also be done through relevant Public Service Commission from amongst graduate Constables and Head Constables and remaining 50% through ranks on seniority cum fitness.

Recruitment in the rank of Assistant Superintendent of Police, under this Order has to be done through Federal Public Service Commission throughout the country¹⁷⁸. Candidates have to pass a thorough written examination followed by a psychological assessment, an interview, and medical examination. Age limit for this rank is between 21-28 years and minimum educational requirement is graduation. Recruitment in the rank of Constables and ASIs however shall be on the basis of the district of domicile and of ASPs as per the National Quota system.

5: VII (b) Training

Training for every Constable has been made mandatory according to Police Rules 1934 and every Constable undergoes an initial six months training before entering the ranks and every constable at a police station or outpost is required to get one-month annual training¹⁷⁹ in drill and instruction in headquarters school. Gazette officer is supposed to examine him after training and if required a further one month training has to be continued. During training¹⁸⁰ general appearance should be worked upon and for constables less than 35 years of age, physical training should also be carried out. Training should also comprise of a squad drill and musketry instruction and a refresher course of elementary law and procedure at lines school.

¹⁷⁷ *Police Order 2002*, Article 7 (3)

¹⁷⁸ *Ibid.*, Article 7 (4).

¹⁷⁹ *Police Rules 1934*, Chapter XIX, Article 19.6 (1)

¹⁸⁰ *Ibid.*, Article 19.6 (3)

For illiterate constables and recruits subjects of training should include: basic reading, writing and arithmetic in Urdu; roman letters and numerals; elementary law and procedure; general duties of constables; matters of departmental discipline and lessons in observation¹⁸¹. For literate constables; elementary law and procedure, general duties of constables, police rules, practical police work and lessons in observation.¹⁸²

Training at the school is to be given in: Drill, equitation, revolver firing, local and special laws, medical jurisprudence, the finger print system, police rules, scientific aids to investigation, plan drawing, preparation memoranda, drafting appeals and revision, Evidence Act, Criminal Procedure Code and High Court Rules and Orders.¹⁸³

ASPs after their final selection undergo mandatory one year training at the Civil Services academy. This one year Common Training Programme (CTP) is based on general subjects including public administration, communication skills, economics, office working etc. This Common Training includes probationers from other services as well. The main purpose behind this training is to create harmony amongst various occupational groups, socialization amongst the officials, their grooming and interpersonal communication skills as opposed to a very confined specialized training that follows. After CTP, under training ASPs go to National Police Academy (NPA) for further year long training called Specialized Training Program; however training at NPA is doing no wonders. It is limited to teaching law with absolutely no exposure to actual police working. This is why police officers fail to effectively supervise police stations and police working. At NPA “police-related subjects are taught,

¹⁸¹ *Ibid.*, Article 19.10 (1)

¹⁸² *Ibid.*, Article 19.10 (2)

¹⁸³ *Ibid.*, Article 19. 26 (2)

besides their physical exercises, horse-riding, social get-together with senior officers, country-study tours to all major cities of the country¹⁸⁴. After this year long training a nine month field practical training is also mandatory, which is based on job rotation for a short period of time and the trainee has to perform different jobs at police station level, or headquarters, and learn police work, its culture and administration. After completion of this training an internal examination is held by the NPA and again a theoretical examination by the FPSC, called the Final Passing Out-Examination (FPOE).

5: VII (c) Logistics and Finance

Regarding the scale of arms¹⁸⁵ Police Rules point out that the scale of arms have to be calculated through certain criteria; muskets are to be calculated on the basis of permanent standing guards i.e. one weapon per man, at the police station level these are to be divided on the basis of proportion fixed by the government. headquarter reserves 20% to head constables and 40% to constables. rifles; one per man, revolvers; upper subordinates to have one each. This standard applies to all the districts excluding those that might have a separate standard which is to be authorized by the government and the Inspector General¹⁸⁶.

5: VII (d) Community Policing

Community policing was not included or mentioned in the Police Act of 1861 but later Police Rules 1934 included a provision on interaction between public and

¹⁸⁴ Fasihuddin, 'Police Education and Training in Pakistan', *Pakistan Journal of Criminology*, Vol. 1, No. 2, 2009, p. 4

¹⁸⁵ *Ibid.*, Volume I, Chapter VI, Article 6.5 (1)

¹⁸⁶ *Ibid.*, Article 6.5 (2)

police. These Rules mentioned that role of community is important to prevent offences and arrest offenders; however formal mechanism for community policing was lacking in these Rules.

Importance of community policing has been duly identified in Police Order 2002 and Government has to establish Citizen Police Liaison Committees under this Order as “voluntary, self financing, and autonomous bodies, in consultation with National Public Safety Commission or Provincial Public Safety Commission for developing mechanism for liaison between aggrieved citizens and police for providing relief”¹⁸⁷.

5: VII (e) Crime Prevention

According to Police Act 1861, for prevention of crime, any assembly or procession that was not licensed or did not follow the conditions set out in the Act could be stopped or dispersed by any Magistrate/District Superintendent/Assistant Superintendent of Police/Inspector of Police/officer in-charge of the Police Station. Any procession or assembly that did not follow these rules or the subsequent orders given by any of the above mentioned officers was considered as unlawful¹⁸⁸.

It was also one of the duties of police to keep order in all the public places, including roads, streets, thoroughfares etc. They were also supposed to prevent any kind of obstruction in the way of processions or near the places of worship especially during the time of worship. Maintaining general order was also a responsibility of the police¹⁸⁹.

¹⁸⁷ *Police Order 2002*, Article 168

¹⁸⁸ *Police Act 1861*, Article 30-A

¹⁸⁹ *Ibid*, Article 31

Police Rules 1934 have a number of provisions on the prevention of crime. With reference to rural police stations it has been mentioned that the Station House Officer and the Assistant Sub-Inspectors should move freely in their areas with special focus on the areas where crime takes place¹⁹⁰. Patrolling can also be done by the villagers under these Rules on voluntary basis¹⁹¹. Surveillance is also included as another method for prevention of crime and it requires police personnel to closely watch the movements of the person under surveillance¹⁹².

Article 23.8 of the Police Rules 1934 states that history sheets should be prepared; carrying particulars of the criminal and the kind of crime that he is addicted to and this information can be useful for Crime Investigation and Prevention. Information sheets shall also be used for the exchange of information between police stations if the criminals from the jurisdiction of one police station move to jurisdiction of the other¹⁹³. Similarly hue and cry notices can also serve as a step to prevent crimes. These are issued by the officer in charge of the police station, in case of likely search for an absconder, issuance of warning as a precautionary measure against an offence that can take place. Beat books are also to be maintained for each town according to these rules to record beat for the important places and buildings within a particular area that officials on beat duty should be following¹⁹⁴.

Police Order 2002 focuses on mob control and mentions that Head of District Police (DPO), ASP/DSP can direct the conduct of and can provide routes for assemblies or processions on public roads, or in public streets or thoroughfares,

¹⁹⁰ *Police Rules 1934*, Volume III, Article 23.1

¹⁹¹ *Ibid.*, Article 23.3

¹⁹² *Ibid.*, Article 23.7

¹⁹³ *Ibid.*, Article 23.17

¹⁹⁴ *Ibid.*, Article 28.17

depending upon the situation.¹⁹⁵ Head of District Police or Assistant or Deputy Superintendent of Police or Inspector of police or an officer in-charge of a police station also has the authority to stop a procession if it violates the conditions of a license.¹⁹⁶

Head of District Police is authorized to notify for a maximum period of two days to prohibit in any urban or rural area, the carrying of arms, cudgels, swords, spears, bludgeons, guns, knives, sticks, *lathis*¹⁹⁷ or any other article, which can be used for causing physical violence. If any such article is carried by any person, then it can be seized by a police officer.¹⁹⁸

For maintaining order at places of public assembly or any place open to public any police officer of the rank of Assistant Sub Inspector or above, present at any such place can give directions to the public for maintaining order. Such instructions are subject to such rules, regulations or orders as have been lawfully made and all persons shall be bound to conform to every such reasonable direction.¹⁹⁹

In case of an emergency a police officer is authorized to temporarily close any street or public place, to prohibit persons or vehicles from entering the area of emergency.²⁰⁰ If a police officer, on reasonable grounds, suspects²⁰¹ a person or a vehicle of carrying any article unlawfully obtained or possessed or likely to be used in the commission of an offense, he is authorized to search. If the account given by the possessor is found to be faulty or suspicious then that article can be detained after recording in writing the grounds of such action and a receipt in the prescribed form

¹⁹⁵ *Police Order 2002*, Article 120 (1)

¹⁹⁶ *Ibid.*, Article 121 (1)

¹⁹⁷ Urdu expression used for a baton or stick.

¹⁹⁸ *Police Order 2002*, Article 122

¹⁹⁹ *Ibid.*, Article 123 (1)

²⁰⁰ *Ibid.*, Article 124

²⁰¹ *Ibid.*, Article 125

has to be issued and facts have to be reported to the officer in charge of the police station for informing the court for proceeding according to law against the person.

5: VII (f) Detection of Crime

For detection of crime, Police Rules 1934 mention that Criminal Investigation Department is meant to carry out or assist in investigations of significance at the provincial or inter-provincial level. However the main focus of CID is to report on crimes related to communal, political and other subversive activities.²⁰² Its purpose is to collect, coordinate and disseminate political and criminal intelligence.²⁰³

It has been mentioned that the Central Investigating Agency is meant to assist the Superintendent of Police and supervising staff in coordinating the preventive and detective work of the District Police.²⁰⁴ It is supposed to provide the Superintendent with required information for the control of crime in the District.²⁰⁵ Articles 22.59 and 22.60 of the Police Rules 1934 require police stations to maintain crime and conviction registers.

These provisions of police laws based on factors of police administration will be used in the chapter 'current state of police administration', as a measure to see how far these rules are implemented in police organization. Before checking the implementation of these rules within police administration, implementation status of the most recent legislation i.e. Police Order 2002 needs to be evaluated.

²⁰² *Police Rules 1934*, Volume III, Article 21.26 (ii) (iii)

²⁰³ *Ibid.*, (v)

²⁰⁴ *Ibid.*, Article 21.35 (1)

²⁰⁵ *Ibid.*, (1) (f)

5: VIII Present State of Affairs

Even after a lapse of nine years the Police Order still remains a Presidential Ordinance as it was passed as federal law by decree and provincial or national assembly did not pass it so this Order lacks legitimacy, though the Order is a valid law protected in 17th Amendment. It is also pertinent to mention here that Police Order 2002 was not implemented in Islamabad and Gilgit-Baltistan. After the Order was promulgated federal and provincial governments were to ensure implementation of the Order. The implementation process suffered various impediments, an important reason being the lack of legitimacy and ownership. Till mid-2004, it was only partially implemented²⁰⁶ when reforms were spear headed by the National Reconstruction Bureau (NRB). A National Implementation Body (NIB) was also established in April 2004 to observe and ensure uniformity in implementation process. It held three national level meetings to discuss the issue of implementation. It made an effort to speed up the process of implementation through establishing a mechanism for periodic information from provinces, supervision of process of implementation and facilitation. An implementation strategy was also formulated²⁰⁷ which included:

- Identification of specific measures required to implement the order.
- Development and enactment of secondary legislation to formalize the reforms.
- Education of police staff on the nature of reforms.

²⁰⁶ Asad, Shahid Hussain, and Shafiq Hussain Bukhari, *Has the Police Order 2002 Fulfilled Its Objectives? What Are the Missing Links and Gaps in Its Conceptual Framework and Implementation Processes? Why Community Policing Has Been Left out of the Ordinance and Will It Contribute Positively/Negatively?* National Management College Lahore, 2007, p. 7

²⁰⁷ *Ibid.*, p. 10

- Progressive incremental implementation of reforms by judicious use of accountability mechanisms.

This National Implementation body is required to meet every month according to the rules but it did not meet even once for over almost a year from 2005-2006.²⁰⁸

Some of the institutions, which were to be established according to the Police Order like the safety commissions to institutionalize public oversight and accountability of police have not been wholly established. Those, which have been established have not been allowed to function properly and they lack administrative and financial support. Safety commissions were to be established at three levels: National, Provincial and District. Process of establishment of district safety commissions is in progress.²⁰⁹ It is also believed by many officers that national public safety commission has been kept weak²¹⁰ which was the cardinal national oversight body for police. These safety commissions don't have properly defined powers and they lack legal powers to ensure the implementation of their decisions²¹¹. Similarly Citizen Police Liaison Committees (CPLCs) have not been established in most of the districts, and in main cities where they have been established they do not possess adequate funding and autonomy²¹².

Commonwealth Human Rights Initiative and Human Rights Commission of Pakistan 2010 report "Police Organization in Pakistan" describes that the notification and establishment of Provincial Public Safety and Police Complaints Commission;

²⁰⁸ *Criminal Justice Coordination Committee Monitoring Report*, Prime Minister's Secretariat National Reconstruction Bureau, December 2006, p. 10

²⁰⁹ Suddle, Shoaib, *Reforming Pakistan's Police*, International Crisis Group, Asia Report N 157, July 2008, p. 9

²¹⁰ *Ibid.*

²¹¹ Jamal, Asad. *Revisiting Police Laws*, HRCP, January 2011, p. 5

²¹² Suddle, Shoaib, *Reforming Pakistan's Police*, International Crisis Group, Asia Report N 157, July 2008, p. 9

established for enhancing accountability of police has been poor.²¹³ In Balochistan they are functioning but have very few resources²¹⁴. In Khyber Pakhtunkhwa the PPSPCC has been notified and one meeting was held in the presence of the National Public Safety Commission²¹⁵. In Sind. the Chief Minister and the Governor were asked to make the PPSPCC more effective but that has yet to happen²¹⁶. And in Punjab the PPSPCC is not functioning at all since it has not met for the past five years²¹⁷.

National Reconstruction Bureau (NRB) conducted a survey in 2007 regarding the status of District Public Safety and Police Complaints Commission (DPSPCC) and the results of the survey showed that out of a total of 110 districts (at that time) in Pakistan DPSPCCs were not established in 16 districts.

Table 10: Number of Districts without DPSPCCs

Province	Total Districts	No. Of Districts where DPSPCC are not Established
Balochistan	28	4
KPK	24	0
Punjab	35	1
Sind	23	11
Total	110	16

Source: National Reconstruction Bureau. 2007

The data collected by NRB on membership of these safety commissions reveals that contrary to the outlined criterion, (1/3rd membership each for independent members, elected members and MNAs/MPAs), more than half (nearly 52%) members in the DPSPCCs (204 out of 399 members) were MNA/MPAs. More numbers of political representatives in these bodies can help the politicians in perpetuating their

²¹³ *Police Organisations in Pakistan*, CHRI and HRCP, May 2010, p. 31

²¹⁴ Jamal, Asad. *Revisiting Police Laws*. HRCP, January 2011, p. 135

²¹⁵ *Ibid.*

²¹⁶ *Ibid.*

²¹⁷ *Ibid.*

own political interests. Balochistan presents a situation where DPSPCCs were highly politicized and all 66 members were MNAs and MPAs.

Table 11: Break up of DPSPCC Membership

Province	Independent	Elected	MNAs/MPAs	Total
Balochistan	0	0	66	66
KPK	6	72	65	143
Punjab	42	72	73	187
Sind	3	0	0	3
Total	51	144	204	399

Source: National Reconstruction Bureau, 2007

Chairperson for each of the DPSPCC established has to be elected from amongst its members either from independent or elected members. In the absence of a chairperson, a member can be elected to preside over meetings. Selection of a chairperson is a part of the process of establishment of the safety commission but the survey shows that in 94 of the total established DPSPCCs only 14 have appointed chairpersons so far.

Table 12: Number of Chairpersons Appointed

Province	DPS & PCCs Established	Chairperson Appointed
Balochistan	24	0
KPK	24	0
Punjab	34	14
Sind	12	0
Total	94	14

Source: National Reconstruction Bureau, 2007

Office premises of most of these safety commissions are shared i.e. they don't have an independent building or office allocated for their functioning. Out of 94 established safety commissions 75 are sharing their office premises with other offices.

Table 13: Office Premises Type of DPSPCCs

Province	DPS & PCCs Established	Office Premises Type		
		Rented	Shared	Owned
Balochistan	24	0	21	3
KPK	24	3	15	6
Punjab	34	2	29	3
Sind	12	0	10	2
Total	94	5	75	14

Source: National Reconstruction Bureau, 2007

National Public Safety Commission holds regular monthly meetings and it also released its first annual report in the year 2008.²¹⁸ This report also mentions some of the reasons that have been vital in hampering the process of implementation of police reforms. The reasons include:

Lack of ownership by the provincial governments, non-implementation of the Order in Islamabad, Jammu and Kashmir and Northern Areas, bureaucratic apathy and lack of coordination among police, local administration, local government and judiciary, lack of civilian oversight, political interference among many other reasons.²¹⁹

Another example of slow process of implementation is that of Criminal Justice Coordination Committee (CJCC). Police Order 2002 Article 109 states; "There shall be a Criminal Justice Coordination Committee in a district". Committee comprises of seven members with District and Sessions judge as its chairperson and head of investigation as its secretary. It has to hold a meeting at least once a month. These committees were to be established to review the operation of the criminal justice system, promote cooperation and coordination in the administration of the criminal justice system, reviewing the implementation of any decisions taken by the Criminal Justice Coordination Committee.²²⁰ The objective that can be achieved through a proper implementation of this mechanism is a constant monitoring and efficient

²¹⁸ *Police Organisations in Pakistan*, CHRI and HRCP, May 2010, p.31

²¹⁹ *Feudal Forces: Reform Delayed*, CHRI, 2008, p. 63

²²⁰ Police Order 2002, Article 111

administration of the criminal justice system which could not be achieved without implementation.

A report was published by the National Reconstruction Bureau in the year 2006 which analyzed data collected (year 2004-2006) from all districts on implementation status of Criminal Justice Coordination Committees. This report shows how many districts were active in terms of having CJCCs.

Table 14: Active Districts in terms of Criminal Justice Coordination Committees

Year	Total	Active Districts	% Active	% Change
2004	110	63	57.3%	-
2005	110	48	43.6%	-19.8%
2006 (till June)	110	36	32.7%	-10.9%

Source: National Reconstruction Bureau, 2006

Data shows that the number of active districts has declined from the year 2004-2006 with 63 active districts in 2004 to 36 active districts in 2006. Province wise breakup of active districts shows that 57% of the districts in Pakistan had active CJCC. Out of these maximum active districts were in KPK followed by Punjab, Sind and Balochistan as indicated by table 15.

Table 15: Percentage of Active Districts in each Province

2004-2006	Total Districts	Active Districts	% Active
Pakistan	110	66	57.2%
Balochistan	28	5	17.8%
KPK	24	21	87.5%
Punjab	35	30	85.7%
Sind	23	10	43.4%

Source: National Reconstruction Bureau, 2006

This shows that majority of the districts in Pakistan are not following article 109 of the Police Order 2002 and the number of districts having CJCCs kept on decreasing which has eventually rendered this system obsolete in 2010-11.

Although participation in the meeting was mandatory yet reports reveal that out of all the active districts in 2004 none of the CJCC meeting was held with all the members

present. In year 2005 and 2006 only once were all the seven members present in the meeting.

Table 16: Average Membership of CJCCs

	Average 1 member		Average 2 Members		Average 3 members		Average 4 members		Average 5 Members		Average 6 members		Average 7 members	
Pakistan	Districts	% of total Districts	Districts	% of total Districts	Districts	% of total Districts	Districts	% of total Districts	Districts	% of total Districts	Districts	% of total Districts	Districts	% of total Districts
2004	1	1.69%	3	5.08%	11	18.64%	23	39.98%	17	28.81%	4	6.78%	0	0.00%
2005	1	1.61%	1	2.08%	4	8.33%	22	45.83%	11	22.92%	9	18.75%	1	2.08%
2006	0	0.00%	2	5.88%	3	8.82%	11	32.35%	9	26.47%	8	23.53%	1	2.94%

Source: National Reconstruction Bureau, 2006

Above statistics again prove the lack of seriousness shown to police reforms. The forums like DPSPCCs and CJCCs could have helped a lot in improving the governance of not only policing system but could have also contributed in overall governance that contributes directly into effective policing. However, there was no ownership of the reforms being introduced in Police Order 2002. Another factor that might have contributed in improved governance would have been punctuality in holding meetings.

These committees are required to meet at least once a month; however the data indicates that these meetings are not consistently held. Maximum percentage of district compliance to minimum meeting requirements in any quarter is 26.3% which shows that a large number of districts have been violating the minimum meeting requirement standard given by the Police Order 2002.

Table 17: Compliance and Non-Compliance to Minimum Meeting Requirement of CJCC

Period Quarters		%age of Districts which complied to minimum meeting requirement	%age of Districts which violated minimum meeting requirement	%age change in compliance of Article 111(2)
2004	1 st	23.76%	76.24%	-
	2 nd	26.73%	73.27%	2.97%
	3 rd	11.8%	88.2%	-14.93%
	4 th	14.85%	85.15%	3.05%
2005	1 st	19.09%	80.91%	4.24%
	2 nd	13.64%	86.36%	-5.45%
	3 rd	2.73%	97.27%	-10.91%
	4 th	6.36%	93.64%	3.63%
2006	1 st	11.82%	88.18%	5.46%
	2 nd	10.00%	90.0%	-1.86%

Source: National Reconstruction Bureau, 2006

Data shows that none of the districts is fully complying with the provisions of the Police Order. So the discussion on Criminal Justice Coordination Committee and District Public Safety and Police Complaints Commission shows that there is a lack of interest on the part of provincial governments and district governments to implement provisions of the Police Order.

The provincial governments remain under a financial burden to meet the overall requirement of the police under The Police Order.²²¹ As the implementation remains partial police functioning is under a mix of Police Order 2002 and Police Rules 1934. There are no efforts to formulate new police rules in the light of this Order. This order already lacked legitimacy (though protected under the 17th Amendment) as mentioned before but its validity was lost after the Supreme Court judgment of 31st July 2009. This judgment mandated all the ordinances protected through provisional (constitution) order 2007 to be placed before the parliament.²²²

²²¹ Suddle, Shoaib, *Reforming Pakistan's Police*, International Crisis Group, Asia Report N 157, July 2008, p. 9

²²² Jamal, Asad, *Revisiting Police Laws*, HRCP, January 2011

This ordinance was to be considered by the parliament but it remained under consideration and was never approved. Thus current status of this Order is quite vague. Many Parliamentarians and provincial high ups are of the view that now provinces can take initiative of formulating their own legislations; Punjab has taken the lead and has presented an amended Police Order Draft 2010, likelihood of other provinces following suit is on the card. Whereas original authors and the jurists contest that Police Order 2002, amended in 2004, after the expiry of the presidential protection is now by default reverted to its original status. Police Order is a federal law and provinces cannot unilaterally bring changes. Debate continues with no final outcome.

There are reasons for the failed implementation of Police Order 2002. One major reason is that this legislation was initiated by the Federal Government and National Reconstruction Bureau (NRB) never got the desired input from the Provinces while formulating it, hence there was a clear lack of ownership of those who had to implement it. Police Order 2002 along with Local Government Ordinance 2001 gave a lot of powers to District Nazim. With reference to police he was given the authorities and powers to; check and visit police stations for unlawful detention of any person, write the performance evaluation report of the DPO, direct DPO to register FIR when necessary.

These provisions were not welcomed by the police, which were meant to maintain a check over SHO. This Order gave powers to District Nazim vis-à-vis DPO which were seen by provincial governments as an attempt by the then government to perpetuate influence of the center over provinces. As the Order did not keep the interests of the provinces in mind so they did not expedite the implementation

process. Secondly the amendments in 2004 to the original Order also largely undermined the rationale behind these police reforms. The original Order also had such provisions as to exclude political interference in policing affairs but amendments reintroduced politicization of police.

Police reforms were meant to ensure good governance within the police administration. But the implementation process faced hindrances as described above. Overcoming the impediments is important and at the same time commitment to the process of reform is also essential. Institutional and administrative adjustments have to be made to facilitate the process. If desired reforms are properly implemented, police as an institution may be effective in performing its role of maintenance of law and order in the society. Especially if accountability mechanisms outlined in the Order are implemented effectively trust between the police and the public is likely to enhance.

CHAPTER 6: CURRENT STATE OF POLICE ADMINISTRATION

For analyzing police administration six factors were identified in chapter 4. State of police administration at district and police station level is explored in this chapter.

6: I Organization and Composition

Pakistan police is based on military-bureaucratic model according to the Police Act of 1861 (discussed in the preceding chapter) which formulated a two-tiered system with the primary purpose of imposing the will of the state. The upper tier consists of well-educated and professionally trained officers who are in charge of management and supervision but lack operational experience, as they are not promoted through the ranks. They make up about 1% of the police force.²²³

The lower tier consists of constables who make up 87% of the police force.²²⁴ These junior ranks are recruited with minimal qualifications and are primarily trained in marching and discipline with little or no focus on skills development and possess no "authority" generally but at tactical level, notwithstanding the administrative setup which does not allow them much authority. It is probably due to weak accountability mechanism that they wield so much power and virtually exercise their un-assumed authority.

²²³Dr. Blue, Richard and Richard Hoffman. *Pakistan Rule of Law Assessment: Final Report*, USAID. November 2008, p. 25

²²⁴ *Ibid*

Pakistan follows a federal system of government and the federating units are responsible for the maintenance of law and order. This leads to police being supervised at the provincial level. However ICT police and forces in FATA are under the federal government and a total of nineteen law enforcement agencies work under the federal government which perform different duties of intelligence gathering, surveillance or policing.²²⁵ The local, self-government in AJK and Gilgit-Baltistan has their own police force, though their senior cadres largely come from the Federal Government. Chain of command in these police establishments is different which makes coordination among them difficult. Because of these “multiple lines of control”,²²⁶ police does not have the level of independence that it requires for its effective functioning.

Another problem is that officers recruited under Police Service of Pakistan are employees of the federal government, generally deployed in provinces and other regions; where provinces has independent autonomy in enforcement of law. The above mentioned differences in jurisdiction over these police organizations lead to the problem of coordination. Police organizations of various provinces also lack coordinated policies or standard operating procedures resulting in ineffective crime management and information sharing.²²⁷

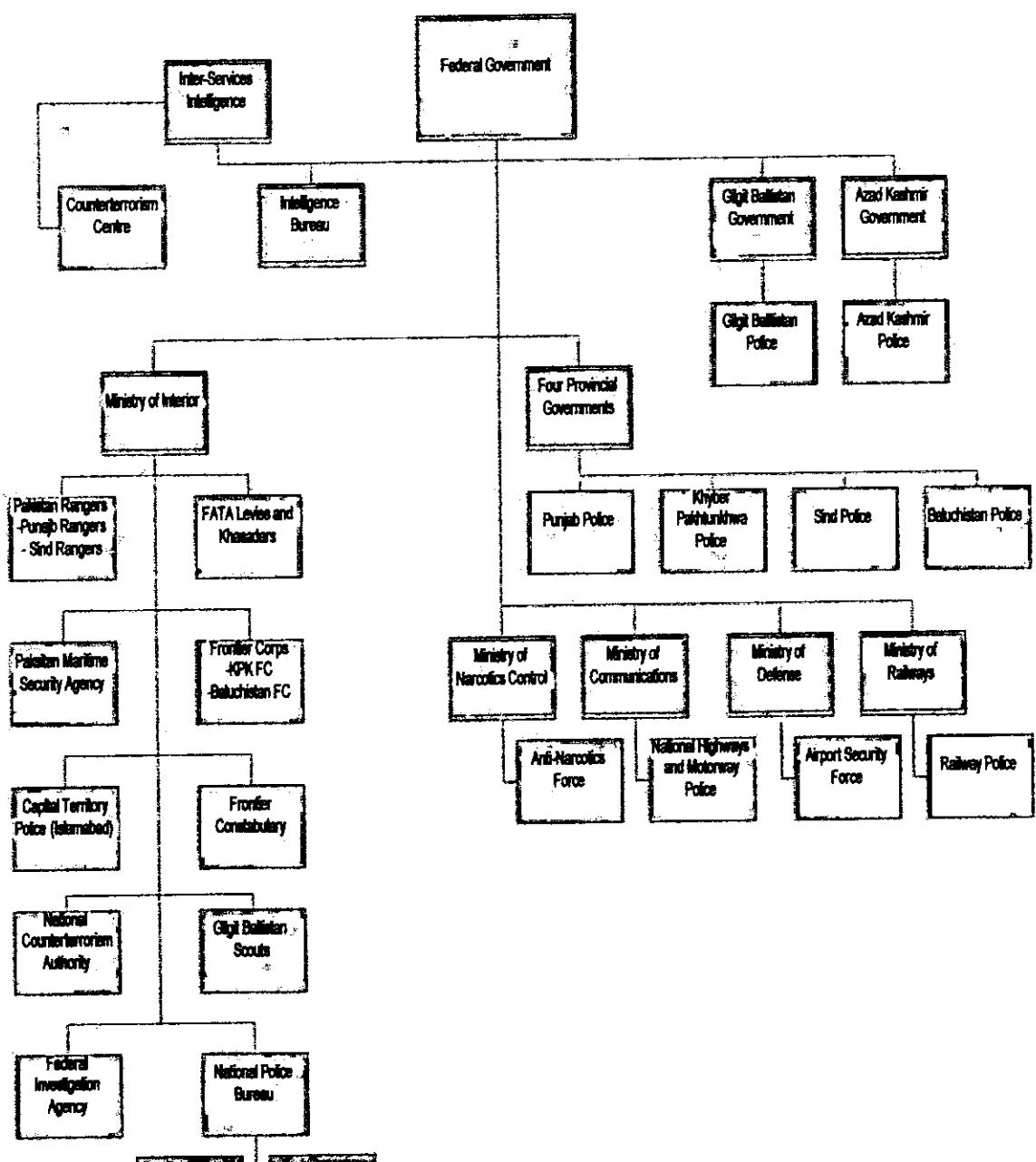
Organogram of police and other law enforcement agencies which also perform various policing functions in Pakistan depicts two chains of command: one under federal and the other under provincial governments:

²²⁵ Abbas, Hassan, *Reforming Pakistan's Police and Law Enforcement Infrastructure*, Special Report United States Institute of Peace, 2011, p. 4

²²⁶ Petzschmann, Paul, *Pakistan's Police between Centralization and Devolution*, Norwegian Institute of International Affairs, 2010, p. 9

²²⁷ Abbas, Hassan, *Reforming Pakistan's Police and Law Enforcement Infrastructure*, Special Report United States Institute of Peace, 2011, p. 8

Figure 2: Security and Law Enforcement Agencies in Pakistan



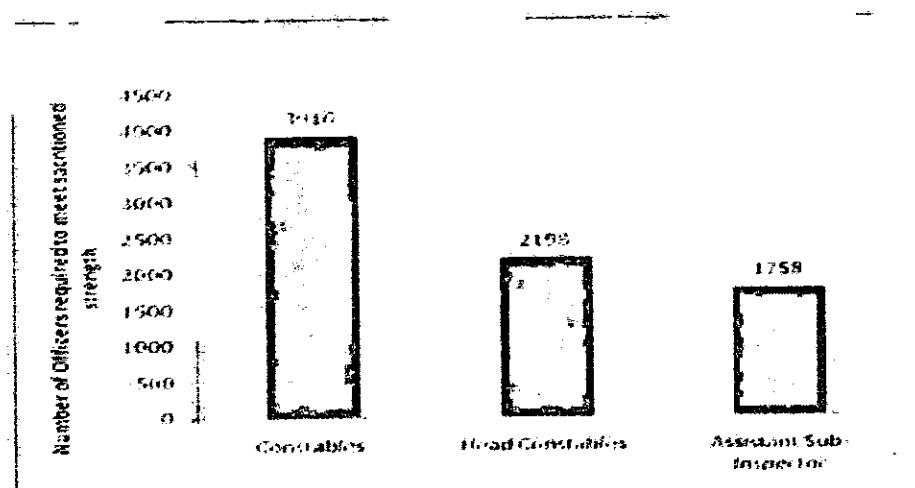
enforcement institutions is around 575,000 personnel for a population of around 180 million. This makes police to public ratio 1: 304²²⁸. According to these standards Pakistan's police strength is better compared to the UN defined standards for peacetime policing that is one police officer for 400 people; while numbers from the International Criminal Investigation Training Assistance Programme provide different ratios. According to their data, Police force of Pakistan is 385,369 (Approx.), which gives a police to public ratio of 1:441. In the figures collected through the I.G. office Islamabad, the total figure of police officers in the five provinces, Azad Jammu Kashmir, Islamabad Capital Territory, Railways and National Highways and Motorway Police is 413,023; see appendix 11 for a detailed version of this count. Using the estimate of 180 million, the ratio of police officers comes out to 435 people for each police officer, but there is great disparity amongst the districts as revealed by the primary data. These numbers do not appear to be sufficient in the current law and order situation in the country. Owing to this situation a large number of police force is also required to perform VIP duties. In Punjab out of a police force of around 180,000 only 40,000 are on duty in police stations and rest of the police force performs VIP or traffic duties.²²⁹

²²⁸ Abbas, Hassan, *Reforming Pakistan's Police and Law Enforcement Infrastructure*, Special Report United States Institute of Peace, 2011, p. 6

²²⁹ Petzschmann, Paul, *Pakistan's Police between Centralization and Devolution*, Norwegian Institute of International Affairs, 2010, p. 7

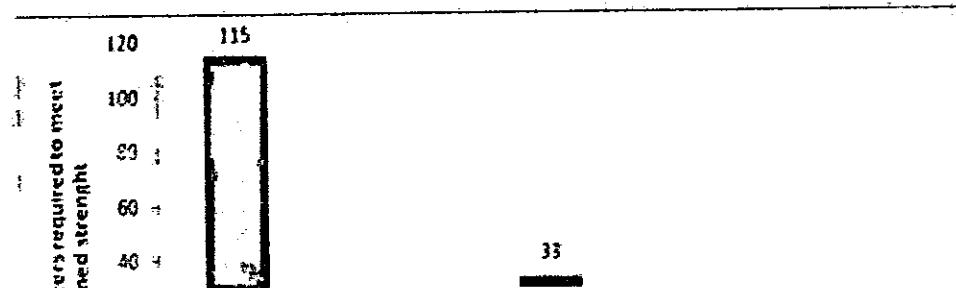
Difference in existing and sanctioned police officials is also another reason of inadequate police force. Data from 32 Districts gives following result on numbers required to meet the sanctioned strength:

**Figure 3: Number of Officers required to meet Sanctioned Strength
(Constable-ASI)**



Source: Data Collected by the PhD Researcher

Figure 4: Number of Officers required to meet Sanctioned Strength (SI-SP)



Primary data shows that existing police strength in these districts is less as compared to the sanctioned strength. Particularly the number of constables, head constables and ASIs shows marked difference between sanctioned and existing strength. Against a sanctioned strength of 116,147 there are 112,231 Constables, showing a difference of 3,916, similarly the difference in case of head constables and ASIs is 2,198 and 1,758 respectively. It has been mentioned that existing strength of police force in Pakistan is not sufficient to deal with the challenges so meeting the sanctioned strength is imperative. This may also have an impact on the efficiency of police; shortage of police strength shelves shift system, skelton coverage of sensitive areas, laxity, slackness to prompt response and so adversely affects operational duties.

Figure 5: Number of Police Officers in Junior Ranks 2009

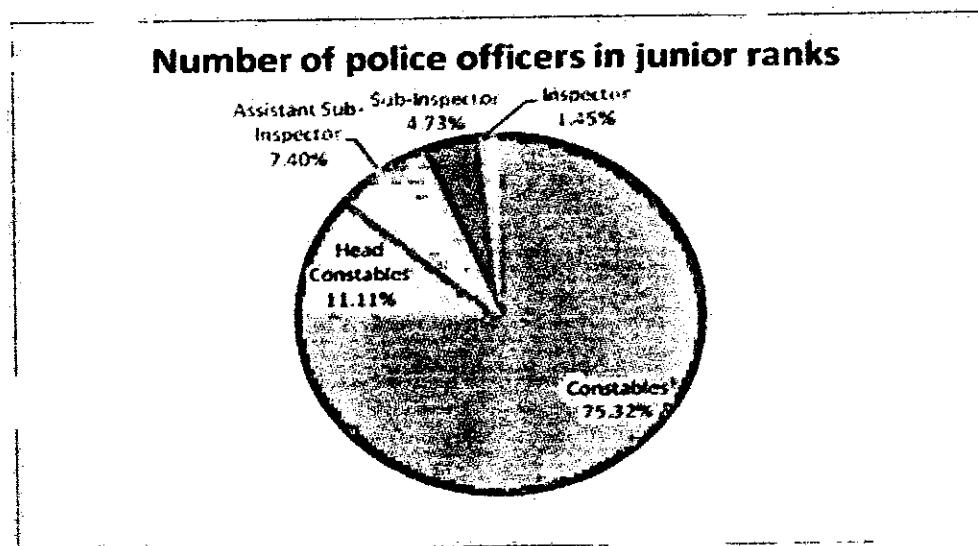
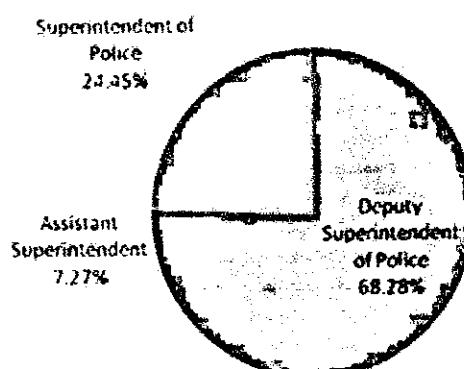


Figure 6: Number of Police Officers in Senior Ranks

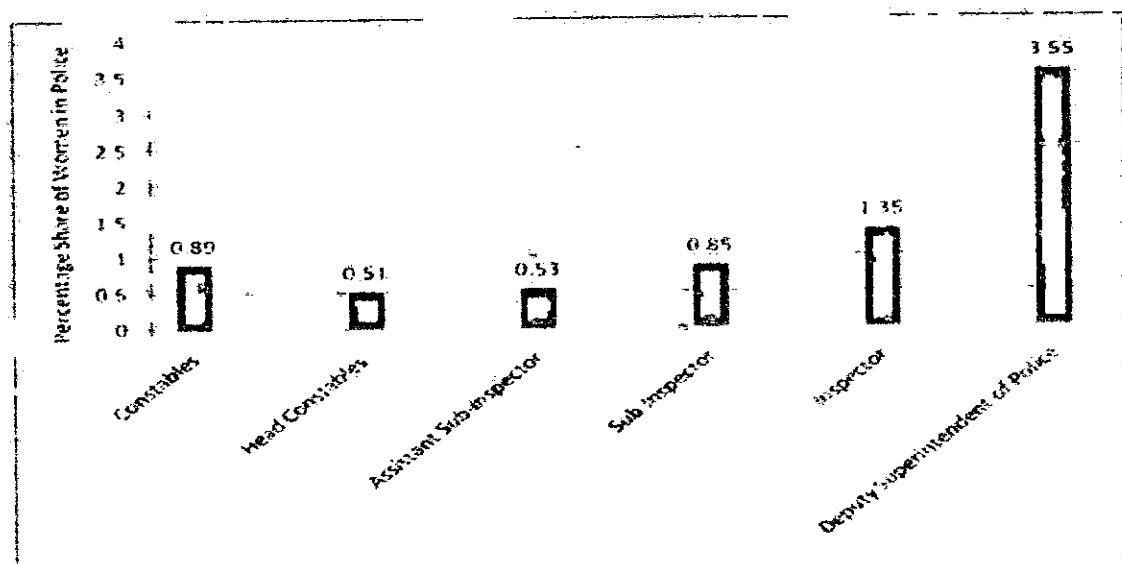
Number of police officers in senior ranks



Source: Data Collected by the PhD Researcher

Results from 32 districts show that the number of personnel in a rank decreases from Constable to Inspector because more work force is required in the rank of Constable and Head Constable because of the nature of duties performed by them. But these two ranks do not have enough authorities, for example, they don't have the power to write an FIR. So only a tiny percentage of police have authority and skills to carry out basic police functions. The ratio of senior officers to junior officers has a direct impact on the relations between the two cadres and the grooming of junior ranks. It also has an impact over the efficiency of police; effects operational performance and hampers administrative norms.

Data on the existing police force in the 32 Districts on percentage of women

Figure 7: Percentage of Women Police Officers 2009

Source: Data Collected by the PhD Researcher

6: II Recruitment

Recruitment standards are set in all kinds of organizations. For the process of recruitment in police organization in Pakistan certain rules have been set in the Police Rules of 1934, Police Order 2002 and at provincial level since policing is constitutionally a provincial subject.²³⁰ These rules have been discussed in the preceding chapter in detail. Level of implementation of the prescribed rules is indicated by the primary data on educational qualifications of different ranks.

Table 18: Listing of Educational Qualifications by Rank

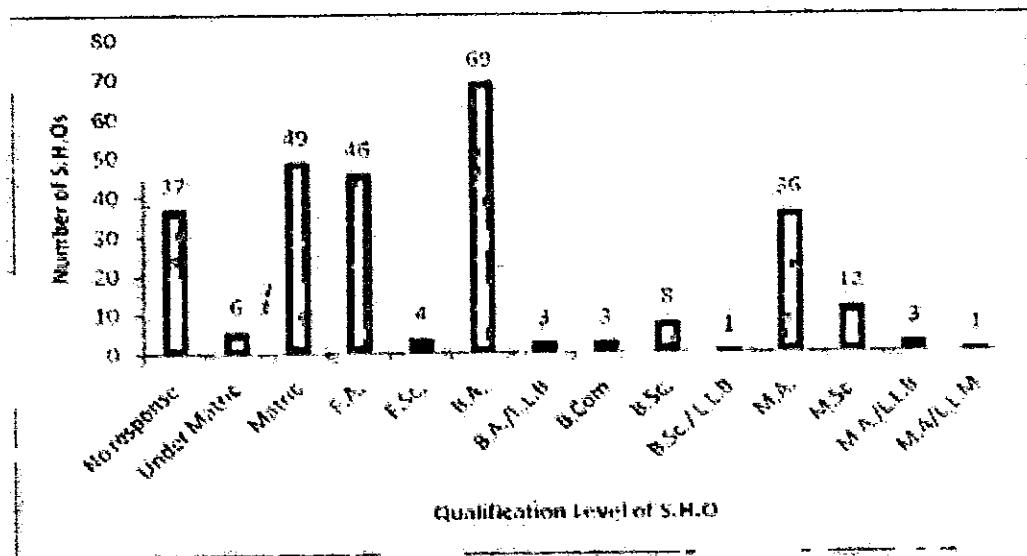
Rank	Under Matriculates	Matriculates	F.A.	B.A.	M.A. or above
Constable	20.58%	51.22%	21.07%	-	-
Head Constable	17.65%	50.78%	22.63%	7.48%	-
Assistant Sub Inspector	12.40%	45.41%	18.28%	19.48%	4.42%
Sub Inspector	16.86%	45.58%	19.41%	13.07%	5.08%
Inspector	4.13%	26.48%	23.73%	32.03%	13.63%
Deputy Superintendent	1.00%	2.00%	27.00%	46.34%	24.00%
Assistant Superintendent	-	-	-	17.65%	27.65%
Superintendent			13.46%	19.23%	67.31%

Source: Data Collected by the PhD Researcher

Table 18 shows that there is lack of formal education in the ranks of constabulary. It points out the wide disparity of educational qualification in the ranks of Inspector. The only exception where educational standards are met is in the ranks of ASP. Whereas there is again slide in the educational requirement in case of Superintendent of Police promoted from ranks.

Police station is an important managerial level in police administration. A Station House Officer (Inspector) is in charge of the police station, so it is imperative that qualification levels of SHOs are as per the requirement, analysis reveals;

Figure 8: Qualification Level of SHOs



Source: Data Collected by the PhD Researcher

This bar chart shows that out of 278 SHOs of police stations covered from 32 districts across Pakistan, 6 are under matriculates, 49 are matriculates, and 50 have intermediate education which means 38% (105 out of 278) of the SHOs do not meet the educational requirement for their post. Thirty seven SHOs chose not to respond to the question regarding qualification which implies that they might not be fulfilling the educational requirement for the post of SHO. Only 48.9% SHOs were graduates or post graduates (84 of the SHOs are graduates and 52 post graduates) or in other words only half of the SHOs meet their recruitment standard.

Reports on police working also mention that educational requirements for police officials in Pakistan are low as compared to the international standards. "These requirements should be more specific and generalized degrees in linguistics and literature should not be taken serious as a requisite qualification"²³¹.

²³¹ Fasihuddin, *Police Education and Training in Pakistan*, *Pakistan Journal of Criminology*, Vol. 1, No. 2, 2009, p. 5

Recruitment of personnel according to prescribed standards makes quality intake possible leading to a better workforce. If better qualified people become a part of police then quality of work is enhanced. A case in point is Punjab Highway Patrol (PHP) established in January 2003. Literacy level is really high as compared to other police departments and it has helped in improving its public image and quality of performance. An analysis in the Statutory Annual Report of Punjab Police 2009 regarding PHP is that after the induction of these better qualified personnel complains regarding corruption have minimized and there is also great improvement in general attitude and behavior. Breakup of constables in PHP on the basis of their qualification is given below:

Table 19: Breakup of Qualification of PHP Constables

Rank	MA/LLB	BA/LLB	B.A.	F.A.	Total
Constables	172	17	3453	5358	9000
Wireless Operators	21	0	337	642	1000
Drivers	7	0	376	337	720
Total	200	17	4166	6337	10720

Source: Punjab Police Annual Administration Report, 2009

6: III Training

Training is the most important aspect of human resource development that focuses on enhancing the skills of the employees and for helping them in efficient discharge of duties. Training standards and the kind of courses that should be covered during training have been outlined in the Police Rules 1934 as already mentioned in chapter 5.

Police Rules 1934 requires that all the different ranks are given training. But in 2011 we cannot remain attached to training models and parameters listed in police

rules 1934; modernization of curriculum and inclusion of new techniques is missing in police training.

Data on training for the year 2009 shows how many of the police personnel within ranks have been trained.

Table 20: Percentage of Officers Trained within a Rank

Ranks	Total Strength ²³²	Number Trained	%age Trained
Constables	112231	6114	5.44%
Head Constables	16549	2455	14.83%
ASIs	11030	671	6.08%
SlIs	7044	1096	15.55%
Inspectors	2156	65	3.0%
DSP	310	40	12.9%
ASP	33	12	36.36%
SP	111	30	27.02%

Source: Data Collected by the PhD Researcher

Table 20 shows that maximum numbers of police officials within a rank in 2009 have been trained in case of ASPs showing a percentage of 36.36% and minimum numbers of trained police officials in a rank are Inspectors. Inspectors and constables seems are being neglected for in-service trainings. As seen earlier that majority of these are not fulfilling the prescribed qualification criteria. In this context lack of training opportunities for these ranks would mean further deterioration in organizational and human resource development.

Training institutions of police impart four types of training; basic induction level course, pre-promotion and in-service courses, refresher courses and specialized courses.²³³ Analysis of the training courses at Police Training School Islamabad shows that the subjects outlined in the Police Rules are covered in the school; following subjects are taught in its recruit, lower school and intermediate course. Other Police Training Schools also have more or less similar kind of courses; basic,

²³² In 32 of the districts covered for survey.

²³³ *Ibid.*

promotional and refresher/departmental course outlines in Punjab Police have been included in appendices.

Table 21: Subjects taught in Police Training School for Recruits, Lower course and at Intermediate levels

Subjects
Police Work and Laws Pakistan Penal Code, Qanoon-e-Shahadat, CrPC, Hudood Laws) Local and Special Laws Police Rules Practical Police Working (Theory and Practical) Practical Police Working-Techniques of Interrogation [Intermediate Course Only]
Police Proficiency Finger Print (Theory and Practical) Scientific Aids (Theory and Practical) Medical Jurisprudence Plan Drawing [Intermediate Course Only] First Aid [Recruit Course Only]
Police Management Human Rights and Police Public Relations Security and Intelligence Modern Technology and Policing Islamiat
Physical Training-excluding Intermediate Course PT Uniform and Salute Squad Drill Weapon Handling Naka and Security Duty Rifle/Pistol/Revolver (Practical/Firing) Field Craft and Riot Control

Source: Training Manuals Police Training School, Islamabad

These courses have been formulated on the basis of Police Rules 1934 which were formulated in the colonial times and to make those rules the basis of any police organization means not keeping pace with the developments in the rest of the world. Approach of the colonial India has continued in Pakistan with focus on drilling, crowd control, lathi charge and musketry.²³⁴ Policing techniques and the issues at hand have changed enormously around the world since 1934. Training needs are not evaluated according to the job requirements; for instance driving, is not part of NPA curriculum

²³⁴ Fasihuddin, *Police Education and Training in Pakistan*, *Pakistan Journal of Criminology*, Vol. 1, No. 2, 2009, p. 5

but riding is; officers and ranks are trained to parade but they hardly do any parade once they are in operations job.

Although courses based on modern techniques are covered in collaboration with foreign organizations or agencies, making them an integral part of the training even for lower subordinates is pivotal²³⁵. NPB arranges training for police officials in the fields of counter terrorism, Human Rights and UN peace keeping missions.²³⁶ Course outline indicates that many subjects are repeated in recruit, basic and intermediate courses and a lot of emphasis is placed upon law related courses instead of practical police working.

Course outline of the training institutions is not generally updated however police officials realize the importance of professional standard training. Police Training College, Sihala has brought about a change in the course outline for training of police force. Courses related to crime scene investigation, civil disorder management, human rights, media management and case file writing have been included in the syllabus.²³⁷ These changes have been made keeping in view the challenge of terrorism and current law and order situation. Following the precedent of Punjab, similar steps should also be taken by other police establishments. Appendix 9 shows the breakup of current training programs in the Punjab Police.

After the Police Order 2002 different branches and divisions were created within the police organization but it is apparent that no supplementary changes in police training were introduced to complement the structural changes. It is imperative

²³⁵ Annual Administration Report 2009 of Punjab Police mentions that specialized courses are being run for investigation staffs, police officers are trained to use scientific methods to collect material evidence.

²³⁶ *Police Organisations in Pakistan*, CHRI and HRCP, May 2010, p. 60.

²³⁷ Rao, Shahid, "Modus Operandi for Training of Police Force Changed", *Islamabad Dateline*, 27th April, 2011.

that requisite changes be made in the training imparted to the police personnel in all the training schools and colleges and it would be preferable to formulate those changes in the light of Police Order 2002 and a nationwide coordinated standard be maintained. Police establishments can also take steps on their own to develop training modules based on job requirements as Punjab Police Administration has developed a separate training module for SHOs that includes: investigation skills, human resource management, command, managerial skills, anti-riot and mob control.²³⁸

Outdated course outline and a lack of conducive training environment are key issues in professional development of the police force. Most of the police training schools are in bad shape and they lack adequate funding. Hassan Abbas mentions that instructors in these training schools are most of the time those officials who have been removed from field duties and such officials cannot be expected to give high quality training.²³⁹ Analysis of reports on police training institutes shows that training conditions at police training centers are not up to the mark. National Police Academy is better as compared to other institutes but most of them don't even possess the basic facilities of accommodation, class rooms, libraries, forensic labs, computer equipment, arms/ammunitions and sports facilities²⁴⁰. Even medical facilities are hardly available at these training schools. There are fourteen training institutes in the country and 10 of them don't have proper classrooms; overhead projectors are lacking in 13 of them, conference rooms are not present in 12 of the institutes, 12 do not have

²³⁸ Punjab Police, Annual Administration Report, 2009.

²³⁹ Abbas, Hassan, *Reforming Pakistan's Police and Law Enforcement Infrastructure*, Special Report United States Institute of Peace, 2011, p. 10

²⁴⁰ *Police Organisations in Pakistan*, CHRI and HRCP, May 2010, p. 40

a library, 12 lack simulation facilities, 13 do not have forensic units and 10 do not have computers.²⁴¹

Table 22: Number of PTS and PTC, Total Courses and Enrollment in Provinces

Province	No. of PTS	Courses taught 2009	No. of PTC	Courses taught 2009	PTS		PTC	
					Officers Enrolled	Instructors	Officers Enrolled	Instructors
Balochistan	3	8	1	6	1674	28	212	15
ICT	1	2	0	0	407	14	0	0
KPK	3	2	1	11	5679	462	3949	253
Punjab	5	19	1	15	10689	1243	2460	143
Sind	4	16	2	10	2565	45	225	75
Total	16	47	5	42	21014	1792	6846	486

Source: Data Collected by the PhD Researcher

Table 22 shows that maximum number of enrollment, training instructors, courses and training schools are in Punjab whereas Sind has two police training college. ICT does not have police training college and utilizes the services of other provinces.

Table 23: Training Budgets of PTS and PTC in different Provinces

Provinces	Training Budget 2008	Training Budget 2009	Percentage change 2008-2009
Balochistan	36,020,450	46,936,850	30.31
ICT	275,000,000	445,000,000	61.82
KPK	44,656,754	61,557,294	37.85
Punjab	472,236,594	755,627,460	60.01
Sind	47,024,900 (PTS)	58,059,100 (PTS)	23.46 (PTS)
	93,879,100 (PTC)	127,356,900 (PTC)	35.66 (PTC)
Total	968,817,798	1,474,537,624	54.26%

Source: Data Collected by the PhD Researcher

Table 23 shows that overall Budget allocation (2008-2009) for training at PTS and PTCs have been substantially increased by 54.26% ; maximum training budget increase was in ICT (61%) while increase in Balochistan (30.31 %) was comparatively slightly low; there is dire need that enrollment is enhanced and training quality is improved.

²⁴¹ *Ibid.*

6: IV Police-Public Relations

Amicable police-public relations are necessary to develop mutual trust and confidence. It builds up department's image and enhances cooperation for enforcement of law. Although working of police and that of police personnel is not assessed on the basis of such qualitative standards yet these can act as indicators of efficiency and effectiveness.

Reputation of Pakistan Police is in shambles and this is apparent from the reports or surveys regarding police that people do not approach police to report crime.²⁴² This trend is acknowledged by police that it lacks public trust. During the course of survey, police personnel were asked about the single most important factor which according to them is behind the deteriorated image of police; analysis of 310 police personnel (278 SHOs and 32 DPOs) are as follows:

Table 24: Survey Results on most important factor behind Deteriorated Image of Police

Factor	No. of Respondents	%age of responses
No response	99	31.83
Abuse of Power	11	3.54
Corruption	22	7.07
Illiteracy and poverty amongst masses	2	0.64
Irregular working hours for Policemen	11	3.54
Lack of resources and manpower	8	2.57
Low qualification of Police Officers	14	4.50
Media's construed representation	4	1.29
Misbehavior by Police Officers	57	18.33
Mistrust of Public	19	6.11
No bad image of police exists	13	4.18
Political Interference	39	12.54
Poor Training	10	3.22
Terrorism	2	0.64
Total	311	100.00

Source: Data Collected by the PhD Researcher

²⁴² "Crime Report", *Geo TV*, November 26, 2010.

Results indicate that majority of police personnel recognize that a major factor behind the deteriorated image of police is misbehavior of Police Officers (18.33%) and political interference (12.54%); the other factors also hampering and tarnishing police image includes corruption and illegal practices which has been discussed later in the study.

6: IV (a) Community Policing

Concept of community policing was formally introduced in Pakistan in 1989²⁴³ and it is still in its preliminary stage. Community policing aims at developing a partnership mutually beneficial between police and public with a view to reduce crime and disorder. Community policing is based on two core components; developing community partnerships and problem solving²⁴⁴ which is the main purpose behind this scheme. Police working in collaboration with community or other organizations reduces the rate and fear of crime and enhances police response.

The traditional concept of dealing with crime was that it is the duty of the police alone to combat crime and maintain order however with time it was realized that cooperation and partnership with the citizens and community is actually vital as crime management is a complex issue and a single entity, without cooperation from other groups cannot take care of this issue. Different mechanisms can be used for community policing; like peace, conciliatory, vigilance committees, neighbor-hood watch, whereas beat or patrolling officers can be identified in the area that can directly collaborate with the police.

²⁴³ Masud, Mohammad O., *Co-Producing Citizen Security: the Citizen Police Liaison Committee in Karachi*, Institute of Development Studies, 2002

²⁴⁴ *Understanding Community Policing: A Framework for Action*, Bureau of Justice Assistance, 1994

In Pakistan a major example of community policing is that of Citizen Police Liaison Committee (CPLC) in Karachi. CPLC Karachi has worked towards making police transparent, accountable, effective and efficient. Citizen rights have been protected through enhancement of police-community relations.²⁴⁵ Working papers about CPLC Karachi indicate that this has been a successful experience and the reason behind its success is that police cooperates with the members of CPLC. Trust is developed in the community vis-à-vis police, this experience also gets support of the government and it took root on the initiative of the then governor; nominations and memberships are strictly regulated. Public servants and politicians are not eligible for its membership; this helps them to act as a pressure group and keep a check on the working of CPLC.²⁴⁶

Such mechanisms on the pattern of CPLC Karachi also exist in other cities (some districts including Faisalabad and Gujranwala)²⁴⁷ across the country especially after Police Order 2002. CPLCs were established for the training of Public Safety and Police Complaints Commission's (PSPCC) members and staff, for developing mechanisms of liaison between police and citizens and assisting PSPCC in efficient discharge of its duties.²⁴⁸

However CPLCs experiences in other places are not highly successful as they lack proper funding, autonomy and political support²⁴⁹ and that basic idea of involvement of diverse members and stakeholders has not been duly followed. A case

²⁴⁵ *Feudal Forces: Reforms Delayed 'Moving from Force to Service in South Asia Policing'*, Commonwealth Human Rights Initiative, 2010, p. 83

²⁴⁶ *Understanding Community Policing: A Framework for Action*, Bureau of Justice Assistance, 1994

²⁴⁷ *Pakistan Access to Justice Program*, Completion Report, Asian Development Bank, December 2009, p. 11

²⁴⁸ *Ibid.*

²⁴⁹ *Reforming Pakistan's Criminal Justice System*, International Crisis Group, Asia Report, December 2010, p. 10

in point is CPLC Lahore, this committee does not consist of any member with a background of community services or human rights related work and it is elitist in outlook as it mainly constitutes of industrialists, businessmen and former bureaucrats.²⁵⁰

While collecting primary data at police station and district level it has been observed that on ground no substantial work on part of such committees exists. None of the police stations has provided any data regarding community policing initiatives or efforts, which clearly indicates that police-public relations have not been focused upon by the police administration. This initiative can play an important part in the image building of police; sadly it is missing and such omissions tarnishes image and can be one of the reason attributed for police to be on the top of national corruption perception survey since the year 2002.²⁵¹

6: IV (b) Public Affairs

Accessibility to police is necessary for better police public relations. Day to day working of the police statistics at the police station level shows how accessible police personnel are, number of official calls that they attend and the number of people they meet in a day provide some degree of information about their accessibility.

FIR is a basic written document prepared by the police once information is received about any offence; it needs to be registered with the closest police station addressing the SHO. Police is supposed to facilitate the citizens in registration of the FIR. Free and Fair Election Network's (FAFEN) report based on monitoring of 105

²⁵⁰ *Feudal Forces: Reforms Delayed 'Moving from Force to Service in South Asia Policing'*, Commonwealth Human Rights Initiative, 2010, p. 83

²⁵¹ National Corruption Perception Survey, Transparency International Pakistan, 2010, p. 6

police stations in 75 districts across the country mentions that in 14%²⁵² of the monitored police station, police attitude was found to be unsupportive towards the public. In 18% of the police stations covered in Sind²⁵³, 7% in KPK²⁵⁴, 14% in Balochistan²⁵⁵, and 12% of the covered police stations in Punjab, it was found that police did not facilitate or guide public in the registration of FIRs. Table 25 also shows how polite police is to citizens and what percentage of police out of the monitored police stations turns away people at the gate.

Table 25: Police Behavior with Public

Indicators of Police Behavior	%age of total monitored Police Stations					
	Balochistan	ICT	KPK	Punjab	Sind	Total
Police is polite to citizens	100%	100%	100%	84.3%	82.4%	89.5%
Police turning away people at the gate	14.3%	0.0%	10.3%	9.8%	35.3%	14.3%
Police facilitating Citizens in registration of cases	85.7%	100%	89.7%	88.2%	0.0%	87.6%

Source: *More Resources, Greater Oversight for Police Efficiency*, FAFEN Police Station Monitor, Free and Fair Election Network, March 2011, p. 5

Process of registration of FIR is also hampered through non-cooperation on part of police. Police hampers this process by asking money, favors, non-fiscal benefits and logistical support. In some of the cases police is hesitant to register FIR, as increased number of FIRs registered is perceived negatively on police performance of that particular area.

²⁵² *More Resources, Greater Oversight for Police Efficiency*, FAFEN Police Station Monitor, Free and Fair Election Network, March 2011, p. 1

²⁵³ *Ibid.*

²⁵⁴ *Ibid.*

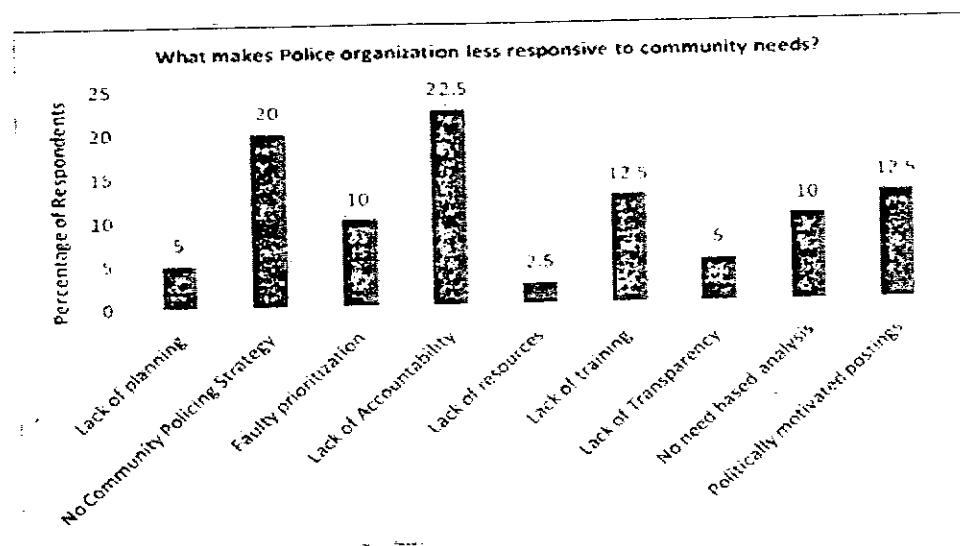
²⁵⁵ *Ibid.*

Table 26: Police Behavior with Public in FIR Registration

Indicators	Balochistan	ICT	KPK	Punjab	Sind	Total
One or more people complained police sought money for registration of FIR	0.0%	0.0%	0.0%	13.7%	23.5%	10.5%
Police asked for non-fiscal benefit for registration of FIR	0.0%	0.0%	3.4%	15.7%	0.0%	8.6%
Investigation officer demanded logistical support for official duty of investigation for registered case	0.0%	0.0%	17.2%	19.6%	11.8%	16.2%
Police was hesitant to register FIR	0.0%	0.0%	3.4%	15.7%	17.6%	11.4%
Moharrir asked to bring stationary for registration of FIR	14.3%	0.0%	20.7%	7.8%	17.6%	13.3%

Source: *More Resources, Greater Oversight for Police Efficiency*, FAFEN Police Station Monitor, Free and Fair Election Network, March 2011, p. 5

During the survey reasons behind police being less responsive to community needs was asked and most of the responses cited lack of accountability as the most important reason behind less responsiveness of police followed by no community policing strategy.

Figure 9: Reasons for Lack of Responsiveness of Police to Community Needs

Source: Data Collected by the PhD Researcher

6: V Logistics and Finance

Logistics include weaponry, ammunition, vehicles or any other equipment that helps police in the discharge of their duties in a smooth manner, which implies that they have an impact over the efficiency and effectiveness of police. Reports indicate that police usually do not have basic infrastructure like proper building, reporting rooms, basic facilities like stationery, travel and fuel allowances.²⁵⁶ More funds are needed for acquisition of these facilities.

In certain cases budget are available but division of budget under various heads is not clear. Resources do not trickle down to the lower levels because resource management is not transparent and at times high ups utilizes funds based on their own whims for other priorities, hence required resources at various tiers have to be managed through other means.²⁵⁷ Police stations don't have the requisite funds and it is deliberated that Police Order 2002 has further resulted in making them weak, as senior posts have been further increased by 300 percent and more than 15 percent of the funds go to the senior posts above the level of DSP.²⁵⁸ Facilities and issue of equipment is secondary in certain cases as at times police stations have to manage with makeshift arrangements.²⁵⁹

6: V (a) Allocation of Budget

Budget breakup and allocation is a vital indicator of the areas which have been accorded priority by the authorities. The neglected areas of police administration must be focused while making budgetary allocations. One of the major criteria for deciding

²⁵⁶ Jamal, Asad, *Revisiting Police Laws*, HRCP, January 2011, p. 136

²⁵⁷ *Ibid.*

²⁵⁸ *Reforming Pakistan's Criminal Justice System*, International Crisis Group, Asia Report, December 2010, p. 10

²⁵⁹ *Ibid.*

the budgetary allocation is the crime rate, ignoring this important factor while deciding monetary allocations is equivalent to bad governance. In Pakistan, Police Administration has been experiencing severe constraints with regards to budgeting. Hassan Abbas mentions (2011) in his report that Khyber Pakhtunkhwa administration has concerns about availability of funds²⁶⁰. These concerns have arisen because of increase in recruitment level over the past 3-4 years in face of the deteriorating security situation. This increase in recruitment levels was also followed by increase in salaries and compensation given to martyred police officials thus burdening police funding.

Similarly Punjab Police budget increased owing to the security situation in the province and increased terrorist activities since resources were to be increased for coping with the situation. Salaries increased substantially (2008-09) which burdened the budget but this increase was much needed to improve performance. Another important factor that needs to be highlighted here is that resource capacity of various police establishments is not consistent. National Highways and Motorway police have appeared as exemplary organizations but that is as a result of the high salaries, good training facilities, rational rank structure, recruitment on merit and the availability of modern equipment.²⁶¹

Budget breakup of police establishments for the year 2009-2010 and 2010-2011 is tabulated here, based on share of operating and employee related expenses. Employee related expenses include pay, allowances, employee related benefits, grants, subsidies and transfer related expenses. Operating expenses include

²⁶⁰ Abbas, Hassan, *Reforming Pakistan's Police and Law Enforcement Infrastructure*, Special Report United States Institute of Peace, 2011, p. 7

²⁶¹ "ADB Declares Motorway Police a 'Miracle'", *Daily Times*, (Islamabad), 12 July. 2008

communications, utilities, investigation, occupancy costs, travel and transportation, stationary, arms and ammunition, repair and maintenance etc.

Table 27: Provincial Breakup of Allocated Budgets for 2009-10 and 2010-11

	Balochistan	Islamabad Capital Territory	Khyber Pakhtunkhwa	Punjab	Sind
% share of Employee Related Expenses in 2009-10	88.4	91.7	82.7	85.0	82.3
% share of Operating Expenses in 2009-10	11.6	8.3	17.3	15.0	17.7
Total Allocated Budget in 2009-10	PKR 3,307,065,970	PKR 3,646,936,000	PKR 11,439,038,795	PKR 43,057,483,000	PKR 23,699,909,200
% share of Employee Related Expenses in 2010-11	95.0	87.3	84.0	88.3	83.1
% share of Operating Expenses in 2010-11	5.0	12.7	16.0	11.7	16.9
Total Budget Allocation in 2010-11	PKR 5,504,337,500	PKR 4,125,000,000	PKR 21,041,940,000	PKR 48,924,063,000	PKR 29,052,818,400
% increase over last year in total budget allocation	66.4%	13.1%	84.0%	13.6%	19.0%

Source: Data Collected by the PhD Researcher

Results indicate that percentage share of employee related expenses in all the police establishments is more as compared to the operating expenses. Share of operating expenses in budget ranges from 5% to a maximum of 17.7%. Overall Budgets have increased from 13% to 66% and in most of the cases this increase has been in employee related expenses. Though employee related expenses are important

but operational expenses must also be given appropriate share as it has direct bearing to counter crime rate of the area; meager allocation for operating expenses severely hampers police operational and investigation ability; they fall short to bear utility expenses, recurring police station daily expenditure, uniform and liveries and other essential physical resources so necessary for effective functioning.

6: V (b) Salary Structure

One reason for ineffective and demoralization has been that police officers are expected to work for unusually long hours without being paid properly. Of recently however salary structures have been revised for police employees in all the provinces. The new salary structures have substantially raised the remunerations; bringing increase considerably in the pay and allowances head.

Salary structures of various police establishments show that salaries are not consistent for the same rank in various police establishments. In the year 2010 hundreds of police officials protested against low salaries in Quetta. Protests were followed by violence but the only outcome of this activity was increase in the amount of compensation offered to families of police personnel martyred in terrorist attacks²⁶²; raised in the martyrs package is motivating but substantial raised in the police officers salary and perks is equally important specially in the context of Balochistan where police are encountering insurgency and yet they draw lower salary package among other police units (see table 28).

²⁶² Abbas, Hassan, *Reforming Pakistan's Police and Law Enforcement Infrastructure*. Special Report United States Institute of Peace, 2011, p. 8

**Table 28: Salary Structure across Four Provinces and
Islamabad Capital Territory**

Rank	Basic Pay Scale	Pay Figures in Pakistan Rupees				
		Balochistan	Islamabad Capital Territory	Khyber Pakhtunkhwa	Punjab	Sind
IG	22 (21 in ICT)	126,540	153,117	113,216	143,233	97,019
Addl. IG	21	117,977	-	104,020	133,481	89,023
DIG	20	106,892	134,618	93,773	109,743	80,438
SSP/AIG	19	88,297	113,817	79,243	92,779	68,469
SP	18	59,203	87,138	56,423	66,986	49,678
ASP/DSP	17	46,078	73,878	26,297	55,859	39,174
INP	16	24,600	59,953	35,192	40,334	30,011
SI	14	19,426	50,739	27,199	33,884	23,619
ASI	9	16,102	34,511	20,918	23,747	17,224
HC	7	15,140	33,203	18,825	22,642	17,739
Constable	5	14,504	30,064	17,238	22,025	16,623

Source: Data Collected by the PhD Scholar

Salary structure of a constable in Islamabad is higher best as compared to other establishments followed by Punjab, Khyber Pakhtunkhwa, Sind and Balochistan. This indicates that equity is not maintained in salary structures over different establishments; whereas duties performed in the same rank are generally similar.

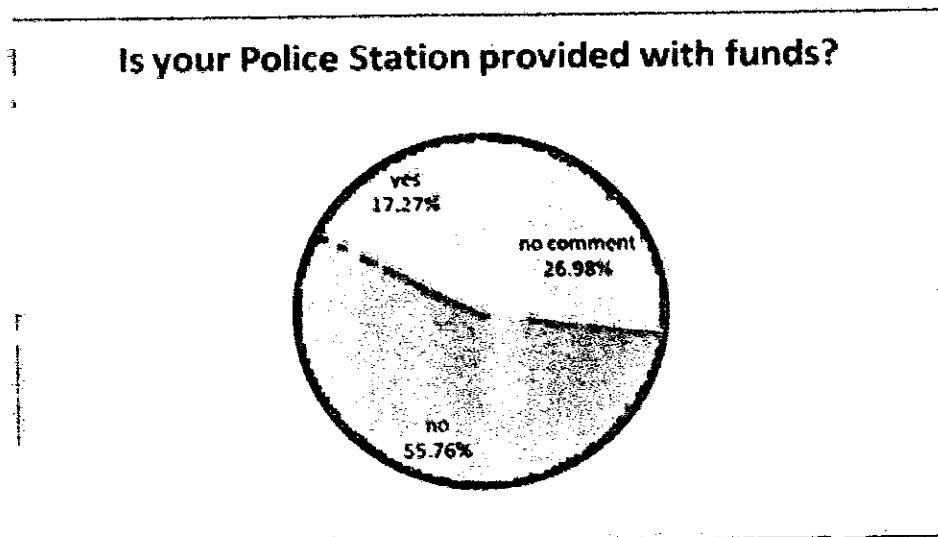
6: V (c) Provision of Funds

Minimum allocation of police budgets for arms and ammunition, transport maintenance, stationary is done on provincial level and then transmitted to districts. The District Police Office then distributes the resources amongst the police stations however the police stations never substantially receive requisite funds. District police office takes care of all utility and other bills for the Police Stations. In almost all

police stations provision of funds is less as compared to their expenditure. Because of this lack of funding they have to rely on other sources and cannot have the autonomy that they desire.²⁶³

There is no fund allocation for lockup inmates which is a major impediment in efficient working at the police station level. Responses were taken from 278 police stations about the provision of funds; and in cases where these funds are not provided means to cover the deficit; and how allocated resources are managed at the police station.

Figure 10: Provision of Funds to Police Stations



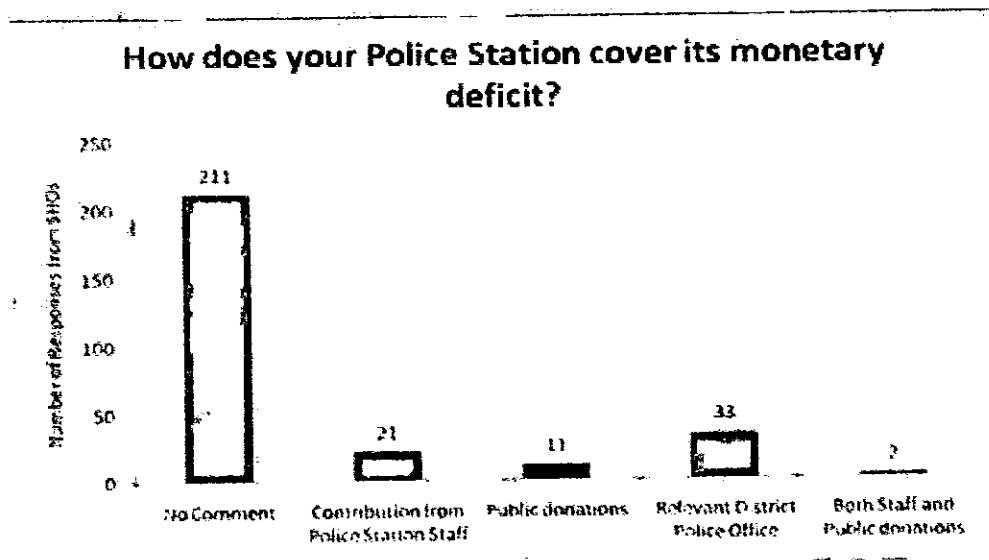
Source: Data Collected by the PhD Researcher

As shown in the results most of the police stations are not provided with funds. If no funds are being provided then the question arises that from where are police stations fulfilling their everyday needs. No funding will obviously also result in illegal gratifications, corruption and even extortion. This is the reason why

²⁶³ *Reforming Pakistan's Criminal Justice System*, International Crisis Group, Asia Report, December 2010, p. 10

corruption remains to be the top reason behind poor performance and maladministration in police.

Figure 11: Means of Covering Monetary Deficit of Police Stations



Source: Data Collected by the PhD Researcher

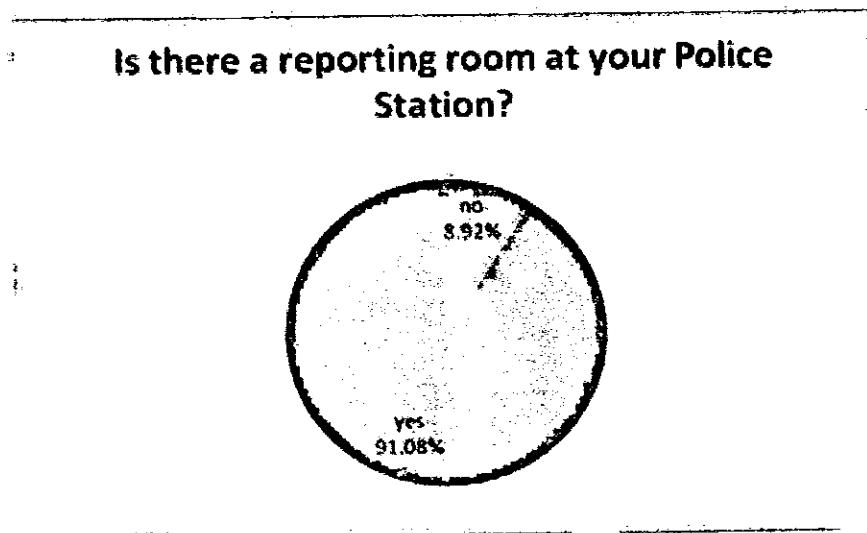
Regarding means to cover the lack of funds, out of 278 Police Stations 211 did not give any comment which shows that there is no clear mechanism for covering the monetary deficit. Results also indicate that police officials are generating their own funds to meet the expenses, though deliberations with stakeholders reveal that investigation expenses are provided in the over all budget.

6: V (d) Facilities

Facilities such as availability of telephone, internet, fax and reporting room are important for efficient discharge of duties. Primary data on the availability of these facilities indicates how equitable their distribution is, in all the police station. Reporting room and telephone being primary facilities should be present in every

police station irrespective of the area. However, facilities like fax and internet, given the nature of work should be made available at all police stations.

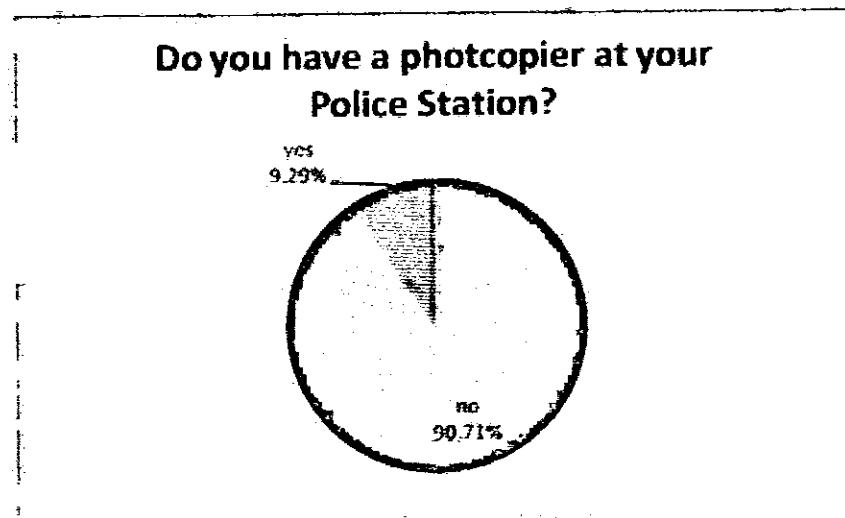
Figure 12: Availability of Reporting Room in Police Stations



Source: Data Collected by the PhD Researcher

As many as 8.92% of the Police Stations (out of 278) do not have a reporting room which is alarming because reporting room is one of the very basic requirements; it earmarks a room to handle public complaints and interaction with community in a police station and non availability of such a facility can seriously hamper efficient response of police towards the public when approached for reporting a crime.

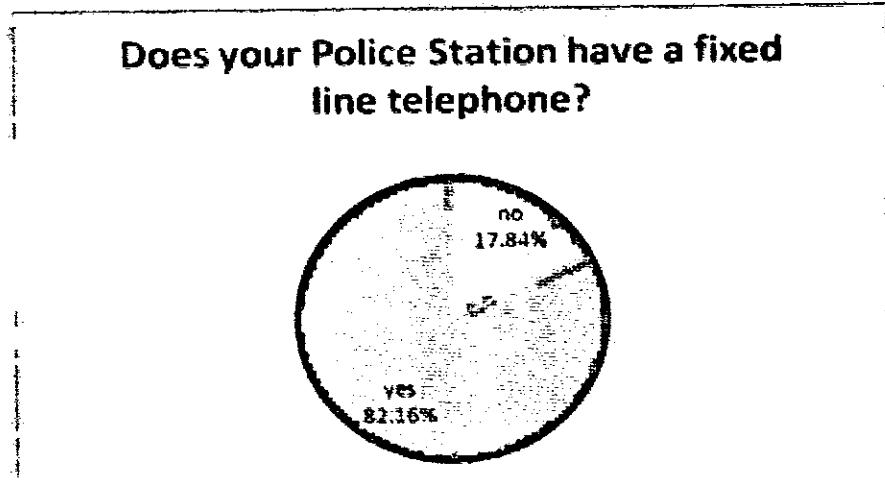
Figure 13: Availability of Photocopier at Police Stations



Source: Data Collected by the PhD Researcher

Having this facility at the Police Station is again very important since copies of various police documents are to be given to the complainant once it is registered; it is an essential equipment and must be present in police stations. 90.71% of the surveyed Police Stations do not have a photocopier at the police station. Non availability of this equipment shows that the basic paraphernalia is not available with the police stations. This lures Police Station staff to deviate from normal behavior, issue of illegal gratification and public complaints surfaces.

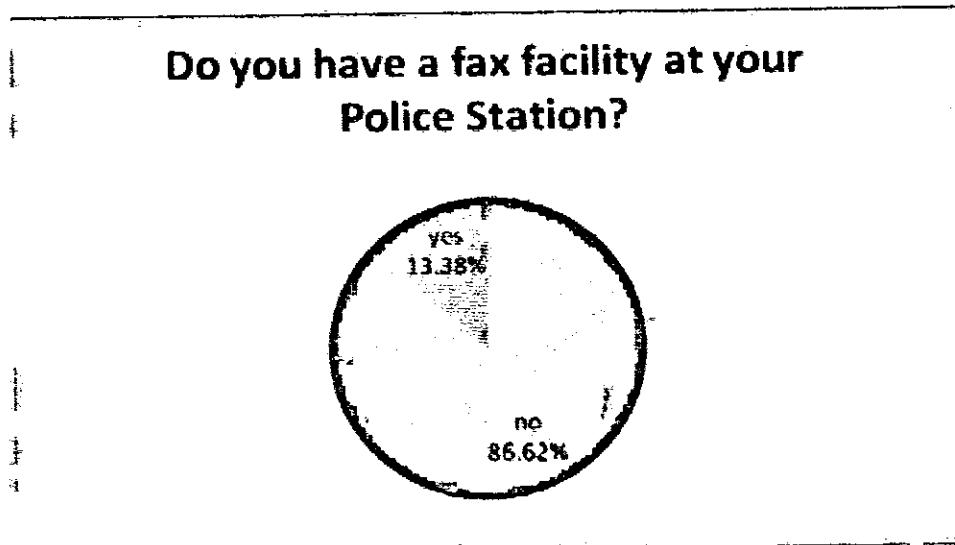
Figure 14: Availability of a Fixed Telephone Line at Police Stations



Source: Data Collected by the PhD Researcher

This chart shows that 17.84% of the Police Stations do not have telephone line which indicates that accessibility to police is affected in those localities. Not having this basic facility in almost one fifth of the police stations speaks volumes about their communication hurdle, apathy and ineptitude of the supervisory police officers.

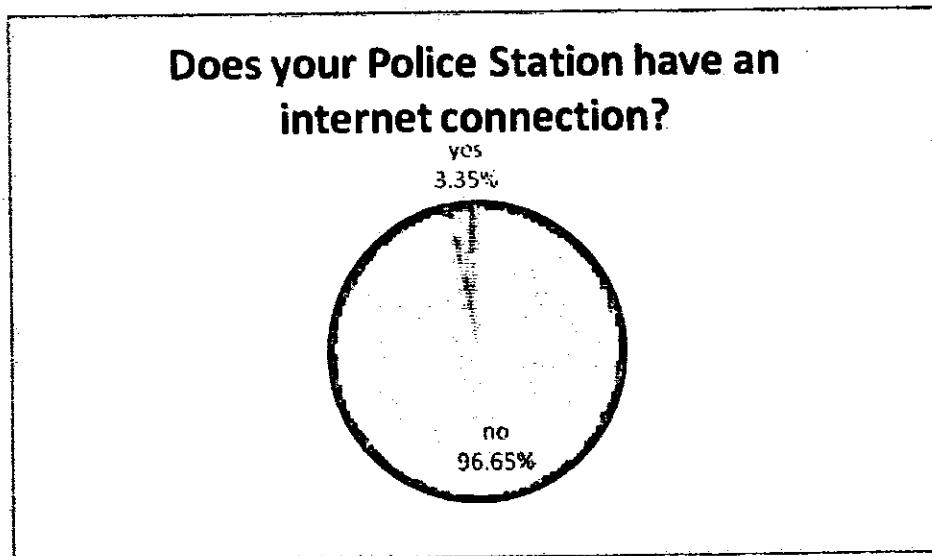
Figure 15: Availability of Fax Facility at Police Stations



Source: Data Collected by the PhD Researcher

Only 13.38% of the police stations have a fax facility which is not good at all. Fax facility can make dispatchment and receipt of information from one area to another easier and prompt enabling police to respond effectively.

Figure 16: Internet Connection at Police Stations



Source: Data Collected by the PhD Researcher

96.65% of the surveyed Police Stations do not have an internet connection. Hence they can't receive attachments, correspond on net and seek latest information on many counts. Modern equipment is essential for any progress and effectiveness of an organization.

6: V (e) Weaponry and Vehicles

Data on type and quantity of logistics indicates how well equipped police is for dealing with the crimes in their precincts. Police organization sufficient in physical resources brings difference in output.

The following weapons were assessed at the District level; SMGs, G3s, MP5s, Semi-Automatics (China Rifles), Revolvers, Pistols 38mm, Pistols 9mm, 12 Bore Guns and Tear Gas Guns. Similarly vehicles types accounted for at the District level include Pick-ups, Jeeps, Cars, Motorcycles, Trucks, APCs, Fork Lifters, Carry Vans, Prison Vans, Mobile Labs, Mobile Canteen, Buses, Ambulances, Coasters, Cranes and Water Tankers.

Table 29: Total Weapons and Vehicles against Police Strength in Districts

Sr. No.	Police District	Weapons	Vehicles	Police Force
1.	Abbottabad	2505	109	1597
2.	Attock	869	155	2501
3.	Badin	1287	77	1821
4.	Chakwal	734	126	1147
5.	Charsadda	2364	62	1581
6.	Faisalabad	2648	774	7979
7.	Gujrat	1158	212	4594
8.	Haripur	1077	69	845
9.	Hyderabad	3044	144	3630
10.	Islamabad	916	660	9636
11.	Jacobabad	1165	91	1945
12.	Karachi	14076	2730	32163
13.	Kasur	1139	202	1951
14.	Khairpur	2015	118	3321
15.	Khushab	732	151	1245
16.	Kohat	2183	65	1475
17.	Lahore	9967	2789	27343
18.	Larkana	2763	109	3412
19.	Lodhran	736	131	1064
20.	Loralai	631	63	512
21.	Mianwali	1318	194	1787
22.	Okara	846	208	2085
23.	Peshawar	9652	443	6262
24.	Quetta	2744	462	4757
25.	Rahim Yar Khan	1777	344	2807
26.	Rajanpur	2294	193	1894
27.	Rawalpindi	3054	570	9128
28.	Sahiwal	986	217	1826
29.	Shikarpur	2250	91	2395 [*]
30.	Sialkot	1306	251	2752
31.	Sukkur	1876	123	2838
32.	Vehari	895	175	1802
Total		78236	11269	146775

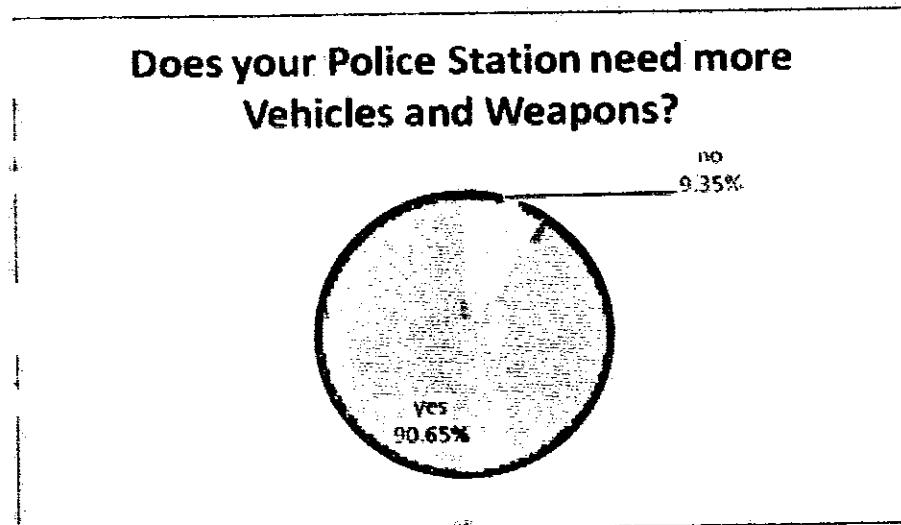
Source: Data Collected by the PhD Researcher

Statistics show that these numbers are not enough to ensure efficient working of police. Equitable distribution of these resources is not ensured as different districts show variation in numbers of vehicles and weapons. According to Police Rules 1934

weapons have to be allocated for 1/3rd of the police force in an area, this criterion needs to be revised. Police is premier organization fighting war against terror presently. Availability of modern weaponry and vehicles are key to proper response.

SHOs in all the 278 Police Stations were asked if there Police Station needs more weapons and vehicles, their views were as follows;

Figure 17: Need for more Weapons and Vehicles in Police Stations



Source: Data Collected by the PhD Researcher

Results indicate that the existing number of weapons and vehicles are not sufficient in 90.65% of the police stations. This shows that situation regarding provision of logistics is deplorable in most of the police stations.

Data on condition of existing number of vehicles in districts (Appendix 14) also shows that 19.85% of the vehicles provided to these districts are in poor condition. Poor quality vehicles can hamper efficient working of police.

6: VI Crime Management

Crime management is a principal function of police. It has an impact on the security situation and shows how effective police administration is. It is a yardstick of police organization. It indicates how well physical and human resource has been utilized. Crime management has two important aspects that are detection and prevention of offenses. Important indicator of crime management is crime rates; crime rates of 2008 and 2009 narrated in subsequent pages show how crime has been controlled in different districts.

6: VI (a) Prevention of Crime

Crime prevention is an important part of crime management that includes all the efforts required to prevent crime from taking place. Administrative and legal measures of crime management have been adopted in Pakistan, which are part of Police Rules 1934 and Criminal Procedure Code. Administrative steps for the prevention of crime as outlined in the Police Rules include; patrolling, beat duty, picketing, random and planned checking, surveillance, personal files and history-sheets, bad character rolls, hue and cry notices, raids, publication of Criminal Intelligence Gazette and information-sheets etc.

There are certain impediments in prevention of crime as there is dearth of coordination to verify the criminal records or criminal history. Collaboration of different agencies and departments for the preventive efforts is lacking and the burden of prevention of crime lies on the police department alone. Lack of resources is

mentioned as a hindering factor and not following Police Rules is another major reason why such efforts don't prove to be effective in controlling crimes.²⁶⁴

6: VI (b) Detection of Crime

Detection of crime comprises of intelligence gathering and information collection mechanisms; covers the process from the point an incident takes place, investigation is conducted until commencement of the court procedures. Intelligence gathering for the police organization takes place through various units and departments some of which are Criminal Investigation Department (CID), Central Intelligence Agency (CIA), Investigation and Special Branch.

CID's function as outlined by the Police Rules 1934 is "to undertake or assist in the investigation of cases or classes of crime which have provincial or inter-provincial ramifications; to collect, coordinate and disseminate political and criminal intelligence."²⁶⁵

Investigation Branch works at the provincial level and it has two wings: crime and investigation each headed by a DIG.²⁶⁶ Crime wing has provincial criminal record office, fingerprint bureau, monitoring section, press section, anti-terrorism cell and statistical office. Investigation wing is the primary entity at the provincial level for the collection of crime statistics. This data is used for formulating reports on the detection of crime, prosecution of criminals and focuses on terrorism related issues too.

²⁶⁴ Fasihuddin, *Crime Prevention and Police in Pakistan: do we know this?*

²⁶⁵ The Police Rules 1934, Volume III, Chapter XXI, Article 21.26

²⁶⁶ *Police Organisations in Pakistan*, CHRI and HRCP, May 2010, p. 27

Central Intelligence Agency assists local precincts in detection of organized crime and mafias. Special Branch works at the Provincial level with offices at district level and reports on wide range of activities.

Crime detection process commences with occurrence of a crime or reporting of an offence. It is followed by the investigation officer proceeding to the scene of crime for the collection of primary information related to the case. Investigation procedure includes thorough checking of the scene of crime for possible evidence, examination of witnesses and suspects, recording of statements, searches, seizure of property, collection of fingerprints or other evidences. After the investigation procedure, officer in charge sends the report to the court; trial of the case is then initiated and prosecution has to prove the charges. Police Order 2002 has established separate investigation branches which however do not cater for the requisite standards of staffing, equipment and budget in different districts.²⁶⁷

Total Investigation Officers in surveyed 32 Districts are 9607 in a force of 151,415; investigation is being carried out by only 6.34% officer which is wide of the mark. International Criminal Investigative Training Assistance Program's 2010 analysis, reveals that in Pakistan percentage of Investigators in total force is 15.13% as against the developed countries' international standard of 60-70%. Total cases dealt by all of these investigation officers in the year 2009 were 267,731 which gives an average of 28 cases per investigation officer (see Appendix 15)

Forensic support plays an elementary role in investigation and detection of crimes. But Pakistan does not possess adequate forensic capabilities. Before 2002-2007 there was only one forensic laboratory in the country and subsequently four

²⁶⁷ Petzschmann, Paul, *Pakistan Police between Centralization and Devolution*, Norwegian Institute of International Affairs, p.7

laboratories were established in each provincial capital but one of these laboratory established in Sind is still not fully functional while a state of the art forensic laboratory is now being established in Punjab²⁶⁸. Another project to improve forensic capabilities was National Forensic Science Agency however lack of resources halted this project and only a DNA laboratory was established which is operational.²⁶⁹ Modern investigation and interrogation techniques are lacking in Pakistan police. Police establishments have shown inclination to improve these systems on their own in the absence of a standardized system, a case in point is Punjab police which is developing a new investigation manual to guide the investigation staff on how to collect and preserve scientific evidence.²⁷⁰

Information and data collection about crimes and criminals is a cardinal factor in effective crime management. Pakistan possesses poor information collection mechanism as many criminals who are a part of the militant organizations are not effectively traced. Profiling of criminals and militant organizations is not properly done. This information collection is not effective because of lack of coordination among police and intelligence agencies. This lack of coordination also exists within the police establishments i.e. among districts and police stations; another example can be taken from Punjab police, which is working to computerize police records and linking all districts and police stations in Punjab.²⁷¹

Islamabad police has successfully implemented E-Enablement projects and is producing good results. For access to mobile data regarding criminals, the police has to contact intelligence agencies first who can delay the acquisition of some crucial

²⁶⁸ Annual Administration Report, Punjab Police, 2009

²⁶⁹ Abbas, Hassan, *Reforming Pakistan's Police and Law Enforcement Infrastructure*, Special Report United States Institute of Peace, 2011, p. 10

²⁷⁰ Annual Administration Report, Punjab Police, 2009

²⁷¹ *Ibid.*

information or evidence; beside taking time out to provide such information at the cost of their work hampers them from their basic agenda. Without access to such important data an effective strategy for dealing with crime cannot be adopted. National Police Management Board hardly meets to ensure effective coordination.

To improve information, data collection and intelligence gathering by police, working in collaboration with intelligence agencies is of utmost importance. Instead of a collaborative effort on part of intelligence agencies they play interfering role in some of the cases e.g. Benazir Bhutto murder case. UN commission inquiry report on the murder mentions that the role of intelligence agencies was supervisory and police did not have access to most of the evidence and these agencies hindered the process of investigation. Intelligence agencies carried out their own investigation and there was selective sharing of evidence with police.

For evaluating how efficient police is in the collection of information and intelligence gathering we can evaluate the data on district level and see how many sources were employed by the police administration for the purpose of crime detection.

Analysis of these 32 districts shows that most of the districts do not have source informers; maximum percentage of source informers to police strength is in Kasur 76.88%, followed by 18.17% in Sialkot and 12.28% in Islamabad. Percentage of source informers to total force in all of these districts is 2.28%. Maximum percentage of officers on plain clothes deployment and patrolling duties to total force is in Haripur 78.82% and 63.06% in Quetta; these figures as given by the DPOs seem to be high as they indicate high reliance on plain-clothes deployment. Total percentage of plain clothes deployment and patrolling is 4.53% (see Appendix 16).

Data on percentage of cases detected by police indicates that case detection figures for 2009 have improved over 2008, as percentage of detected cases was 78.07% and which has improved to 83.65% in 2009. High detection rate is an indicator of police efficiency and effectiveness (Appendix 17).

6: VII Rewards and Punishments

After induction into the police force all police personnel are evaluated annually and that evaluation is handed over to them in the form of Performance Evaluation Report given by the direct supervisor and is signed by two immediate seniors.²⁷² These annual evaluation reports are formulated on the basis of international standards; initiative, appearance, leadership, knowledge about laws etc. crime related figures are also included to evaluate the performance of the personnel.²⁷³ Another appraisal takes place after the mid-career professional course: ratings are given at the end of various courses that add up to the overall ranking. The promotion committees also assess performance Evaluation Reports to decide about their promotions. As these reports evaluate working of individual police personnel their positive and negative impacts on overall police working are analyzed. Positive impacts are rewarded and negative impacts are punished.

One view about these reports is that they merely play a role in maintaining the hierarchical structure of the police organization and hegemony of the higher ranks on the lower ranks and main focus is on punishment rather than reward.²⁷⁴ It is also argued that the standards defined for these evaluations are not properly defined because crime related figures or such quantifiable factors are focused upon and

²⁷² Performance Management System in Police Organization in Pakistan. Available at <http://www.scribd.com/doc/33310940/how-performance-management-System-is-Affecting-Police-Performance-in-Pakistan>, Accessed on 21st Feb 2011.

²⁷³ *Ibid.*

²⁷⁴ *Ibid.*

information related to the general conduct of the police personnel, their public dealings and their individual performance in various situations is not included. Evaluation is entirely done by the senior official so it is also prone to subjectivity as personal preferences can affect the evaluation. It has also been noted that average tenures of DPO's in an area are under one year and the Performance Evaluation Reports are to be produced on an annual basis thus the content of these reports becomes questionable if the senior official has not been there the entire period that he has to produce a report for. Since these reports don't make use of the peer review system or feedback from any other source so questions regarding its authenticity arise.

Analysis and evaluation of the police personnel helps in rewarding and punishing them. Primary data on punishments and rewards from the rank of Constables to Inspectors shows that the lower (constable and Head constable) and upper subordinates (ASI and SI) get maximum punishments. It is pertinent to note that lower subordinates are highly under-qualified and undertrained. In other words investment in human resources at this level will definitely help: by providing them, on job training and one can get improved policing in return.

Table 30: Percentage of personnel punished in each rank

Rank	Number of Personnel Punished	Total force in each rank	Percentage Share of Personnel Punished Within Each Rank
Constable	28017	112,231	24.96%
Head Constable	2736	16,549	16.53%
ASI	5855	11,030	53.08%
Sub Inspector	4825	7,044	68.50%
Inspector	1441	2,156	66.84%
DSP	2	310	0.65%

Source: Data Collected by the PhD Researcher

Table 30 shows that the ranks with most number of punished personnel are Assistant and Sub-Inspector (they are generally operational officers, carrying out raids, arrest, investigation and prosecutions etc.) Data shows that all of the punishments in these districts were given to lower ranks and only 2 DSPs were punished.

Table 31: Percentage of Punishments inflicted at each ranks (2009)

Punishment	Percentage share of each rank during 2009					
	Constable	Head Constable	Assistant Sub Inspector	Sub Inspector	Inspector	Deputy Superintendent of Police
Censure	62.39	6.79	14.90	12.14	3.76	0.01
Extra Drill	92.10	7.07	0.76	0.07	0.00	-
Stoppage of increments	43.56	7.60	22.83	21.01	5.00	-
Fine	81.94	6.40	6.32	4.76	0.58	-
With holding of promotion	36.09	5.37	21.72	24.77	12.06	-
Confinement to quarters	92.36	7.64	-	-	-	-
Forfeiture of service	54.83	4.68	21.42	15.55	3.52	-
Dismissal/ Compulsory retirement	82.50	5.07	5.45	5.29	1.69	-
Demotion/reduction in pay	67.33	4.05	12.82	9.13	6.67	-

Source: Data Collected by the PhD Researcher

Analysis of punishments awarded to different ranks shows that although rules governing senior and junior ranks are the same yet punishments are mostly awarded to junior ranks. Data indicates that in the year 2009 none of the officers from senior

ranks was punished except for two DSPs getting the punishment of censure. This table shows that with increasing ranks severity of punishments decreases e.g. the punishment of confinement to quarters was not awarded to ranks above Head Constables, similarly other physical forms of punishment like extra drill were also not awarded to Inspectors. Percentage share of ranks in censure; an alternative to more serious measures of punishment, shows that with increasing ranks, percentage of personnel getting this punishment increases. It is observable that rules are not applied on an equal basis, which renders junior ranks more accountable as compared to senior ranks. It also reflects that policing system has an inherent characteristic to shift the responsibilities from senior to lower ranks.

Table 32: Percentage of Reward distributed at each ranks (2009)

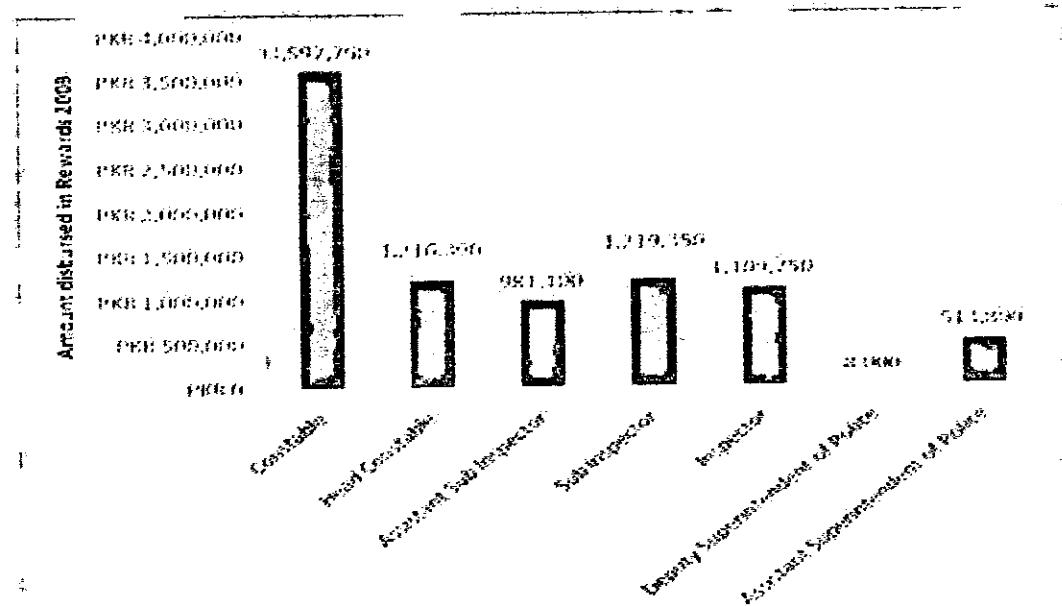
Rank	Percentage share of each rank during 2009							
	Constable	Head Constable	Assistant Sub Inspector	Sub Inspector	Inspector	Deputy Superintendent	Assistant Superintendent	Superintendent of Police
Commendation Certificate-I	39.63	23.98	12.98	11.00	12.41	-	-	-
Commendation Certificate-II	61.34	14.12	7.04	9.75	7.69	0.07	-	-
Commendation Certificate-III	62.41	14.22	9.84	8.98	4.55	-	-	-
Appreciation Letter	12.27	57.06	3.07	1.84	6.13	7.98	6.75	4.91

Source: Data Collected by the PhD Researcher

Breakup of rewards shows that rewards are mostly given to junior ranks. Most number of personnel receiving commendation certificates is from the rank of Constables and this percentage decreases from lower to higher ranks. However letters of appreciation are issued to all the ranks from constables to superintendents. The data reveals that lack of punishment or reward at higher ranks may turn their job

tedious and officers serving at these ranks may lose motivation to perform better either for reward or to avoid punishment.

Figure 18: Amount Disbursed in Rewards 2009



Source: Data Collected by the PhD Researcher

Of the cash distributed as reward in the 32 districts, data shows that largest amount of 3,597,750 PKR was disbursed for rewarding Constables and least amount of PKR 8000 was disbursed for rewarding DSPs. Majority of the cash rewards are for junior ranks while senior ranks receive less cash rewards in comparison; a possible reason is that senior ranks receive other fringe benefits.

6: VIII Police Practical Working

In order to analyze practical police working five case studies were carried out. These cases from different police establishments show as to how timely the response

of police is and how resources are mobilized in dealing with different kinds of cases.

Case studies selected for this purpose include;

Table 33: Case Studies

Police Establishment	Case	Date
Balochistan	Al-Quds day suicide attack, Quetta	3.9.2010
ICT Police	Marriott Hotel bomb blast, Islamabad	20.9.2008
KPK	Suicide attack on CCPD Peshawar Malik Saad	27.1.2007
Punjab	Terrorist attack Manawa Police Training School, Lahore	15.10.2009
Sind	Bank Dacoity, Karachi	13.12.2009

Details of all these cases show that security arrangements by police were in place wherever possible; in Manawa and in Peshawar ample security was present but the nature of attack were such that prevention was not possible. In Quetta security arrangements were also there but the procession took a different route without notifying the authorities and in case of Marriott attack and bank dacoity authorities had made arrangements of private security. When inquired whether these incidents could be prevented or not, responses show that it was not possible to prevent these incidents from taking place because of their nature as four of the cases were of suicide bombing, however some lessons learnt after these incidents were that:

- Police needs to adopt scientific methods for crime management and strengthen its information collection mechanism,
- Violation of planned routes for public gatherings and procession must be prevented,

- Sensitive places like police training school should have enhanced security and special precautionary measures must be taken while arranging security for places such as banks.

Table 34: Loss of Lives and Injuries

Case	No. of policemen who lost lives	No. of policemen who sustained injuries
Al-Quds day suicide attack, Quetta	-	-
Marriott Hotel bomb blast	5	13
Suicide attack on Malik Saad, Peshawar	7	22
Terrorist attack Manawa Police Training School, Lahore	12	33
Bank Dacoity, Karachi	-	-
Total	24	68

Source: Data Collected by the PhD Researcher

Police security was in place in most of these cases and the above mentioned statistics also indicate that police had provided security as a total of twenty four policemen lost their lives in these cases and sixty eight policemen got injured. Depending on the scale and nature of the incident different number of investigation officers were deputed which are tabulated below:

Table 35: Number of Investigation Officers

Case	No. of investigation officers deputed
Al-Quds day suicide attack, Quetta	20
Marriott Hotel bomb blast	15
Suicide attack on Malik Saad, Peshawar	5
Terrorist attack Manawa Police Training School, Lahore	10
Bank Dacoity, Karachi	2

Source: Data Collected by the PhD Researcher

Suicide attack in Quetta was on a massive scale as it caused 70 civilian deaths and 203 people got injured; it also led to a loss of property worth PKR 3.65,000 and 20 officers were deployed for the investigation procedure. In Marriott Hotel bomb

blast 50 civilians were killed and 140 were injured. property worth millions of rupees was lost and incident took place in the red zone; as extensive investigation was needed, perhaps that is why 15 investigation officers were deputed.

Table 36: Civilian Injuries, Loss of Lives and Property

Case	No. of Injured Civilians	Loss of Lives of Civilians	Loss of Property
Al-Quds day suicide attack, Quetta	203	70	3,650,000
Marriott Hotel bomb blast	50	140	In millions
Suicide attack on Malik Saad, Peshawar	Not provided	Not provided	Not provided
Terrorist attack Manawa Police Training School, Lahore	Not provided	Not provided	Not provided
Bank Dacoity, Karachi	7	7	-

Source: Data Collected by the PhD Researcher

Lack of resources is mentioned as a major impediment in police working by most of the police personnel, it is evident in all of these cases that separate budgets are not allocated for investigation, where budgets are allocated they don't trickle down. All of these cases are of significance as they concern provincial capitals. important personalities and places. even then no budget was allocated for investigation of the cases; except for the bank dacoity case in Karachi where police got Rupees twenty thousand budget for investigation of the case where recovery of a hefty amount of 150 million PKR was made.

Table 37: Number of Days for which scene of crime was preserved

Case	No. of days for which scene of crime was preserved
Al-Quds day suicide attack, Quetta	1
Marriott Hotel bomb blast	7
Suicide attack on Malik Saad, Peshawar	2
Terrorist attack Manawa Police Training School, Lahore	8
Bank Dacoity, Karachi	1

Source: Data Collected by the PhD Researcher

In most of the cases scene of crime is preserved for a day or two but in cases like Marriott or Manawa scene of crime had to be preserved for about a week as these locations were sensitive from the security point of view. Initial evidence is collected from the scene of crime and this process continues even after that, through necessary information from witnesses and other sources, this evidence collection can be for a few days, weeks or even months. Time taken in each of these cases to gather evidence is given below:

Table 38: Time taken to gather Evidence in each case

Case	Time taken to gather evidence
Al-Quds day suicide attack, Quetta	Still untraced
Marriott Hotel bomb blast	One month
Suicide attack on Malik Saad, Peshawar	Still untraced
Terrorist attack Manawa Police Training School, Lahore	3 months
Bank Dacoity, Karachi	2.5 months

Source: Data Collected by the PhD Researcher

After the initial investigation and evidence collection suspects are identified and once they are apprehended further progress on the case is possible. If the process of identification and arresting the suspects is swift it depicts efficient working of

police however it must be mention here that there are other factors that can also be responsible for delaying the process.

Table 39: Identification and arrest of Suspects

Case	No. of suspects identified	No. of suspects apprehended	Time taken to capture suspects
Al-Quds day suicide attack, Quetta	-	-	-
Marriott Hotel bomb blast	7	4	1 month
Suicide attack on Malik Saad, Peshawar	2	-	-
Terrorist attack Manawa Police Training School, Lahore	5	1	-
Bank Dacoity, Karachi	13	5 *	5 days

Source: Data Collected by the PhD Researcher

Arresting the suspects has been prompt in two of the cases out of three in which suspects were identified, which shows timely response of police: two cases are still be detected

Table 40: Current Status of Cases

Case	Actions taken by police	Current status
Al-Quds day suicide attack, Quetta	Collection of evidence, Apprehension of suspects	Under investigation
Marriott Hotel bomb blast	Registration of criminal case Collection of evidence, Apprehension of suspects	Culprits have been released by court due to lack of evidence.
Suicide attack on Malik Saad, Peshawar	Apprehension of 1 suspect	Culprits have been released by court due to lack of evidence.
Terrorist attack Manawa Police Training School, Lahore	Suspects were traced	Culprit has been released by court due to lack of evidence.
Bank Dacoity, Karachi	Arrest of 5 culprits, recovery of 15 crore	Pending trial in the court of district and session judge

Source: Data Collected by the PhD Researcher

For better crime detection, liaison with other agencies it is necessary along with support from administrative and supporting units. Details of all of these cases

show that police establishments got support from relevant intelligence agencies (CID, IB, FIA, ISI) during the investigation procedure. In Manawa case a joint investigation team was formed which also included members of intelligence agencies. Information collected shows that relevant administrative and supporting units were also helpful during the course of investigations in all these cases. Requisite forensic help was also provided in all of the cases except for Bank dacoity in Karachi. But as is evident, the standard of investigation is very poor as in 3 cases, culprits have been released due to lack of evidence, and while the bank dacoity case in Karachi is under trial. There is lack of coordination between National Police Management Board and National Authority to counter terrorism.

CHAPTER 7: PERCEPTIONS OF GOVERNANCE IN POLICE ADMINISTRATION

Governance is the state of power relationships across different levels of a hierarchy. These power relationships are manifested most clearly in decision making. Therefore governance is defined as “the process of decision making and the process by which decisions are implemented”.²⁷⁵

It is also described as “a process by which power is exercised without explicitly stating the ends being sought.”²⁷⁶ Good governance in any organization can be ensured where this decision making involves transparency, accountability, equity and inclusiveness, rule of law, efficiency and effectiveness. Although there are other indicators of good governance but indicators relevant to police administration have been discussed here. The function of governance in any organization is that it “fulfills the overall purpose and intended outcomes”²⁷⁷ and operates in an “effective and efficient manner”²⁷⁸. Purpose in case of police organization is protection of life, property, liberty of citizens and preservation and promotion of public peace. All of the people who are a part of the police organization must also be clear about the functions of governance and their own responsibilities as a part of police administration. They should also be clear about the roles of others to ensure proper administration.

²⁷⁵ Available at <http://www.actionaid.org/pakistan/1791.html>. Accessed on 20 October 2010.

²⁷⁶ Abdellatif, Adel M., *Good Governance and its Relationship to Democracy and Economic Development*. Global Forum III on Fighting Corruption and Safeguarding Integrity, May 2003

²⁷⁷ The Good Governance Standard for Public Services, *The Independent Commission on Good Governance in Public Services*,

Available at http://www.cipfa.org.uk/pt/download/governance_standard.pdf. Accessed on 20 October 2010.

²⁷⁸ *Ibid.*, p. 7

functioning. Follow up regarding the implementation of decisions is equally important and efficient use of resources must be taken care of. On the other hand governing bodies also need to have multiple accountabilities forum; to citizens and to higher authorities.²⁷⁹

Table 41 is indicative of the transformation of the governance factors under discussion during the course of Indian history.

Table 41: Timeline of Good Governance Indicators

Governance Indicator	Pre-British	British Era	Post-Independence
Transparency²⁸⁰	Lack of set rules and regulations regarding recruitment, training, intelligence gathering, community policing, information collection, detection and prevention of crime.	Some degree of transparency in this era. Set pattern for recruitment, training, intelligence gathering etc.	Rules and laws are in place but access to information regarding police working is not satisfactory.
Accountability²⁸¹	Although external accountability to locals or public was lacking yet kotwals and faujdars were accountable to the rulers and kings. Each officer was accountable to his superior. ²⁸²	Police Act of 1861 laid down, that police are accountable for their conduct but it lacked proper mechanisms for external accountability in particular. ²⁸³	Police order 2002 has criminalized police malpractices as non registration of FIR, vexatious entry, use of torture etc. Provides external accountability through Public Safety and Police Complaint Commissions
Equity and Inclusiveness²⁸⁴	This era was marked by hierarchical systems of policing, no specific rules existed during this period but practices did not include equity and inclusiveness.	During British era documentation was initiated but no rules were made to ensure equity and inclusiveness.	Equity and inclusiveness standards have not been included in the Police Rules or Police Order but it is generally perceived that equity and

²⁷⁹ *Ibid.*, p. 23

²⁸⁰ Decisions taken and their enforcement are done in a manner that follows rules and regulations; information is freely available and directly accessible to those who will be affected by such decisions and their enforcement.

²⁸¹ Decision makers within the organization are accountable to internal as well as external stakeholders.

²⁸² Gosh, Gautam, *Police Accountability at the Cutting Edge Level*, New Delhi: A. P. H. Publishing Corporation, 2007, p. 14

²⁸³ “Police Act 1861: Why We Need To Replace It?” CHRI, 2005, p. 6

²⁸⁴ All persons existing within the organization and those served by it have the opportunity to receive the level of service desired.

			inclusiveness are not practiced.
Rule of Law ²⁸⁵	Setting, interpreting and implementation of laws was not properly done as rules were lacking regarding recruitment, training, intelligence gathering and detection and prevention of crime so rule of law could not be ensured.	Condition of rule of law was comparatively better as is evident from relatively transparent system of recruitment, intelligence gathering, community policing and detection and prevention of crime.	Rule of law in post independence period improved through formal setting of laws regarding recruitment, training, intelligence gathering, community policing and detection and prevention of crime. Implementation of these rules needs to be empirically tested.
Efficiency and Effectiveness ²⁸⁶	Purposes of maintaining law and order and glorifying the ruler were duly served.	Police during this era was professional and making use of the resources maintained law and order and was found to be effective.	Considering the need of the society and precarious situation of law and order it cannot be regarded as efficient.

Source: PhD Researcher's own compilation from various sources

This timeline shows that indicators of good governance; transparency, accountability, equity, rule of law, efficiency and effectiveness have showed some degree of improvement over the pre-British and British eras, though the situation cannot be regarded as ideal.

These indicators of Good Governance are common to all States; however they may differ in connotation and in implementation.

²⁸⁵ Strict adherence to the legal frameworks under which the organization operates

²⁸⁶ The processes and operation of the police organization produce results that meet the needs of all stakeholders while making the best use of allocated resources.

Table 42: Indicators of Good Governance in Police Administrations at International Level

Countries/ Indicators	Pakistan	India	United Kingdom	New York Police Department	Malaysia
Transparency²⁸⁷	Formal setup of recruitment, training, intelligence gathering, community policing, detection and prevention of crime ensure transparency.	Proper rules and regulations for the police administration are steps towards ensuring transparency.	Transparency exists at every level of police administration like recruitment, training, intelligence gathering, prevention and detection of crime.	Transparency is evident from the formal rules and regulations set up by the police administration.	Although formal rules and regulations show that transparency exists but surveys show almost half of the sample consider police least transparent. ²⁸⁸
Accountability²⁸⁹	Police order 2002 has criminalized police malpractices as non-registration of FIR, vexatious entry, use of torture etc. External accountability through public safety commissions.	Police act of 1861 lays internal accountability measures and external is through judiciary, NGOs, human rights commission and media. However external accountability is largely defective.	Through oversight bodies like HMIC, performance evaluation. External (informal) methods include Media and NGOs. ²⁹⁰	Internal mechanisms include watching over the conduct through written policies, supervision, evaluation, investigations. External: citizen oversight agencies. ²⁹¹	According to Royal Commissions report on police proper police accountability measures are lacking, especially external accountability measures are needed.

²⁸⁷ Decisions taken and their enforcement are done in a manner that follows rules and regulations; information is freely available and directly accessible to those who will be affected by such decisions and their enforcement.

²⁸⁸ Available at http://www.infernalramblings.com/articles/Malaysian_Government/174/. Accessed on 12 August 2010.

²⁸⁹ Decision makers within the organization are accountable to internal as well as external stakeholders.

²⁹⁰ Mawby, Rob and Dr. Alan Wright, *Police Accountability in the United Kingdom*, CHRI, 2005

²⁹¹ Walker, Samuel, *Police Accountability: Current Issues and Research Needs*, 2007

Rule of Law²⁹²	As formal rules and regulations exist in the police administration it can be said that rule of law is practiced.	The institutional responsibility of setting and implementing laws is fulfilled, so rule of law exists.	Rule of law exists.	Rule of law exists.	Rule of law exists.
Efficiency and Effectiveness²⁹³	Precarious situation of law and order in the country indicates ineffectiveness of police.	Relatively police is efficient; it cannot be regarded as completely proficient because issues of law and order persist.	Crime levels are going down in UK so police administration is effective. ²⁹⁴	Crime rates have decreased in New York over the last decade so police has served the purpose and can be called effective. ²⁹⁵	Many law and order problems in Malaysia and extensive human rights violations by the police make it inefficient.

Source: PhD Researcher's own compilation through various sources

It has been mentioned in chapter 1 that good governance within police administration depends on the tenets of police administration therefore any change towards making police a better organization will require changing the administrative practices but before linkages can be developed between good governance and police administration, an understanding of good governance and how it applies to police organization is important.

7: I Transparency

Transparency is a basic requirement of good governance. Police organization is supposed to be transparent and accountable and both of these parameters are prerequisites for each other. Transparency means that "decisions taken and their enforcement are done as per rules and regulations; information is freely available and

²⁹² Strict adherence to the legal frameworks under which the organization operates

²⁹³ The processes and operation of the police organization produce results that meet the needs of all stakeholders while making the best use of allocated resources.

²⁹⁴ Available at <http://www.guardian.co.uk/news/datablog/2010/apr/22/uk-crime-rates-police-force>

²⁹⁵ Langan; Matthew R. Durose (2003 December 3-5). "The Remarkable Drop in Crime in New York City". *2003 International Conference on Crime*, Rome, Italy. Accessed on 12 August, 2010.

directly accessible to those who will be affected by such decisions and their enforcement.”²⁹⁶

There are four kinds of mechanisms or criteria to judge transparency as explained by Lindsay Stirton and Martin Lodge²⁹⁷. Information (like analysis of annual reports, preparation of annual policing plans, performance evaluation, availability of crime data etc.), choice, representation (representation of interests of both the parties; all the members of the police administration from constables to IGP as well as citizens getting fair opportunity, access to justice, share in policy making process) and voice (individual participation and contribution of people who are a part of the police administration and even public, their perceptions and opinions are respected and implemented, if valid).

In the context of police administration, lack of access to information within police, absence of choice and representation and inability of police officials to voice their concerns and opinions has led to lack of transparency in police organization. Regarding police professional working, all these four factors are missing in police-public relationship; which makes police non transparent from a public perspective.

As mentioned above information or access to information is a mechanism for measuring transparency. This mechanism is clearly lacking in Pakistan police. Access to annual reports is not possible for public, annual reports and performance evaluations are only circulated within police organization as a result it is not possible for public to keep a check on the working of police or question any decision that involves them.

²⁹⁶ “What is Good” Governance. United Nations ESCAP. <http://www.unescap.org/huset/gg/governance.htm>, accessed on 12 June, 2010

²⁹⁷ Stirton, Lindsay and Martin Lodge. *Transparency Mechanisms: Building Publicness into Public Services*, Journal of Law and Society, Vol. 28, No. 4 (Dec. 2001)

For making access to information possible, an access to information policy was formulated for Punjab Police²⁹⁸ and was also adopted by Sind Police. This policy requires government offices to provide the information they hold, to public whenever they want. FAFEN (Free and Fair Election Network) *Police Station Monitor Report*²⁹⁹ shows that in Punjab 35.3% and in Sind 29.4% of SHOs are not even aware of this policy and in most of the cases information access officers have not been designated.

Table 43: Information Access Policy

Indicators		Punjab	Sind
SHO is aware of the access to information policy.	Yes	51%	64.7%
	No	35.3%	29.4%
	Unshared	0%	5.9%
	Unavailable	3.9%	0%
Information access officer is designated at the police station.	Yes	37.3%	35.3%
	No	58.8%	58.8%
	Unshared	0%	5.9%
	Unavailable	3.9%	0%
A register is maintained for recording access to information requests.	Yes	19.6%	58.8%
	No	76.5%	35.3%
	Unshared	0%	5.9%
	Unavailable	3.9%	0%

Source: *More Resources, Greater Oversight for Police Efficiency*, FAFEN Police Station Monitor, Free and Fair Election Network, March 2011

Implementation of information access policy shows that not many requests have been received by the police stations. A major reason for that can be ignorance, even in public regarding this policy.

²⁹⁸ *Punjab Police Access to Information Policy*, Available at <http://foiakistan.com/articles/Punjab%20Police%20ATI%20Policy.pdf>. Accessed on 3 March 2011.

²⁹⁹ *More Resources, Greater Oversight for Police Efficiency*, FAFEN Police Station Monitor, Free and Fair Election Network, March 2011, p. 5

Table 44: Implementation of Information Access Policy

Indicators	Punjab	Sind
Information requests received by police stations	27.5%	35.3%
Copies of FIR are accessible to public	84.3%	64.7%
Copies of challans to courts accessible to public	35.3%	52.9%

Source: *More Resources, Greater Oversight for Police Efficiency*, FAFEN Police Station Monitor, Free and Fair Election Network, March 2011

Organizational governance and the concept of transparency can be related to Bentham's principle of good governance which says that 'the more strictly we are watched, the better we behave'³⁰⁰, which means that keeping a close check on police improves its working. This discussion has revealed that there are not many mechanisms for keeping a check on police working.

Definition of transparency suggests that following rules and regulations is necessary during the process of decision-making and enforcement. In case of Pakistan rules and regulations have been set up by the police administration for different process like recruitment, training, prevention and detection of crime etc (Chapter 5); execution of these rules however is more important to indicate the level of transparency. Primary data on recruitment shows that recruitment is not done on the basis of standards that have been set because a large number of police personnel are under-qualified (table 18, chapter 6). Similarly data on training also indicates that it is not conducted according to Police Rules 1934. It has been categorically mentioned that annual training is mandatory for all the constables however figures show that only 5.44% of the Constables are trained in the 32 districts (table 20, chapter 6)

³⁰⁰ Quoted in C. Hood et al., *Regulation inside Government: Waste-watchers, quality police and sleaze-busters*, 1999

This discussion leads us to the conclusion that police administration does not fulfill the criteria of transparency because information regarding police is not freely available or easily accessible and process such as recruitment and training are not strictly followed in accordance with the rules and regulations.

7: II Accountability

Accountability is a key requirement of good governance and it means being held responsible and answerable for specified results as outcome of an activity over which one has authority. Decision makers in the organization are accountable to both internal as well as external stakeholders.³⁰¹

O' Donnell³⁰² makes a distinction between horizontal and vertical accountability³⁰³ and describes vertical accountability's instruments to be the media and public, as people are primarily affected by decisions or steps taken by the police. O' Donnell then goes on to describe horizontal accountability to be the type in which state or the higher authorities hold any public official or a public service organization accountable. It varies from routine oversight to criminal sanctions.

Police Order 2002's preamble states that: "Whereas the police have an obligation and duty to function according to the constitution, law and democratic aspirations of the people and whereas such functioning of the police requires it to be professional, service-oriented and accountable to the people"³⁰⁴. This Order includes

³⁰¹ Jones, Matthew, *Governance, Integrity and the Police Organization*, *Policing: An International Journal of Police Strategies and Management*, Vol. 32, No. 2, (2009), p. 345

³⁰² O' Donnell, *Horizontal Accountability in New Democracies*, quoted in Stirton, Lindsay and Martin Lodge, *Transparency Mechanisms: Building Publicness into Public Services*, *Journal of Law and Society*, Vol. 28, No. 4 (Dec, 2001) p. 474

³⁰³ Stirton, Lindsay and Martin Lodge, *Transparency Mechanisms: Building Publicness into Public Services*, *Journal of Law and Society*. Vol. 28, No. 4 (Dec. 2001) p. 474

³⁰⁴ Preamble, Police Order, 2002

proper mechanisms for enhancing, not only for horizontal but also for vertical accountability as described by O' Donnell; this will be discussed later in the study.

According to Andreas Schedler; the concept of accountability is two-dimensional and comprises of answerability or the monitoring, and enforcement or the threat of sanctions for abuses of exercise of power.³⁰⁵ Another widely understood concept of accountability is in terms of internal and external accountability and Pakistan police theoretically has the mechanisms for both in the Police Order 2002. Public safety commissions at the federal, provincial and district levels if established and functional can serve to institutionalize public accountability of police force.

The main responsibilities of the District Public Safety and Police Complaints Commission (DPSPCC) as envisaged in Police Order 2002 include: approve the local policing plan³⁰⁶, "take steps to prevent the police from engaging in any unlawful activity arising out of compliance with unlawful or mala fide orders"³⁰⁷, cause registration of FIR within 48 hours when warranted³⁰⁸, hear complaints³⁰⁹, conduct fact-finding and refer a matter to Provincial Public Safety and Police Complaints Commission if the head of the district police does not act on the matter³¹⁰.

In addition to above mentioned functions the Provincial Public Safety and Police Complaints Commission (PPSPCC) is also supposed to play the important role of facilitating the establishment and functioning of the Citizens-Police Liaison Committees (CPLCs)³¹¹, coordinating the functioning of DPSPCCs³¹².

³⁰⁵ Schedler, Andreas, et. al., ed., *The Self Restraining State: Power and Accountability in New Democracies*, Lynne Rienner Publishers, 1999, p. 26

³⁰⁶ Article 44(1)(a) of the Police Order, 2002

³⁰⁷ Article 44(1)(e) of the Police Order, 2002

³⁰⁸ Article 44(1)(h) of the Police Order, 2002

³⁰⁹ Article 44(1)(l) of the Police Order, 2002

³¹⁰ Article 44(1)(m)(ii) of the Police Order, 2002

³¹¹ Article 44(1)(m)(iii) of the Police Order, 2002

³¹² Article 80(1)(c) of the Police Order, 2002

implementations of the provincial policing plan³¹³ etc. This oversight body for the police has both elected and nominated members at all the three levels.³¹⁴

As mentioned earlier that the fate of Police Order 2002 is in limbo (Order restored but not being implemented), however, this Order provided for enhanced police accountability, for example, it envisaged, the National Public Safety Commission as responsible institution for overseeing functioning of federal law enforcement agencies at national level³¹⁵, facilitating functioning of the CPLCs³¹⁶, implementing plans prepared by heads of federal law enforcement agencies³¹⁷ and coordinating functions of PPSPCCs³¹⁸.

In terms of internal accountability as well, the Police Order 2002 criminalizes a number of police malpractices such as non-registration of First Information Reports (FIRs), vexatious entry, search, arrest, seizure of property, use of torture, delay in bringing an arrested person to court and notifications regarding the grounds of arrest.³¹⁹ Although these mechanisms have been included in Police Order 2002 yet because of hindrances in implementation process these mechanisms have either not been properly established or have not been effective as discussed in detail in chapter 5 (table 10-16). Partial implementation and stunted progress of Police Order 2002, particularly the provisions on accountability still leave police largely unaccountable.

A survey was conducted for the purpose of this research. 40 key informants: including retired and serving bureaucrats, members of civil society and students were

³¹³ Article 80(2)(a) of the Police Order, 2002

³¹⁴ Abbas, Hassan, *Police and Law Enforcement Reform in Pakistan: Crucial for Counterinsurgency and Counterterrorism Success*, April 2009

³¹⁵ Article 92(1) of the Police Order, 2002

³¹⁶ Article 92(2) of the Police Order, 2002

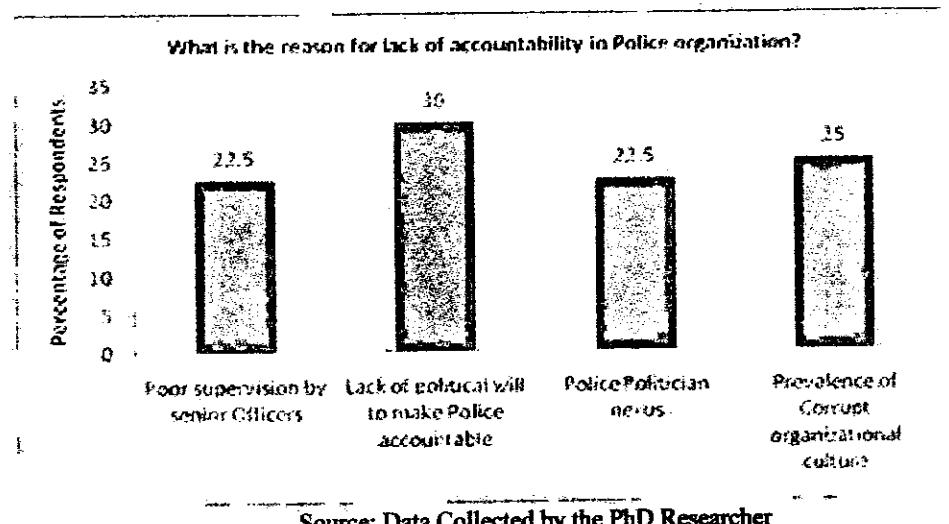
³¹⁷ Article 92(3)(d) of the Police Order, 2002

³¹⁸ Article 92(3)(i) of the Police Order, 2002

³¹⁹ Suddle, Muhammad Shoaib, *Police-Executive Relationship in Pakistan*, Police Reforms in South Asia Sharing of Experiences, March 2007

asked about the reasons of lack of accountability in police. Results show that maximum number of respondents mentioned lack of political will to make police accountable as the main reason; behind lack of accountability of police.

Figure 19: Reasons for Lack of Accountability of Police



Source: Data Collected by the PhD Researcher

According to Transparency International's *Global Corruption Barometer* 2007, police was perceived as the most corrupt public organization in Pakistan.³²⁰ Pakistan Rule of Law Assessment Report³²¹ mentions that; in around \$100 a month pay for the lower scales it is hard for police personnel to ensure a decent living whereas the level of commitment demanded in the current security situation is really high; There are extensive VIP duties and there are almost no prospects of advancement for the lower rank police officers; They are often compelled to resort to illegal means. However the situation is different at the moment as pay scales were

³²⁰ "Report on the Transparency International Global Corruption Barometer 2007," *Transparency International* (December 6, 2007): 22, Available at: www.transparency.org/content/download/27256/410704/file/GCB_2007_report_en_02-12-2007.pdf, Accessed on 12 July 2010.

³²¹ Dr. Blue, Richard and Richard Hoffman, *Pakistan Rule of Law Assessment: Final Report*, USAID, November 2008

revised in all the provinces in 2008 (table 28, chapter 6) (is now around \$300 a month).

The working conditions of most police officers are, putting it mildly, appalling; they have no facilities of boarding, lodging and conveyance. This dearth of resources however is typical to rural police stations where the responsibility of police is mainly confined to the collection of intelligence, verification of character, protection of vital points, registration and investigation of criminal cases. Police in general have to perform their duties for long and uncertain hours with high risk to their lives. They are in the frontline against terrorism and organized crime.³²²

A comparison of corruption perception indices of different countries with Pakistan also shows that Pakistan police does not fare well; Pakistan ranks 143rd on the index which indicates widespread perception about police as a corrupt organization.

Table 45: Comparison of Corruption Perception Indices

Sr. No.	Countries	Corruption Perception Index (CPI) 2010	
		Rank	CPI Score
1.	UK	20	7.6
2.	USA	22	7.1
3.	Malaysia	56	4.4
4.	India	87	3.3
5.	Pakistan	143	2.3

Source: Available at http://www.transparency.org/policy_research/surveys_indices/cpi/2010/results

National Corruption Perception Surveys for the years 2002, 2006, 2009 and 2010 also show that the police are perceived as the most corrupt department in Pakistan and this perception has continued for quite some time now.

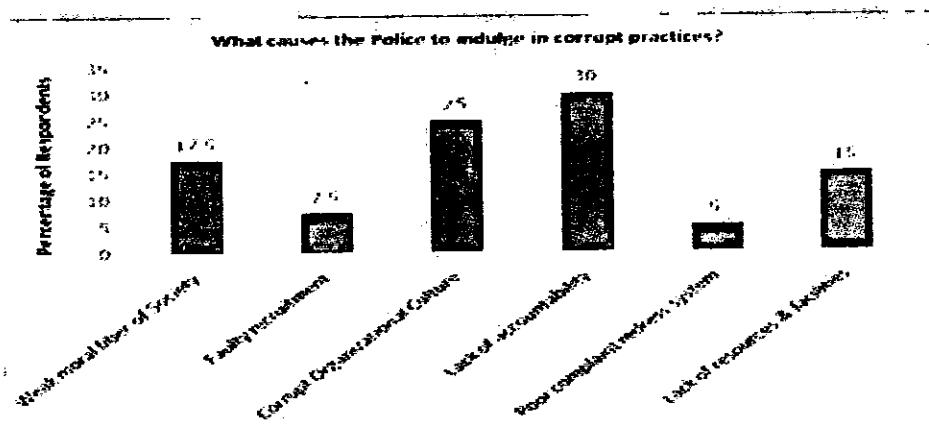
³²² Shigri, Afzal, "Rooting Out Police Corruption", *The News*, (Islamabad), 14 March, 2005.

Table 46: National Corruption Perception Survey

Sr. No.	Years			
	2010	2009	2006	2002
1.	Police	Police	Police	Police
2.	Power	Power	Power	Power
3.	Land Administration	Health	Judiciary	Taxation
4.	Education	Land Administration	Land Administration	Judiciary
5.	Local Government	Education	Taxation	Custom

Source: National Corruption Perception Survey, Transparency International Pakistan, 2010

During the survey forty key informants were inquired about the reasons for police' indulgence in corrupt practices; results indicate that lack of accountability is the main reason according to most of the respondents for involvement of police in corrupt practices.

Figure 20: Reasons for Indulgence of Police in Corrupt Practices

Source: Data Collected by the PhD Researcher

“Corrupt organizational culture” and “Lack of Accountability” account for well over half of the responses to this question. It can be inferred that new recruits see corrupt practices and realize that the organization sees them as acceptable. There is

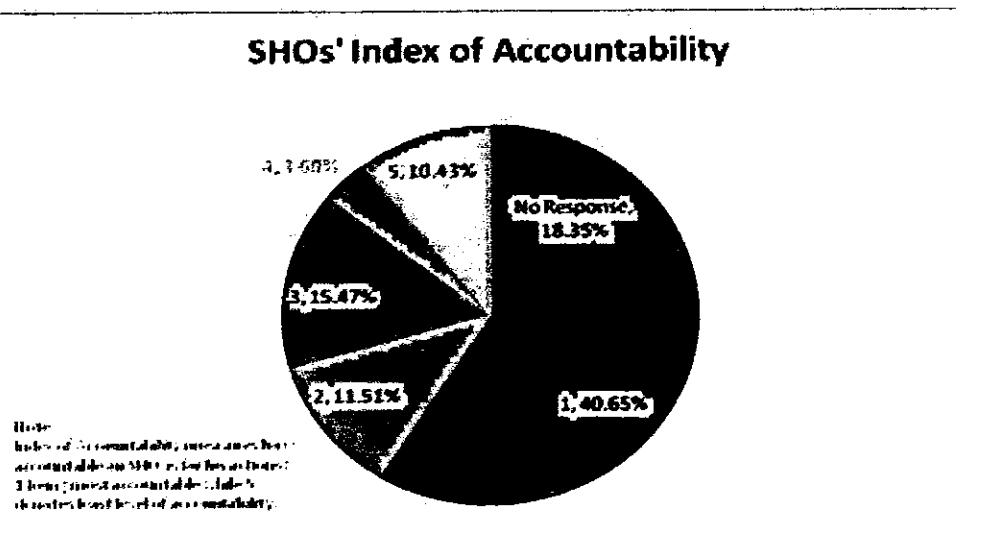
seemingly no penalty or accounting for corrupt practices, so there is little or no deterrence exerted on personnel.

In Punjab, the establishment of an Inspection and Vigilance cell, on the basis of Article 10 (3) of Police Order 2002 is another step for making police accountable and restore public confidence in the police. Additional Inspector General is in charge of this cell. One SP is nominated member of the inspection and vigilance cell on each region including the Capital City District. Functions performed by this cell are as follows: Formal/informal inspection of the police stations and various posts, fact finding inquiries into complaints of corruption, police high handedness etc., verification of police performance, complaints of non-registration of cases, or any other tasks assigned by PPO.³²³

Of most concern, it seems that weakness in external oversight of the police have made the police less governable. The consequence is that the incidence of police excess and torture during pre-trial detention has increased markedly, along with the perception that police are unresponsive to increasing violence. As a result police reforms are in serious danger of being perceived as a one-way street on which the police has simply secured more resources and autonomy while becoming less accountable. (ADB, DFID & WB 2004: Overview, p. 9)

During the collection of primary data SHOs in 278 of the Police Stations were asked how accountable they were for their actions and responses. They had to provide their responses on a scale of 5-1 denoting the highest degree and 5 indicating lowest degree.

³²³ Annual Administration Report, Punjab Police 2009

Figure 21: Level of Accountability of SHO

Source: Data Collected by the PhD Researcher

Almost 30% of respondents felt only moderately accountable for their actions. The fact that 18% of the SHOs did not respond to this query is surprising, it appears they do not even feel accountable enough to respond. If the leaders do not feel accountable, the result down below would obviously be the same. It can also be said that SHOs do not feel accountable because they get postings by exerting extraneous pressure. Beside supervisory officers being less proficient, fails to check, do not want to check or are not in position to hold such officers accountable. Performance is measured only by statistics which can be tampered with easily.

7: III Equity and Inclusiveness

Equity and inclusiveness in police administration means that all the members of the police organization feel that they have stakes in it and do not feel alienated. "All persons in the organization and those served by it have the opportunity to receive

the level of service they deserve".³²⁴ In police administration equity needs to be ensured in different aspects; training, rewards and punishments, availability of facilities to different police stations, salaries etc.

In terms of training equity has to be maintained, all personnel of the same rank should get equal opportunities of getting trained and developing their organizational skills. Opportunities of training should also be similar for lower and higher ranks. Percentage of personnel trained within a rank can serve as an indicator of equity, this percentage (table 20, chapter 6) shows that Inspectors and Constables are the least trained ranks. A general trend apparent from the results is that lower ranks do not get enough opportunities of training as compared to higher ranks. Another example of inequity in training is that female police officers do not get training on investigation. as such their skills are not developed in that particular field resultantly those posts are filled by male investigative officers.³²⁵

Punishments and rewards should be given fairly and on the basis of equity. Rewards and punishments have been extensively discussed in section 6: VII of this dissertation. Firstly, the findings indicate that punishments are mainly given to lower ranks; in 2009 in the covered 32 districts all of the punishments were given to lower ranks and only two DSPs were punished. Secondly, breakup of punishments and share of each rank in punishments indicates that with increasing ranks severity of punishments also decreases. Both of these factors show that equity is not maintained while giving punishments.

Inequity is also apparent in the division of facilities provided to police personnel junior ranks are not provided with even the basic facilities in the barracks

³²⁴ Jones, Matthew, *Governance, Integrity and the Police Organization*, Policing: An International Journal of Police Strategies and Management, Volume 32, Number 2, (2009), p. 345

³²⁵ Interview DSP Nighat, 13th July 2010.

and police stations (washrooms, messing, lodging and clean drinking water). In this state of affairs junior ranks cannot be expected to perform well and brood over the reputation of the police organization. Similarly availability of facilities at the police stations should also be on equal basis however data given in section 6: V shows that inequity also prevails here.

Distribution of resources; weapons and vehicles in districts also shows that their numbers drastically vary from one district to another (table 29, chapter 6). In the distribution of resources equity among rural and urban areas should also be maintained. All the resources and facilities available to urban police stations must also be made available to rural police stations. Although rural and urban divide is beyond the ambit of present research but this issue can be further analyzed and evaluated.

Salary structures of different police establishments (table 28, chapter 6) are again indicative of inequity within police administration. There is a lot of difference between the salary structures of ICT police and Balochistan police. According to primary data based on salary structures for the year 2008, a constable in Balochistan is paid 14,504 PKR and a constable in ICT police gets 30,064 PKR. Any constable who joins police would expect the same level of pay as the duties performed by all the constables are more or less similar but it is apparent that their pay structures do not match. Also the perks and privileges at the disposal of police officials, are only available to higher echelons. All of the above mentioned factors show that inequity is prevalent in police administration.

7: IV Rule of Law

Rule of law is rule-based decision making. Rule of law in literal terms means institutional process of setting, interpreting and implementing laws and other regulations. Everyone should be subject to known and standing laws.³²⁶ United States Supreme Court Justice Anton in Scalia described “rule of law as a law of rules”.³²⁷ When it comes to application of the notion of rule of law to police administration it can be said that rule of law exists in the police administration when the laws followed by it are in public knowledge, are unambiguous and apply to everyone equally.

Rule of law is not practiced in police, merit is not adhered to and laws and rules are only implemented on weaker individuals and those having links in the corridors of power are beyond the reach of the law. Empirical testing of implementation of rules and regulations in police administration also gives similar results. Examples of recruitment, training and accountability have been extensively discussed already which show that rule of law does not exist in police administration.

7: V Efficiency and Effectiveness

Efficiency and effectiveness in police administration means that it “produces results that meet the needs of society while making the best use of resources at its disposal.”³²⁸

According to United States Agency for International Development's (USAID) assessment of rule of law in Pakistan³²⁹, criminal cases in Pakistan move slowly as the

³²⁶ Available at http://www.gdrc.org/u-gov/doc-oecd_ggov.html

³²⁷ Todd J. Zywicki, “The Rule of Law, Freedom and Prosperity”, *Supreme Court Economic Review*, Volume 10 (2003), p. 11

³²⁸ “What is Good Governance, United Nations ESCAP, <http://www.unescap.org/huset/gg/governance.htm>, Accessed on 12 June 2010.

investigative procedures are inefficient. From registration of a "First Information Report" (FIR) to the arrest of suspect, till the trial takes place is a long process. Often investigations are not processed further after filing FIR because at times the primary information collected by the police is insufficient and even incorrect. Courts also do not exercise the power of habeas corpus usually to see if the defendant can be detained or not. As police is one of the organizations responsible for the maintenance of rule of law within the country so its effectiveness can be gauged according to the degree of efficiency with which they ensure rule of law. For effective rule of law reliable services of police are necessary with unabated inspections and close supervisions by senior management.

Impediments and challenges to rule of law have increased violence and terrorist activities throughout the country. There is a significant rise in the rate of petty crimes; street crimes in particular which affect the citizens directly in their daily life. Upon evaluating the statistics of recorded crimes from 2001 till 2009, it is apparent that crimes all over the country have increased over the years.

Crimes against person, property and traffic accidents all have been on the rise from 2001 onwards but it must also be mentioned here that crime rates are in fact affected by socio-economic and political factors. From 2001-2009 population, poverty, unemployment and inflation have substantially increased but police strength has remained almost the same so factual increase in crimes is almost negligible. It is also pertinent to remember that crime rates are not the only indicator to gauge police efficiency.

³²⁹ Dr. Blue, Richard and Richard Hoffman, *Pakistan Rule of Law Assessment: Final Report*, USAID, November 2008

Table 47: Total Recorded Crime (2001-2009)

Offence	2001	2002	2003	2004	2005	2006	2007	2008	2009
Crimes against person	63281	62586	65971	72108	72425	77142	77414	88232	88822
Crimes against property	58342	58991	65484	72410	79151	95069	93971	114030	115782
Traffic accidents	11232	10886	11606	11909	11689	11769	12439	10822	10156
Total PPC crimes	216170	206170	222848	253496	256272	309191	303926	359807	385842
Local and special laws	164489	192506	177832	188411	191484	228675	234122	232696	385842
Total recorded crimes	380,659	399,006	400,680	441,907	447,756	537,866	538,048	592,503	616,227

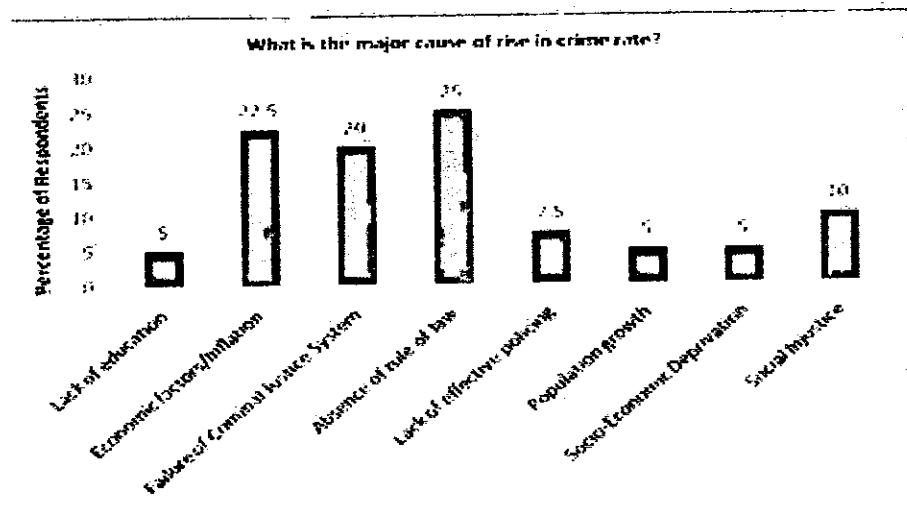
Source: National Police Bureau, 2010.

According to a DSP³³⁰,

Police is fairly efficient considering the dearth of resources at its disposal and if police is regarded as being inefficient then the responsibility lies with the government that has not provided police with the requisite facilities. The rate of crimes has increased in the country but the responsibility of this increase in crimes cannot be placed upon the police because there are a number of social factors that are causing this increase like poverty, unemployment, inflation etc. Government needs to take care of all these problems in order to decrease crime rate in the country.

There has been a difference of opinion and views about the reasons behind this surge in crime and this has been clearly reflected in the survey results as well.

³³⁰ Interview DSP Nighat, 13th July 2010.

Figure 22: Major Causes of Rise in Crime Rate

Source: Data Collected by the PhD Researcher

The highest rated cause is “Absence of rule of law.” Apparently a lack of will exists to ensure a lawful and orderly society. This is followed by economic factors and a failure of the criminal justice system to effectively perform. This seems to validate the axiom, “No justice, no peace.” (For reasons behind lack of willingness on part of policy makers to control crime see appendix 7, figure 7)

Table 48 is also indicative of the efficiency and working of police based on the number of complaints filed in the courts of session judges (2002-2009) from all over Pakistan.

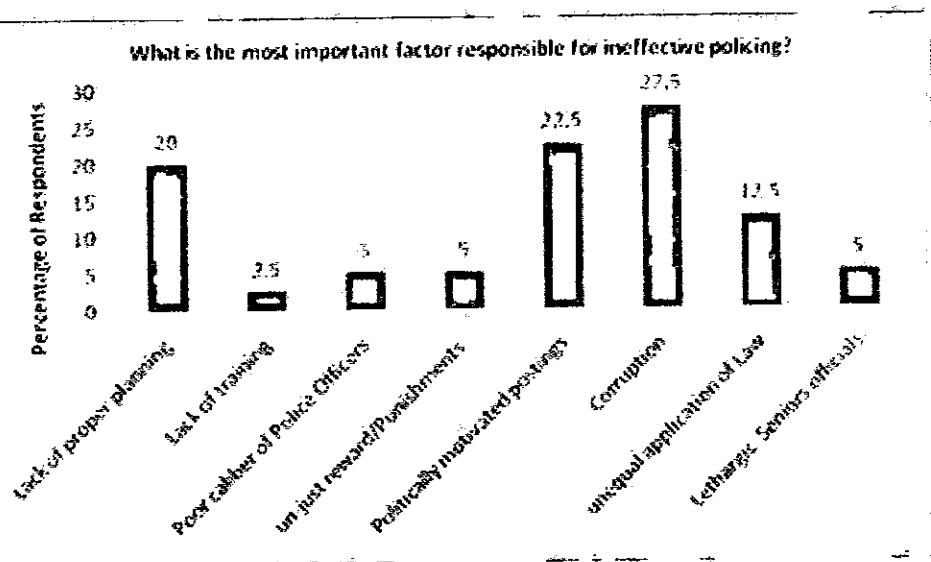
Table 48: Complaints against Police in Courts of Session judges (2002-2009)

Year	Complaint Category		
	Harassment	Non-registration of FIR	Habeas Corpus
2002	608	1003	1970
2003	8614	20301	5577
2004	13443	45943	5974
2005	14244	56469	6136
2007	13224	47386	5678
2008	25970	106668	11706
2009	31648	139527	14979
Increase since 2002	52 times	139 times	8 times

Source: National Reconstruction Bureau, 2010

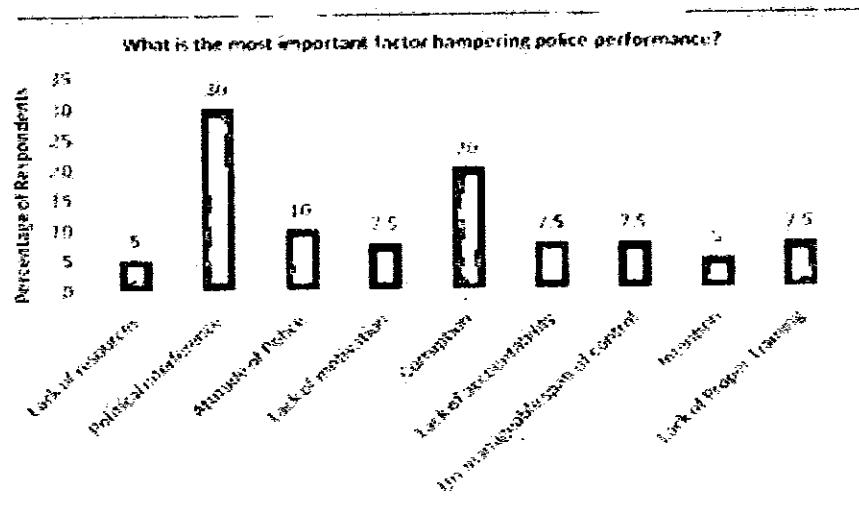
These statistics show that police has not been able to produce the desired results and thus is considered inefficient. Reasons for this omnipresent inefficiency in the working of police administration varies however survey results indicate that most of the respondents consider police corruption as the most important factor followed by politically motivated postings and lack of proper planning. Other reasons in order of significance are lack of training, unjust system of rewards and promotions, poor caliber of police officers and their lethargic attitude.

Figure 23: Factors behind Ineffective Policing



Source: Data Collected by the PhD Researcher

To find out the possible reasons behind poor performance of law and order personnel, the survey included a question on factors hampering police performance.

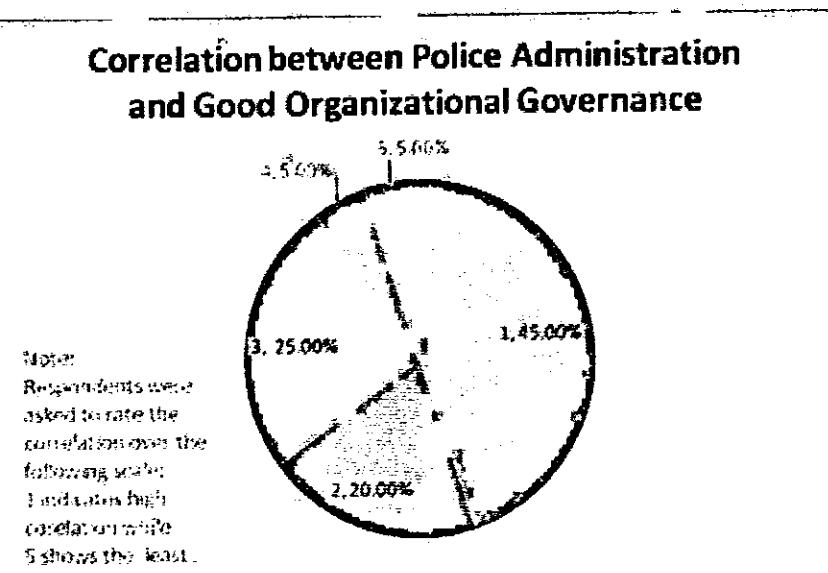
Figure 24: Factors Hampering Police Performance

Source: Data Collected by the PhD Researcher

Two factors (out of nine) account for 50% of the responses: Political interference and corruption. This ineffectiveness and inefficiency in police administration has got a direct correlation with the poor implementation of good governance principles. Paul Petzschmann mentions, “the weakness of Pakistan’s police is the result of its institutional history and the governance mechanisms within which it operates”³³¹. So in order to improve the current state of police administration in Pakistan the governance mechanism has to be improved by changing administrative practices. During the survey forty (40) respondents; were asked as to how far good governance standards are related to police administration.

³³¹ Petzschmann, Paul, *Pakistan Police between Centralization and Devolution*, Norwegian Institute of International Affairs, 2010, p. 8

Figure 25: Level of Correlation between Police Administration and Organizational Governance



Source: Data Collected by the PhD Researcher

The data shows that 65% of respondents felt that there was a very high degree of correlation between police administration and good organizational governance. The leaders set the tone and the culture. If leadership fails, the organization fails. Therefore, if leaders are successful there is a good chance the organization will be successful.

CHAPTER 8: ANALYSIS OF PRIMARY DATA; LINKING PERFORMANCE, ADMINISTRATION AND GOVERNANCE IN POLICE

8: 1 Sources of Primary Data

Although one can argue that policing in Pakistan has turned into a major challenge in the wake of deteriorating law and order situation where police is the front defense line in war on terrorism, yet most of the research and reports about Pakistan Police regard it as ill equipped,³³² poorly trained,³³³ under staffed³³⁴ and lacking in the requisite infrastructure³³⁵ for performing its required duties. Current state of police administration in the country is examined through empirical primary data in this chapter. The hypothesis under test is that administrative aspects of police administration have a direct correlation with governance practices so it is imperative that good governance practices be adapted to ensure better policing. “Governance can be construed as a system and process by which an organization operates”³³⁶ or the “manner through which power is exercised and is manifested”³³⁷. Thus improved governance would improve administrative practices which would result in transparent

³³² Rohde, David, “Threats and Responses: Law Enforcement: Pakistan’s Police Force Struggles to Find the Resources It Needs to Combat Terrorism,” *New York Times*. (New York). 30 September. 2002 and Asad Jamal, *Revisiting Police Laws*. HRCP, January 2011, p. 3

³³³ Jamal, Asad, *Revisiting Police Laws*. HRCP. January 2011, p. 3

³³⁴ Abbas, Hassan, *Reforming Pakistan’s Police and Law Enforcement Infrastructure*, Special Report United States Institute of Peace, 2011, p. 1

³³⁵ *Ibid.*, p. 6

³³⁶ Jones, Matthew, *Governance, Integrity and the Police Organization, Policing: An International Journal of Police Strategies and Management*, Vol. 32, No. 2, (2009). p. 342

³³⁷ Abdellatif, Adel M., *Good Governance and its Relationship to Democracy and Economic Development*, Global Forum III on Fighting Corruption and Safeguarding Integrity, May 2003

and accountable recruitment, training, logistics, rewards and punishments and prevention and detection of crime and community policing. This would in turn result in better law and order situation.

In order to understand the state of governance in police departments, 1/3rd of the total districts of Pakistan were included in the primary research i.e., 32 districts out of a total 107. Those 32 districts were selected amongst four provinces i.e. Balochistan, Khyber Pakhtunkhwa, Punjab, Sind and Islamabad Capital Territory on the basis of population. Following number of districts were selected from each of the above territories; Balochistan (2), Islamabad Capital Territory (1), Khyber Pakhtunkhwa (5), Punjab (16), Sind (8).

The data collected from these districts through relevant questionnaires was tabulated in Statistical Package for Social Science (SPSS) software, where it was statistically tested and then was used to design a multiple regression model. The indicator variables for police performance that could define the state of police governance, i.e., recruitment, training, logistics and finance, crime management and rewards and punishment were analyzed from the collected data.

8: II Definitions of Variables Used in Primary Data Analysis

8: II (a) Police Performance Indicator from the Primary Data:

The only indicator of police work performance is the Reported Crime Rate (2009). Every District Police Office was asked to provide the total number of reported crimes in 2009. The district's population estimate for 2009, as calculated by the United Nations Pakistan, Office for the

Coordination of Humanitarian Affairs (OCHA) was used. Reported Crime Rate per 1000 people for each district was calculated as follows:

$$\text{Reported Crime Rate} = \frac{\text{Total Reported Crime (2009)}}{\text{2009 OCHA Population Estimate}} \times 1000$$

However, it should be kept in mind that the number of crimes reported in each district is not a true measure of the actual number of crimes taking place in that district. The 'Dark Figure of Crime' which signifies the unreported and undetected crime prevents this performance indicator from being truly representative.

8: II (b) Police Administration Indicators from the Primary Data:

For the following variables, Police Officer refers to all police personnel serving in the ranks from Constable up to the Inspector General.

Per head availability of Police Officer per district is calculated by dividing the 2009 population estimate of the district over the total police force strength in that district. This gives us an average estimate of how many people each police officer in that district is responsible for. Any correlation of the performance indicator with this variable would tell us if varying this ratio will have any impact on reducing crime and improving police working.

Number of People Responsible for	One Police Officer is	UNOCHA 2009 Population Estimate	District Total Police Force Strength in 2009
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Following formula calculates the Number of Junior Officers Every Senior Officer is Responsible for:

$$\text{Number of Junior Officers Every Senior Officer is Responsible for} = \frac{\text{Total Number of Junior Officers}}{\text{Total Number of Senior Officers}}$$

This ratio when compared against police performance indicators would indicate how having improving the senior officers to junior officer ratio would affect police working.

Number of Cases investigated in 2009 per IO indicates the average yearly workload of every investigation officer in the district and is calculated as:

$$\text{Number of Cases Investigated by each IO} = \frac{\text{Total Number of Cases Investigated}}{\text{Total Number of Investigation Officers}}$$

Any correlation of police performance indicators with this ratio would suggest the nature of impact investigation has on police performance. Although investigation is dependent on other factors such as resources and time allocated but we are only dealing with numerical strength of investigation officers.

Percentage of police officers not meeting the minimum educational requirements in 2009 is for those serving police officers who do not meet the minimum educational requirement for their respective rank; the figure has been calculated for the ranks of Constables through

Superintendent of Police/ District Police Officer in each district using the following formula:

$$\text{Percentage of Officers who don't match required education} = \frac{\text{Number of Police Officers with unmatched education}}{\text{Total Number of Police Officers}}$$

The educational qualifications of personnel in each rank were provided by the District Police Office along with the total number of police officers.

Complaints against police officers if proven correct, whether it is from within the police organization or from public are followed up by punishments. Similarly service oriented and quality policing (at times) is commensurate with rewards. Rewards and punishments have a major impact on the moral of police force and catalyze positive performance of the organization. Percentage of Police Officers punished in 2009 is calculated using:

$$\text{Percentage of Officers Punished} = \frac{\text{Total Number of Police Officers Punished}}{\text{Total Number of Police Officers}} \times 100$$

Total Number of Police Officers rewarded was calculated by summing up the number of police officers who were awarded Commendation Certificate-I, II and III, Appreciation Letters and Cash Awards.

Percentage of Police Officers rewarded in 2009 is calculated using:

$$\text{Percentage of Officers Rewarded} = \frac{\text{Total Number of Police Officers Rewarded}}{\text{Total Number of Police Officers}} \times 100$$

Police Officers receiving censure, extra drill, stoppage of salary increments, monetary fine, withholding of promotion, confinement to quarter guard, forfeiture of service, dismissal or compulsory retirement and demotion/reduction in pay as punishments for ranks of Constable to Superintendent of Police were used to calculate total number of police officers punished.

Improving service delivery through human resource development is necessary for police to improve its working, and that is precisely what the aim of any training exercise is. As only the ranks of constables and head constables return to the same district where they were enlisted in after training; whereas generally constable or head constable cannot serve in the district other than where he/she was enlisted; so only the impact of constables and head constables training can be observed from the primary data. The training for these two ranks forms the lion share of police force training as seen in the data provided in earlier chapters. Percentage of Constables and Head Constables trained in 2009 is measured as:

$$\text{Percentage of Constables & Head Constables trained} = \frac{\text{Total Number of Constables & Head Constables trained}}{\text{Total Number of Constables & Head Constables}} \times 100$$

The number of constables and head constables sent to training in 2009 was provided by the District Police Office and since training courses for these two ranks are not longer than 6 months, only the data for 2009 has been used. This number does not measure the quality of training, but if the correlation between training and performance indicators is not significant then it might be the case that training quality is poor and does little to affect performance.

Policing Budget to Population Ratio is calculated as:

$$\text{Policing Budget to Population Ratio} = \frac{\text{Budget Allocated for Police in 2009}}{\frac{2009 \text{ Population}}{\text{Estimated in the District}}}$$

This ratio indicates how much money (in Pakistani Rupees) is being spent on police on an average for each person in that district. Budget Allocation for 2009 was provided by the District Police Office. A correlation of performance with this ratio would indicate whether spending more money on police has an effect on police working.

8: III Multiple Regression Analysis of Primary Data

The primary data was used to calculate the values for above mentioned factors in SPSS. These factors were then used to form a linear regression model also in SPSS. Statistically linear regression allows us to model the relationship between a dependent variable and one or more independent variable. In our case, following are the independent and dependent variables:

8: III (a) Dependent Variables:

Police Performance variables which include Reported Crime Rate (2009).

8: III (b) Independent Variables:

All variables related to Police Administration which include; number of people one police officer is responsible for, number of junior officers every senior officer is responsible for, number of cases investigated in 2009 per Investigation Officer, percentage of police officers educated less than required educational requirements in 2009, percentage of police officers punished in 2009, percentage of police officers rewarded in 2009, percentage of constables and head constables trained in 2009 and policing budget to population ratio in 2009.

Regression analysis was done for each dependent variable separately and tables that follow would indicate what types of correlation exist between the two. Stepwise regression was used to get the best possible statistical significance for the model.

The value of R in any regression model is the foremost indication of how good a regression model is. The higher the value of R, the more realistic will be the predictions based on the regression model. R^2 is the square of this measure and indicates how much variance of the dependent variables is accounted for by the model.

The Beta value in every regression model for each independent variable indicates how strongly it is related to the dependent variable in question. This correlation is measured in terms of standard deviations. Standard Deviation is an average measure of how 'spread-out' the other values of a variable are from the mean value of that particular variable. Whereas, T and Significance (Sig.) values are a rough estimate of the impact of the independent variable on the dependent variable; a lower Sig. value and a higher t value indicate that the independent variable is having a considerable impact on the dependent variable.

8: III (c) Reported Crime Rate and Factors Affecting Police Administration:

The value of R^2 for reported crime rate and factors affecting police administration regression is 0.567, which means that the police administration variables i.e. independent variables measure 56.7% of variance in the Reported Crime Rate. Only one independent variable i.e., number of junior officer for every senior officer (Table 50) was statistically significant enough to be included in the model. Other variables (Table 49) were not statistically significant enough to be included in the model; however, it does not suggest that these variables have no impact on Reported Crime Rate.

Table 49: Factors Excluded from the Reported Crime Rate Regression Model

	Beta	t	Sig.
Percentage Of Police Officers Who Don't Match Educational Requirements	0.321	2.037	0.061
Percentage Of Constables And Head Constables Trained In 2009	-0.261	-1.562	0.141
Number Of People One Police Officer Is Responsible For	0.274	1.529	0.149
Percentage Of Police Officers Rewarded In 2009	-0.166	-0.972	0.347
Policing Budget To Population Ratio 2009	-0.068	-0.378	0.711
Percentage Of Police Officers Punished In 2009	0.054	0.306	0.764
Number Of Cases Investigated In 2009 Per Investigation Officer	0.051	0.288	0.778

Table 50: Regression Model for Reported Crime Rate

	Beta	t	Sig.
(Constant)	3.963	12.907	.000
Number of Junior Officers Every Senior Officer Is Responsible For	-0.002	-4.429	.000

Beta value for 'Number of Junior Officers Every Senior Officer is Responsible For' is -0.002 which means that for every increase of one standard deviation in this number the Reported Crime Rate will decrease by 0.002 standard deviations. The t value for 'Number of Junior Officers Every Senior Officer Is Responsible For' is high and the significance level is zero, therefore we conclude that the police needs more senior officers in order to reduce Reported Crime Rate.

The variables in Table 49 which were excluded from the model indicate that there are some external independent factors beyond the independent variable that we used which may have a greater impact on the Reported Crime Rate. This further strengthens the claims made in the survey questionnaire that factors such as corruption, lack of accountability, extraneous interference and socio economic conditions are the major impediments in the way of improving police performance.

The survey results indicate that three most important factors hampering police performance are political interference (30% respondents); corruption (20% respondents), and attitude of police officers towards the public (10% respondents) as depicted by figure 24. Likewise, corruption was identified as the most important reason for ineffective policing identifies as such by 27.5% of the respondents, followed by extraneous interference, 22.5%, and lack of proper planning, 20% shown in figure 23.

Taking a look at the table above, in which independent variables have been sorted according to ascending significance level, it is clear that as the percentage of police officers who don't match educational requirements increases so does reported crime rate, and an increase of 1 standard deviation in this percentage increases the reported crime rate by 0.321 standard deviations. However percentage of constables and head constables trained is inversely related to the reported crime rate; every increase of 1 standard deviation in percentage of head constables and constables trained causes the reported crime rate to decrease by 0.261 standard deviations.

As the number of people that one police officer is responsible for increases so does reported crime rate; for every increase of 1 standard deviation in this number will increase the crime rate by 0.274 standard deviations but the impact will not be statistically significant in the current model because of other extraneous predictors. Similarly, as more police officers are rewarded, the reported crime rate falls. For every increase of 1 standard deviation in this percentage, the reported crime rate falls by 0.166 standard deviations. This does not mean that police managers should go on rewarding their subordinates rather it might be possible to inculcate further rewards into the current list that could be used to foster improvements in police work.

Next in the order of statistical non-significance is the ratio of police budget allocation to the total population of district. The ratio indicates how many Pakistan Rupees are being spent per person in the district on policing. This ratio has a negative correlation with reported crime rate and for every increase of 1 standard deviation in this ratio, reported crime rate falls by 0.068 standard deviations but this fall is statistically no significant. This means that the provision of funds in the current model has no bearing on reported crime rate. It should be kept in mind that the allocated budget does not include a measure of physical resources but only the budget towards employee related and operational costs.

Percentage of police officers punished has a positive correlation with reported crime rate which means that as more police officers are punished, the reported crime rate increases. Again, this should not indicate that punishments should be withdrawn but that the mechanism for punishing police officers be made more transparent, accountable and free from extraneous interference so that punishments cannot be freely awarded on the whims of police managers. Primary data suggests that for every increase of 1 standard deviation in this percentage, reported crime rate increases by 0.054 standard deviations.

Least statistically significant in this model is the 'number of cases investigated in 2009 per investigation officer' predictor. However, it shows a positive correlation with reported crime rate which means that as the workload of every investigation officer increases, the reported crime rate rises. For every increase of 1 standard deviation in the workload of police officers, crime rate rises by 0.051 standard deviations.

CHAPTER 9: CONCLUSION

9: I Review of Assertions

The very concept of policing emerged over centuries as an essential need of state to maintain order, collect revenue, curb rebellion and help rulers to protect and prolong their regime. A detailed analysis of the legacy of police administration reveals though that most of the rules, regulations, laws and norms were framed or formed as and when the ruling elite and state apparatus so preferred. At times, the desires and aspirations of the people, their societal needs, cultural values, conventional wisdom and beliefs were also taken into consideration while framing such rules to achieve the objective of human social progress and development so that they could live together in peace and harmony in a state and a society.

With the passage of time, a formal criminal justice system started evolving. This system, comprising of courts and prisons, in addition to policing, aimed at enforcement of laws and to ensure acquisition of justice, peace and security. In modern times, the concept of Police Administration has emerged globally to suit everyday needs of those for whom it is designed to serve and protect.

It has been a never-ending debate whether police is a service to the society to maintain law and order and ensure safety of common people, peace and tranquility in the society or a tyrannical force used freely to perpetuate the rule of oppression and tyranny or it is a combination of both. However, amid all such debates, no one can

deny the fact that police is an essential part of the state apparatus. This empirical truth is evident from the legacy of human civilization and contemporary challenges that as long as democracy and the will of people is the yardstick for establishing order, policing function at the state level would require it to be both a force and a service.

We have inherited a police model from the one introduced and practiced by the British Colonial rulers to rule its subjects in the Indian Subcontinent. This model focused more at ensuring the maintenance of law and order, primarily for the sake of prolonging Colonial supremacy to those being governed. The service part was more of an exception than a rule. This mindset transcended to the newly founded state in 1947. The old regulations continued till introduction of the new reforms under Police Order 2002. It took over a half century when our rulers thought of changing the British Colonial mindset in policing. These efforts at reform however failed to bring any drastic change as the Police Order 2002 was not implemented due to lack of will and political exigencies. The Police Order 2002 is now in limbo pending the proper legislation.

This research focused on the hypothesis that 'the institution of police has been in dismal state due to dearth or breach of good governance notions in its administration'. The review of literature reveals that since the foundation of the country, police as an organization have been used to safeguard interests of the ruling elite and other groups with nefarious vested interests instead of tackling the issues and problems faced by common people particularly in the arena of their safety. As a consequence in such model police hardly made any effort to apply good governance standards.

This study, on the basis of empirical evidence, manifests that the police administration can be improved by infusing good governance practices in the administration and organization of the police. Our narrative establishes a correlation between good governance indicators and police administration both historically as well as empirically.

9: II Findings

The optimum efficiency of the Police organization in Pakistan is primarily marred by lack of will and competence on the part of the successive governments to improve the policing system and making it a more useful force which could supplement its efforts to make the society more safe and livable. This is exhibited in terms of insufficient budget allocations and interference in police administration and working such as postings, transfers, recruitment, training, career development, promotions, inquiries, investigation, operational and administrative matters. The data and interviews for this study establish that in a culture of protecting and facilitating influential's, even the policymakers and leadership in police force along with other stakeholders try to be subservient to their bosses, the ruling elite, ostensibly for their own overt and covert interests. During this process, the working of police was absurdly interfered with, resulting in breach of laws, rules, regulations, procedures and norms.

Police Reforms in Pakistan therefore require a new outlook with novel definitions and commitments as a service to the people of Pakistan and as citizens of independent state. This dissertation attempts at offering a pragmatic approach to support an inevitable paradigm shift from the British Colonial model of policing to

the one, which fairly caters to the needs of the state and people of Pakistan. Various plans in the past to reform the system either could not see the light of the day or have failed because of lack of political will, disingenuous dedication and imprudence by the successive regimes and indiscretion of police leadership.

In addition, public apathy, disregards of local norms and values, non-comprehension of customs and traditions, the planners and operators colonial mindset contributed in turning the situation from bad to worst over a period of time. Such half-baked inappropriate reforms could not affect a paradigm shift rather than just making some cosmetic modifications in the old and prevalent system, as a result it lacked ownership and much needed vitality.

The study shows that the most crucial and operational units of the police system are the District Police Offices and the Police Stations that establish brand visibility and identity of police in the public. Research reveals that officials posted in these units, in their responses to the questionnaire, said they were never given due representation and consideration while debating on reforming the police in Pakistan. Their actual requirements, challenges and resolutions are hardly made part of the overall policing plans and strategy. Critique argues that lack of representation of real stakeholders has been one of the major reasons that the reform efforts were primarily detached from the on-ground realities and did not synchronize with the needs of the modern time.

The background to this exclusion is linked to the legacy and mindset of the Colonial policing style where rulers made policies to suit their interests rather than involving other stakeholders in organizational policy and procedures matters. This non-indigenous mode still has a deep impact on the method of policing. The structure

of the police was based on customized principles, norms and practices, which were alien to the natives. But unfortunately it is now owned and practiced by neo-colonists i.e. the ruling class of the country.

Colonial social experiments eventually eroded, as police lost efficacy and the much needed public support as it was used more often as an oppressive tool by the ruling class to achieve their imperialistic designs and to safeguard their ulterior motives.

The beginning of policing in independent Pakistan was full of challenges. It had to cope with the extra pressure of handling refugees at the time of the partition of India and carving out a new identity for itself despite being deprived of resources. The resources constraint has been a permanent feature and a key challenge in the police since independence.

To make matters worse the ruling aristocratic and affluent class had their vested plans in monopolizing violence through the Police and then using it as a coercive tool to achieve their justified and un-justified ends. The police followed the dictates of ruling classes irrespective of their legal or moral propriety. Corruption, interference by political and bureaucratic elites, absence of an effective accountability mechanism, lack of public confidence and dearth of vision and planning began to severely affect police working.

Empirical data reveals that police has hardly ever been looked upon as a service to the people. Instead they have been often perceived as one of the most politically influenced, corrupt, inefficient, unreliable and brutal force. This perception is generally reflected in literature on policing in Pakistan despite the fact that police have at a number of times performed well even in certain adverse environment.

Review of literature as well as empirical evidences gathered during the course of this research re-affirmed that the Police Act of 1861 and Police Rules of 1934 require perceptual change and a paradigm shift as described above. After a lapse of 55 years the Police Order 2002 tried to bring some fundamental changes to Police organization but it was neither fully implemented in its proper spirit nor given enough time to be the changed, it could be.

It is now in indeterminate state as it has neither been ratified by the parliament nor the amendments made in it in 2004 have been undone. Political influence and vested interest groups once again have trimmed the law (Police Order 2002) to their benefits and thus lost a golden opportunity to improve police working.

Police Administration principally revolves around internal management including recruitment, training, logistics, and finance as well as operational management such as crime prevention and detection and community policing. It was observed during the study that the Police is lacking to a large extend in all these areas. A statistical analysis of the above facets shows that the Police in Pakistan are not only disappointingly managed but its general condition is also deplorable. This ultimately compounds the problem of introducing better governance practices within Police.

Each of above administrative aspects has an impact on establishing good governance follow up within the police. Despite the commonly contested notion that there should be a minimum requirement educational qualification for police officials at all ranks, this study reveals that there is still a significant percentage of constables (20.58%), Head Constables (17.65%), ASI (12.40%), SI (16.86%) and Inspectors (4.13%) who are not even matriculates.

The outcome of better education and perks can be judged from the example of the Punjab Highways and Motorway Police where the recruitment of higher qualified personnel has brought about an improvement in both police working and its public image. If the Police managers were to follow the laid down rules and regulations, the goal of better policing could be achieved.

General connotations are that the good governance practices are consonant with efficient administrative factors. Existence or otherwise of good governance indicators such as transparency, accountability, equity and inclusiveness, rule of law, efficiency and effectiveness in selected police administrative districts of Pakistan (Chapter 1 detailed methodology) were checked and found lacking generally.

It was checked whether training given out to the police officers, was done in a transparent, equitable, efficient and effective manner and whether or not the principles of equity and inclusiveness and rule of law were followed. Contrary to what was expected, none of the principles was being duly followed.

Regular Training and capacity building is essential for efficient functioning of an organization. Lack of training and dearth of in-service courses, non-availability of capable trainers and training institutes badly hamper police capacity buildings. Training institutions have not been properly developed and equipped over the years. It remains a low priority, and police officers are normally reluctant to take up training assignments due to lack of infrastructure, institutional neglect, absence of incentives (or financial perks) which are otherwise rampant covertly or informally in the field jobs.

There is a lack of effective, relevant and modern training. Training syllabi are largely obsolete and outdated, which bring little improvement in the capacity of

officers. Modern concepts are not taught in PTSs and focus still remains for instance on parade, horse riding, outmoded theories etc. which have little or no operational relevance. This is one of the major reasons that even after having attended a number of courses in training schools, a majority of police officers do not get the skills which are required in their job; consequently officials remain crude in operational matters. Thus they learn from their experience and eventually everyone perceives and reacts to situations differently. This in turn results in poor quality of service and unpredictability in the working of police.

Whether leadership is an inborn quality or can it be acquired over a period of time through training and experience is an unending debate. Still though, significance of training cannot be over emphasized. The study reveals that having all other things constant, the trained personnel always perform better than the untrained ones. This training aspect is all the more necessary for those who have to make critical decisions at all the three levels i.e. strategic, operations and tactical levels.

Moreover, training of police personnel is also not multi-pronged. A new recruit not only needs to learn about policing, but also about the environment in which he has to perform. Archaic training methodologies are still in place, which limit the potential of any police officer. Such training methods in particular and mindset towards utility of training in general has corroded away the very foundations of a sound police administration.

As institutions are weak and did not grow over the years so there are no standardized trainings, procedures, norms and modern techniques. Institutions failed to grill the entrants and in service officers resulting in personalized based style of management by the police managers, which of course was catalyzed by lack of

accountability, internal and external oversight, resulting in whimsical ways of supervision and control.

It is pertinent to recap that training is not given a priority and is put on the back burner by the policy makers whereas it is the most important factor which needs to be focused on if we need to improve the governance indicators of the organization.

Still in the prevailing milieu there is no denying the fact that despite difficult state of affairs, the Police on occasions under good leadership have produced results and have been trying to do its best in the given meager resources. Nevertheless the actual issues are with political will and police administration (i.e. recruitment, training, infrastructure, finances, logistics and legal framework), which if reformed and catered for would make a huge difference.

During the primary research, it was revealed that various community policing mechanisms, planned to be established through the Police Order 2002, were not in place in majority of the districts where the study was conducted. District Public Safety Commissions, which were to be established, have not been set up in 16 districts out of the surveyed 32 districts so far.

The officers surveyed made assertions that policing is a thankless job in Pakistan. There is meager salary with disparity in allowances among various police organizations. There are no specific duty hours except for the personnel of a few police units. There is a need to regulate the working hours of police officials. The respondents in the study were rightly of the view as to how police officials are inhumanly expected to remain on duty for 14-18 hours a day and still be efficient, courteous and public friendly.

There are unrelenting crime, law and order and security situations on daily basis. All the time there is a fire fighting mode to curb crime and resolve issues. These factors have marred the performance and public dealing capacity of police officials. Islamabad police and Motorway Police have very efficiently managed 8-hour shift system which can be very conveniently replicated by other police organizations across the country.

The respondents were of the view that there is improper and ineffective supervision by managers and supervisory officers which affects police's ability to efficiently handle crime scene, evidence collection and analysis, response to an emergency and examination of witness. Ineffective crime management practices culminate in burking of crime. Those registered are padded and manipulated to make a case for prosecutions.

Current performance parameters of police are statistics based which can be easily tampered with, to change a poor performance into a very good one. More FIRs show poor performance so SHOs resort to do burking. This culture needs to be changed. Inspection format needs to be made scientific.

Institutional safeguards and protection on posting and transfers are lacking. There is virtually no career development and career planning. Police managers vie for top slots by hook or by crook and are less interested in institutional building. As the police organizational pyramid gets thinner at top hence cutthroat competition persists, compromising the ability to deliver.

The data shows that there are 107 districts in the country whereas there are 357 potential aspirants (in BPS 18-19) who strive to get posted against those slots. In the absence of any filtration mechanism, every entrant to police service irrespective of

his/her talent and ability to perform wants to be promoted and posted in the districts which can potentially offer more opportunities of mal practices and asserting authority to achieve illicit gains (goals).

Senior police managers enter civil services by appearing in a Central Superior Services (CSS) Examination, which has generalized criteria for all services including Customs, Income Tax, DMG, Police and others. However, the comprehension is lacking on the part of policy makers and the contenders that police is a different and difficult profession where mental and physical strength and dynamic leadership qualities are required to face surmounting challenges, redress public grievances and help organization grow, more efficiently and effectively.

Entrants without any aptitude for the job become a liability. They crumble under pressure; avoid public dealing and do not resolve issues to evade negative reaction. Moreover, they feel less capable to efficiently deal with crime scenes, shattered victims, alarming law and order situations. In addition, lack of standard training institutes; career planning, accountability and transparency promotes inefficiency and unprofessional attitudes. This non-pragmatic realism prevents and shelves them from public service and compels them to evade responsibility, pro-active approach or to lead from the front. This results in indecisiveness and maintenance of status quo.

While making a comparison of operational side of police in Pakistan with that of international standards, we would find that police force in Pakistan is lacking in standards due to the reasons described above. The ratio of investigators (15.13%) in police services is one of the lowest as compared to developed countries (International Criminal Investigative Training Assistance Program, 2010) where as this ratio is 60-

70%. Our police services comprise 84.55% of helping force (constable and head constables), a vast majority of whom has not even passed the high school. However, in developed countries the helping force does not exceed 25%. This comparison reveals a structural flaw in Pakistan where the institution of policing is dependent on under educated, untrained police officials. Thus the officer to constable ratio in Pakistan needs to be enhanced to bring it closer to better formation.

Disparity and non-priority to focus on actual policing, issues and challenges culminate in poor response and tarnishes image of police department. Proper division of work, compartmentalization and specialization emanate optimum professional efficiency. Success in developing countries results from such rational separation of various wings such as investigation from watch and ward, operational and administrative works and likewise others units.

This study shows that police investigators are overloaded with work as most of them handle 30-40 cases at a time. Similarly, the huge number of constabulary is not contributing productively due to their less education, little professional training and practically no career path. In addition the poor working and living facilities negatively impact their interaction with public at check points, police stations, during law and order situations. This untrained and less educated lot represents its department and state. Their attitude, response and efficiency greatly determine the overall image of police. If the aim is to infuse good governance within police administration, the change has to come from within the police and not forced through from external sources as has been seen by limited impact of Police Order 2002.

As mentioned earlier Pakistan inherited the police system lacking from a crisis of ownership and acceptability. While the system of policing was administratively

well knit and functionally efficient enough to rise to any occasion, it suffered from a tarnished image, which placed it at an inherent disadvantage in the eyes of the public. Unfortunately, with unstable governments and bad governance, nothing could be done to change the image of police. Empirical data reveals that currently there are no standards and there is lack of discipline, dearth of checks and balance system, and even rules (if present) are hardly enforced.

Many of the senior management still enjoys the authoritative postings and has very strong tendency to get co-opted by incumbent governments, politicians, authoritarian and financially influential personalities and organizations, vested groups, media, etc. There are lacks of principles' based, fair and practical criteria of transfers and postings of senior officials. And, if at all it exists, it is hardly implemented without fear or favor.

The only punishment that a senior police officer gets is becoming an Officer on Special Duty (OSD) or being sent to a training academy as training is the least priority area. In developed countries, on the contrary, the best of the best officers are posted in the training academies; pleasantly the said precedence also exist in Pakistan military

The innumerable problems with Pakistan's law enforcement infrastructure are palpable, "politics has been criminalized and crime has been politicized"³³⁸. The performance of the law-enforcement agencies is further marred by institutional chaos.

It is interesting to note that police though being the main law enforcement agency is dependent on paramilitary and intelligence agencies in performing what can be termed a pure policing task. Similarly human resource, physical resources

³³⁸ Late Omar Qureshi, 1990s

requirements, modern gadgets and scientific needs and infrastructure remain a far cry for this prime law enforcement agency.

Police has been heavily under-funded. Experts agree that security, law and order situation of a country is directly proportional to its economic progress, but it is very unfortunate to conclude from the study that investment on police affairs does not seem to be a priority of the governments whereas good policing requires substantial financial investment.

The study finds lack of coordination among various law enforcing agencies due to National Police Management Board's inability to timely liaise with different police organizations. For example, National Police Bureau has created one DNA testing Lab but most of the police officers are not aware of its existence. Federal Investigation Agency has Automated Fingerprint Identification System, which is very useful system, but its utilization remains limited as this information is not passed on to other law enforcement agencies.

Accommodation for junior level police staff is an acute problem as mentioned by most of respondents. Currently accommodation available can cater only 10 % of the constabulary whereas availability of accommodation for married staff is less than 02 %. These accommodations also lack very basic facilities such as messing and availability of clean drinking water and similar other civic amenities. As Maslow's hierarchy of need theory³³⁹ suggests, with this state of affairs, a police official cannot be expected to perform at his/her best when we are not even meeting his/her basic needs.

³³⁹ Available at <http://www.deepermind.com/20maslow.htm>. Accessed 12 May 2010.

Most of the police stations do not have even a proper building. Buildings if present, lack basic civic facilities and funding for their routine maintenance and recurring expenses. As already mentioned in Chapter 6, overall working environment at police station level is poor. This has severe affects on human behavior. Poor working conditions also leave a negative impact on the public visiting the police stations. This is one of the reasons why a police station has become a symbol of hatred and torture for the public. Working environment of police stations needs to be improved to enhance efficiency and public service delivery.

Police stations are suffering from lack of necessary funding. Over 55% of the SHOs surveyed during the study mentioned that their police stations are not provided with any funds. This is alarming to note that insufficient or no funds make police dependent on local notables and patrons and/or force them to take money from visitors, complainants, and victims and even accused, to meet their day to day requirements. This is an accepted and prevalent form of institutionalized corruption, which brings bad name to the department.

It is implicit that even best of the best police officer cannot totally eliminate crime. Conversely, police can manage and minimize such incidents. Likewise, one must realize the social norms of the masses are not always law abiding; they neither respect other's rights, nor perform their duties yet they want law to be enforced in stringent manner only when their own rights are infringed.

It appears that public wants everything to be done by the government, which is not practically possible. Citizens themselves are hardly playing any role to curb or help minimize the factors which give rise to crime. In general, public complacency is due to lack of trust in government regulations.

9: III Recommendations

Reforming or optimizing efficiency and performance of any law enforcement agency such as police is not an impossible task provided political will, and intention exist in all stakeholders especially amongst the ruling elite, government of the day, police leadership and other components of the Criminal Justice System.

If one needs to improve the working and governance pattern of this organization, one should as a starting point begin implementing the un-contentious segments of Police Order 2002 in true letter and spirit.

Meanwhile New Police Rules should be framed so that Police Rules 1934 are done away with. This is necessary as even after the promulgation of Police Order 2002 (nine years ago) no new rules have been framed. In order to ensure effective implementation of Police Order 2002, it is re-emphasized that at least a phase wise implementation may be started by dividing selected districts into clusters.

For any reform effort to be successful, it is important that all the provinces and public at large be taken on board. It is generally perceived that Reform efforts in 2002 did not seek any indebt input from stakeholders and consequently problems surfaced during implementation process. Hence any reform effort in future must be based on broad consensus amongst all stakeholders, achieved through wide ranging consultations and deliberations from all angles and dimensions.

In order for the Police Administration to fully achieve its status as a service it is necessary that the recruits should be qualified as provided in the Police Rules. Extraneous interference should be done away with. Strict merit based selection criteria should be the only basis for recruitment at all levels. The existing criterion for

selection, promotion and transfer and postings needs overhauling. The police have to change their focus from the “wants” to “needs”.

Study reveals that training is not focused at junior ranks. 5.44% constables, 14.83% head constables, 6.08% ASIs, 15.55% SIs and 3.0% inspectors underwent training, given their low qualification levels. This is yet another critical flaw; training is not only meant to improve the outlook and mannerisms according to organizational standards, it is meant to teach better policing. Senior ranks must also be given routine and stricter training than the junior ranks.

Therefore, we need to train the leaders for this important role which they have to play almost every day in their working where not only their lives but lives of a common man are at stake. Leadership training is one area, which is not given priority in Pakistan and those who are at the senior level consider themselves beyond the need of any training. It is recommended that leadership training be given at all levels starting from provincial chiefs to the Station House Officers.

Revision of syllabus on modern lines as against Para-military policing style be undertaken on priority basis. Congenial training environment and living conditions, with emphasis on character building, and reformative policing rather than punitive policing, should be created. The prerequisite of outstanding officers for imparting training at the training institutions, with an ability to sensitize the officers on gender, human rights and good governance related issues must become part of modern training.

Training Need Analysis (TNA) to assess training needs, modern techniques of instruction, syndicate and participative system in decision making, simulation exercises to perfect actions, case studies to review omissions and commissions.

imparting specialized skills to develop expertise, congenial training environment, use of foreign instructors and training must become a normal standard.

Special skills and trainings may also be imparted to police officers by getting them trained locally as well as abroad and then keeping them in specialist pools. The existing "lecture based training" needs to be replaced with a 'participative training', in order to make learning environment more favorable. Adult learning methodologies need to be adopted and top most priority must be given to training as such.

Police officers must be given ethical and moral training so that they understand their special responsibility towards society. For instance crime fighting should not lead them to stage fake encounters but to observe the law and their responsibility. Many Police officers similarly tend to justify manipulating evidence, creating bogus evidence or pressing the accused for forced confession without realizing illegalities they are committing in the name of crime fighting.

In performance of their professional functions police officials also tend to move away from the basics and start adopting individual ways and styles which suits their interests and circumstances. Hence the need for refresher courses at all levels is felt as they are not being accorded priority at present.

It has also been observed that there is a lack of awareness among police officials, regarding certain laws and policies. A case in point is Access to Information Policy, which a significant majority of police personnel are not aware of. For instance, 35.3% SHOs in Punjab and 29.4% in Sind have no idea about this policy. Making police officials completely aware of all such policies, rules and regulations, through quick dissemination of such information, is extremely important. Provision of handy/updated Rule books and guides followed by brief self test questionnaires by the

superior can be extremely helpful in keeping the officials/officers abreast of latest development on this account thus improving their performance.

Policing system in Pakistan gets strength from the prevalent bureaucratic system which essentially is rigid in its nature. In majority of cases, no extra incentives are given to officers who perform exceptionally well in various fields. A simple, fair and transparent reward system needs to be put in place so that those who perform efficiently get rewarded immediately. This will be a source of inspiration for others as well and will keep the work force motivated. It will be appropriate if incentives such as one step promotion, bonus (as practiced in the corporate sphere), local and foreign training, grants and soft loans, significant monetary benefits, civil awards and recognition are given to outstanding officers to acknowledge their skills and to encourage a positive competition.

Incentives should be performance based. Performance of every police officer should be gauged against a certain benchmark and then those performing beyond those benchmarks should be given various incentives. This will keep the morale of the force high. Satisfaction of the community, crime detection, services and assistance rendered integrity, dedication, public friendly attitude, courtesy, equal application of law must be included as new performance parameters.

Career Development Cell should also be created in all districts and Central Police Office on the pattern of Military Secretary's Branch of the Army for progressive career planning of police officials. Officials performing well must be rewarded with prized postings and other incentives. Distinction should be made through performance evaluation, and excelling officers should be placed in high profile slots for obtaining optimum results.

There is a need to make police functionally neutral and accountable to the public. This can be done if recruitment, postings and promotions are done on merit and performance criteria are changed from purely statistical analysis of crime to community satisfaction surveys. Effective internal accountability within the organization as well as effective Citizen Police Liaison Committees (CPLCs) and District Public Safety and Police Complaints Commissions (DPSPCC) can also provide valuable forums to make police accountable. No new legislation is needed in this regard, only fair and timely implementation of the existing laws is required.

Another important consideration is the lack of accountability of senior ranks. For ensuring equity within police administration and improving police performance accountability across all the ranks is of extreme importance. This study reveals that 31.43% of the personnel from lower ranks were penalized while only 2 DSPs from senior ranks were reprimanded.

Vigilance Cells should be established at the district and regional levels as well. An example, which can emulate in other provinces as well is that of Punjab where Inspection and Vigilance Cell has been established on the basis of Article 10 (3) of Police Order 2002. This is one of the important steps to make police accountable and to restore public confidence in the police. An Additional Inspector General is in-charge of this cell and one SP is nominated member of the Inspection and Vigilance Cell in each region including the Capital City District.

The Police in Pakistan is overworked and overstretched in terms of duty hours. Though there exists a shift system in which the police officials are supposed to work in three 8 hours shifts in a day. However, this system is not followed in its true spirit. This has to do with the insufficient human resources as well. However the whole

system of duty deployment needs to be monitored more closely and strict implementation of the shift system needs to be ensured.

Besides, there are hardly any recreational facilities available for the police officers. There is a need to provide recreational facilities such as gym, library, good mess and lodging facility, barber shop, pick and a drop shuttle, washroom, sports and recreation rooms etc.

Similarly, there is no weekend or the day off in a police officer's life. This results in frustration and fatigue, which ultimately cause poor performance and negative attitude. Rest and recreation leaves must be mandatory, as practiced in the United Nations police components to rejuvenate the work force competence.

Funds should be allocated at the Police Station level and the Police should have independent and neutral bodies to audit their transactions. It needs to be understood that progress, investment and prosperity come in the society, which is secure and just. Keeping in view the precarious security scenario, the police being the frontline force needs to be suitably paid and equipped. Not only it will improve efficiency of the police but it will also have positive impact by reducing petty corruption in the department. In this regard, pay scales and operating expenses of all ranks need to be revised in order for police to become one of the most sought after professions. With current benefits the police hardly seems to be a sought after job.

For the police to have the ability to successfully respond to the challenges it has to face, it must trust; the training they receive, the equipment they were provided and leadership, which plans and conducts operations. However, these facilities are not

sufficient according to police personnel as 90.65% of the police stations regarded the existing number of weapons and vehicles as insufficient.

Terrorism and organized crime are serious challenges and require specialized and focused response. Police as an organization is not meant and trained to counter terrorism. However, by streamlining the surveillance system including strict movement control, monitoring of suspected persons, effectively implementing laws relating to arms and ammunitions, hotels and guest houses, explosives and dangerous chemicals; by effective patrolling, picketing, and combings of grey areas, safeguards against any suspected or terrorist activities can be provided. Moreover, meaningful coordination can be done with other intelligence agencies for information sharing. Dedicated teams for investigating arrested suspects and sharing of interrogation reports with related sister agencies can also help in acquiring significant information for curbing criminal activities.

Crime detection and prosecution remain a weak point in police administration. Ground realities reveal that police investigations and prosecutions systems are confession based. The training and orientation of investigators needs to be addressed. If forensics are introduced and effectively utilized, the culture of torture will automatically change. Modern interview and scientific interrogation techniques and use of gadgets such as lie detectors etc can change it all. Reducing the workload of investigators so that they get sufficient time to investigate the cases will also have drastic improvements.

There is a strong need to have written and well elaborated Standard Operating Procedure (SOP) about the daily policing activities to reduce the police discretion. Though general guidelines are provided by the Police Rules, however, there should be

more detailed guidelines to be published throughout the police organization so as to make the working of the police standardized, more transparent, reliable and predictable.

Almost all the developed countries have adopted quality standardization in their police working through implementation of certain quality standards in information, human and physical resource management. This aspect is found lacking in policing system of Pakistan. Only Islamabad Traffic Police, is ISO 9001 certified. This example needs to be expanded and replicated in all the provincial police departments.

Community policing as already stressed during the course of discussion is important to build trust between police and public and image building of police. So it is important that community policing mechanisms be duly followed. CPLCs currently working in various cities are not adequately funded and are not fully independent in their working. To make them effective, proper funding is necessary and these committees should be allowed to function without restraint and pressures from government.

The effectiveness of neighborhood policing has been recognized internationally. This was in place in Police Act of 1861 as well in the form of Theekri Pehra system. In the modern day, we need to implement the beat system on the pattern of "Koban" in Japan. This will help the police in infusing confidence into public and bring the force close to the community.

One way forward can be to divide each police station into different beats. Singapore Police Force, which has implemented "Neighborhood Police System", can also be emulated. The two fundamentals of community policing, i.e. public participation and problem solving need to be incorporated and focused in community

policing efforts; citizen's peace, conciliatory and vigilance committees are effective police public forums which must be introduced at district and police stations level.

Any efforts to reform police without judicial and prison reforms may end up as a futile exercise. The logical steps to improve police, prison and judicial reforms are to start with a strong political will, accept the faults and weaknesses of the departments, analyze the problems these departments are facing and find out a positive solutions with the practical measures to address those.

For the public of Pakistan to view the police as a worthy agency for betterment of community, the police must end the use of torture and physical abuse; instill a "Spirit of Service"; weed out corrupt, inefficient and incompetent style of policing. The police should replace substandard facilities; issue quality equipment to all personnel; properly maintain facilities, equipment and record information. It should also establish fixed schedules with regular time off for line employees; ensure minimum of two year posting for command postings such as PPOs, CCPOs, RPOs, DPOs and SHOs; A mechanism to establish career-long learning; and train all personnel in public service skills (first aid, dispute mediation, victim counseling etc.). Likewise practice of punishing of police personnel without proper inquiry in case of failure may also be done away with.

For improving governance parameters, maximum priority be given to those working at the ground level. Police as an organization needs to evolve a culture of unity and comradeship. Senior officials need to support the juniors in their attempts to do justice and remain impartial. Senior should groom and pass on their experience to juniors, while junior officers should be made dutiful and proactive in discharge of their responsibility.

Police does not operate in isolation. Many of the problems are part of overall culture and norms of society. Society is power oriented and Police becomes focal point of the entire power struggle. Many of the ills are actually taken from the system where competing interest and pressure groups manipulate Police to use all its force legally or illegally to serve their ends. A commitment from society is equally important to make Police a true professional, nonaligned and impartial crime fighting force and a service. We need to educate the masses for general awareness and train them to recognize their fundamental rights while meeting their social obligations

All the issues and problems being faced by the police have been highlighted in this study along with the best possible solutions. If the recommendations mentioned in the study are implemented with sustained political will, it can bring a change that could herald beginning of an era of good governance in the police administration of Pakistan.

Appendix: 1

Primary Data was collected from the following 32 districts

1. Abbottabad	17. Lahore
2. Attock	18. Larkana
3. Badin	19. Lodhran
4. Chakwal	20. Loralai
5. Charsadda	21. Mianwali
6. Faisalabad	22. Okara
7. Gujarat	23. Peshawar
8. Haripur	24. Quetta
9. Hyderabad	25. Rahim Yar Khan
10. Islamabad	26. Rajanpur
11. Jacobabad	27. Rawalpindi
12. Karachi	28. Sahiwal
13. Kasur	29. Shikarpur
14. Khairpur	30. Sialkot
15. Khushab	31. Sukkur
16. Kohat	32. Vehari

List of 278 Police Stations of the 29 Districts from where Primary Data was collected

(The Police Stations are grouped according to the district to which they belong)

Note: Only Police Stations from these 29 districts answered the police stations questionnaire.

1) Abbottabad	3) Badin	39. Dhuman
1. Bakot	21. Badin	40. Tamman
2. Cantt.	22. Gulab Leghari	5) Charsadda
3. City	23. Khadan	41. Batagram
4. Doonga Galee	24. Matli	42. Charsadda
5. Hawailian	25. Pangrio	43. Khan Mahi
6. Lora	26. Sf Rahu	44. Mandani
7. Mirpur	27. Talhar	45. Nissatta
8. Narrah	28. Tando Bagu	46. Prang
9. Nawashar	29. Tando Ghulam Ali	47. Sardhari
10. Sherwan	30. Kario Ghanwar	48. Shabqadar
2) Attock		49. Tangi
11. Attock Khurd	4) Chakwal	50. Tarnab
12. Bahter	31. City	6) Faisalabad
13. City	32. Dhudial	51. Garh
14. Fatehjang	33. Saddar	52. Civil Lines
15. Hazro	34. Kallar Kahar	53. Dijikot
16. Injra	35. Saddar Talagang	54. Factory Area
17. New Airport	36. Choa Saiden Shah	55. Kharrarian Wala
18. Pindi Ghaib	37. Nila	56. Kotwali
19. Saddar Hassan Abdal	38. City Talagang	57. Thekri Wala
20. Saddar Attock		58. Rail Bazaar

7) Gujrat	80. Secretariat	103. Sharah-E-Faisal
59. A Division	81. Shalimar	104. S.I.T.E.
60. B Division	82. Sihala	105. Sohrab Goth
61. Civil Lines	83. Tarnol	106. Clifton
62. Lorry Ada	84. Women Ps	107. Taimuria
63. Rehmania	85. Kohsar	
64. Saddar	86. Shehzad Town	
8) Haripur	10) Jacobabad	12) Kasur
65. City	87. Airport	108. B Division
66. Ghazi	88. Bahoo Khoso	109. Chunian
67. Hattar	89. City	110. City Pattoki
68. Khanpur	90. Civil Lines	111. Ellahabad
69. Kot	91. Dodapur	112. Ganda Singh City
70. Khala bat township	92. Garhi Khairo	113. Kot Radha Kishn
71. Saddar	93. Mouladad	
72. Hyderabad	94. Mubarak Pur	114. Kuddian
73. Makki Shah	95. Muhammadpur Odho	115. Mustafabad
74. City	96. Saddar	116. Raja Jang
	97. Thul	117. Sarai Mughal
9) Islamabad	11) Karachi	13) Khairpur
75. Aabpara	98. Industrial Area	118. A Section
76. Barakaho	99. Landhi	119. Ahmedpur
77. Industrial Area	100. Memon Goth	120. B Section
78. Margalla	101. Samanabad	121. Faiz Ganj
79. Sabzi Mandi	102. Sharafi Goth	122. Gambat

123. Khenwari	146. Shadman	168. Saddar
124. Kotdiji	147. Raiwand	169. Saddar Dunyapur
125. Mirwah	148. Rang Mehal	
126. Ranipur	149. Ravi Road	18) Loralai
127. Sabho Dero	150. South Cantt	170. Duki
		171. Chamlang
14) Khushab	16) Larkana	172. Saddar
128. Mitha Tiwana	151. Airport	
129. Noorpur	152. Bakrani	19) Mianwali
130. Naushera	153. Baqapur	173. City
131. Quaidabad	154. Hydri	174. Daud Khel
132. Jauharabad	155. Mahata	175. Hernoli
133. Jaura Kalan	156. Nehar	176. Kala Bagh
134. Katha Saghral	157. Rasheed Waggan	177. Kamar Mohsani
15) Lahore	158. Rotadero	178. Musa Khel
135. Islampura	159. Women PS	179. Pai Khel
136. Badami Bagh		180. Peer Pahi
137. Defence		181. Saddar
138. Garden Town	160. City	182. Wanbhachran
139. Gujjarpura	161. Dhanote	
140. Gulberg	* 162. Dunyapur	20) Nowshera
141. Manawan	163. Gellaywal	183. Akbarpur
142. Model Town	164. Jallah Arain	184. Akora Kh
143. North Cantt	165. Kehror Pakka	185. Aza Khel
144. Old Anarkali	166. Qureshiwala	186. Cantt.
145. Garhi Shahoo	167. Saddar Kehror Pakka	187. Nizampur
		188. Kalan

189. Pabbi	209. Hyatabad	
190. Risalpur		
1) Okara	23) Quetta	25) Rajanpur
191. Gogera	210. Cantt.	230. Fazilpur
192. Haveli Lakha	211. Bijli Road	231. Goth Maz
193. Mandi Ahmad Abad	212. Brewery	232. Hajipur
194. Renala Kurd	213. City	233. Harrand
195. Shergarh	214. Pashtoonabad	234. Kot Mithan
196. B Division	215. Quaidabad	235. Lal Garh
197. Cantt.	216. Saddar	236. Muhammadpu r
198. Hujra Shah Muqeem	217. Sariab	237. Saddar Jampur
199. Saddar	218. Satellite Town	238. Shahwali
200. Shahbore	219. Industrial Area	239. Umar Kot
22) Peshawar	24) Rahim Yar Khan	26) Rawalpindi
201. Chamkani	220. Abadpur	240. Sadiqabad
202. Gulbahar	221. Ahmedpura	241. Airport
203. Khan Razzaq Shaheed	222. Bhong	242. New Town
204. West Cantt	223. Iqbalabad	243. Waris Khan
205. Shahqabool	224. Kot Samawa	244. Westridge
206. University Town	225. Machka	245. Civil Lines
207. East Cantt	226. Munthar	246. Banni
208. Faqirabad	227. Ruknpur	247. R.A. Bazaar
	228. Saddar	248. Civil Lines
	Sadaqabad	249. Cantt
	229. Zahir Peer	

27) Shikarpur

- 250. Amrote Shareef
- 251. Chak
- 252. Garhi Yaseen
- 253. Ghulam Shah
- 254. Golo Daro
- 255. Lakhi Gate
- 256. Madeji
- 257. Mian Jo Goth
- 258. Rustam

29) Sukkur

- 269. Abad
- 270. Baiji Sharif
- 271. Cantt.
- 272. City A Section
- 273. City B Section
- 274. Kandhra
- 275. Khadheri
- 276. Raza Goth
- 277. S.I.T.E.
- 278. Duber

28) Sialkot

- 259. Cantt.
- 260. Kotwali
- 261. Muradpur
- 262. Civil Lines
- 263. Kotli Loharan
- 264. Kotli Syed
- 265. Nekapura
- 266. Puklian
- 267. Rangpura
- 268. Saddar

Appendix: 2

Questionnaire Designed for the Assessment of the Police Station Working

Police Station Name:

Name of the SHO:

Age:

Domicile:

Years of service:

Qualification / Training Courses attended:

Duration of current posting:

Rank:

Tenure of SHOs:

Number of SHOs posted										Average Tenure
2001	2002	2003	2004	2005	2006	2007	2008	2009		

What facilities are your officers provided with?

Does your police station needs more weapons and vehicles? (Yes/No)

Utilities/ Facilities for the police officers	Answer Y for Yes, N for No
Reporting Room	
Internet facility	
Fax Machine	
Photocopier	
Telephone facility (fixed line)	
Yes	No

Following questions are to be answered by the SHO

Transparency:

On the following scale, how strictly do you follow the Policing Plan?

Very Strictly					Not Strictly at all
1	2	3	4	5	

Community Policing:

What is the most important factor behind the deteriorated image of police in our society?

Accountability:

1. How would you rate the level of independence you have in administering your police station on the following scale?

Very Independent					Not Independent at all
1	2	3	4	5	

2. To what scale are you held accountable for occurrence of crime in your jurisdiction?

Strictly					Never
1	2	3	4	5	

Funds

1. Are funds allocated by Government to PS for each month?

2. How do you cover the deficit (If any)?

Appendix: 3

Questionnaire Designed for the Assessment of the District Police Office

Police District:

Name of the DPO:

Age:

Domicile:

Years of service:

Qualification:

Duration of current posting:

Rank:

Number of crimes reported during 2009:

Number of crimes reported during 2008:

Population in the District:

Police Strength of the district:

	2008	2009
Number of judicial courts for the district		
Number of Cases Pending at these courts		

Crime Statistics:

Number of Cases: (for entire district)	2008	2009
Registered		
'Challaned'		
Admitted		
Acquittals		
Convictions		

Tenures of DPOs since 2001:

District	Number of DPOs posted in the following years:									Average Tenure
	2001	2002	2003	2004	2005	2006	2007	2008	2009	

Current Breakup of deployment of police at the District:

Sr. no.	Rank	Sanctioned	Existing
1.	Constables		
2.	Head Constables		
3.	Assistant Sub-Inspector (ASI)		
4.	Sub-Inspector (SI)		
5.	Inspector or Station House Officer (SHO)		
6.	Deputy Superintendent of Police (DSP)		
7.	Assistant Superintendent of Police (ASP)		
8.	Superintendent of Police (SP)		

Current Breakup of police personnel on the basis of qualification:

Sr. no.	Rank	Under Matric	Matric	F.A	B.A	Above
1.	Constables					
2.	Head Constables					
3.	Assistant Sub-Inspector (ASI)					
4.	Sub-Inspector (SI)					
5.	Inspector or Station House Officer					
6.	Deputy Superintendent of Police					
7.	Assistant Superintendent of Police					
8.	Superintendent of Police (SP)					

Training:

Breakup of Constables attending training courses from the district (2009):

No. of Participants	Course title	Location	Duration

Breakup of Head Constables attending training courses from the district (2009):

No. of Participants	Course title	Location	Duration

Breakup of ASIs attending training courses from the district (2009):

No. of Participants	Course title	Location	Duration

Breakup of SIs attending training courses from the district (2009):

No. of Participants	Course title	Location	Duration

Breakup of Inspectors attending training courses from the District (2009):

No. of Participants	Course title	Location	Duration

Breakup of DSPs attending training courses from the District (2009):

No. of Participants	Course title	Location	Duration

Breakup of ASPs attending training courses from the District (2009):

No. of Participants	Course title	Location	Duration

Breakup of SPs attending training courses from the District (2009):

No. of Participants	Course title	Location	Duration

Weaponry & Logistics:**Breakup of weaponry available:**

Type of Weaponry	Quantity
SMG	
G3	
MPS	
Semi-Automatic (China Rifle)	
Revolvers	
Pistols 38mm	
Pistols 9mm	
12 Bore Guns	
Tear Gas Guns	
Tear Gas Shells	
Bullet Proof Jackets	

Total number of vehicles in your District in 2009:

Type of vehicle	Quantity	Condition		
		Give numbers		
Good	Poor	Average		
Pick up				
Jeep				
Car				
Motorcycles				
Trucks				
APCs				
Fork Lifters				
Carry Vans				
Prisoners Vans				
Mobile Labs				
Mobile Canteen				
Buses				
Ambulance				
Coaster				
Crane				
Water Tanker				

Note: Following questions have to be answered by the DPO.

Do you think your police station needs more weapons and vehicles? (Yes/No)

Yes	No
-----	----

Transparency/Planning:

1. How often is the Policing Plan of your district revised?

Yearly	Bi-annually	Quarterly	Monthly	Not at All

1. On the following scale, how strictly do you follow the Policing Plan?

Very Strictly	Not Strictly at all			
	2	3	4	5

Community Policing:

1. What is the single most important factor behind the deteriorated image of police in our society in your opinion?

2. On the following scale, how closely should the public work with the police?

Very Closely	Not Closely at all			
1	2	3	4	5

3. On the following scale, how law-abiding are the inhabitants in your precinct?

Very Law-abiding	Not Law-abiding at all			
1	2	3	4	5

Accountability:

1. How many Police Officers have been punished on account of inefficiency³⁴⁰ in 2009?

2. How many criminal cases have been registered against the police officers in your jurisdiction while they were on duty in 2009?

³⁴⁰ Inefficiency implies misconduct, ill-behaviour etc.

3. Were there any cases during last year (2009) that you were not able to register? If yes, how many?

4. How would you rate the level of independence you have in administering police stations in your jurisdiction on the following scale?

Very Independent	Not Independent at all			
1	2	3	4	5

Breakup of punishments inflicted:

Rewards:

Break up of Rewards given to police personnel in the District (2009)?

Rank	Commendation Certificate-I	Commendation Certificate-II	Commendation Certificate-III	Appreciation Letter	Cash Award	Total
Constable						
Head Constable						
ASI						
SI						
Inspector						
ASP						
DSP						
SP						

Intelligence Gathering System/ Prevention & Detection of Crime:

1. Are organizations i.e. CID; CIA & SB cooperating with district Police?
2. What is the total number of Police investigation officers?
3. How many cases were investigated in year 2009 by IOs?
4. How many check posts have you setup in your jurisdiction? What is the number of policemen operating these check posts? (2009)
5. How many criminal gangs have you busted in your jurisdiction in 2009?
6. Do you employ the principle of surety bond amongst parties who might indulge in conflicts in your region?
7. Are there any inaccessible areas in your jurisdiction? (Places which you can't monitor as effectively as others)
8. Division of the personnel employed for intelligence gathering:

Sources of Information Gathering & Intelligence for year 2009	Number of police officers (civilians, where applicable) engaged
Source -Informers	
Plain Clothes Deployment	
Patrolling	
Intelligence Agencies	
Intelligence Gathering through studying crime patterns/old records	
Prisons/Ex-convicts	
Coordination with other agencies	

Breakup of Arrested Offenders/Deserters:

Serial Number	Category	Year 2008		Year 2009	
		Total	Arrested	Total	Arrested
1.	Proclaimed Offenders				
2.	Court Absconders				
3.	Military Deserters				

Breakup of Case Detection³⁴¹:

Year	Offences				Total Offences	
	Against Persons		Against Property		Reported	Detected
	Reported	Detected	Reported	Detected		
2008						
2009						

³⁴¹ Detected cases are those that have been closed after being resolved.

Rank-wise Breakup of Women Police Officers:

Sr. no.	Rank	Strength	
		Sanctioned	Existing
1.	Constables		
2.	Head Constables		
3.	Assistant Sub-Inspector (ASI)		
4.	Sub-Inspector (SI)		
5.	Inspector or Station House Officer (SHO)		
6.	Deputy Superintendent of Police (DSP)		
7.	Assistant Superintendent of Police (ASP)		
8.	Superintendent of Police (SP)		

Appendix: 4

Questionnaire Designed for the Provincial Police/Inspector General Office

Postings:

Number of IGPs posted:

Retirement:

Number of personnel retired in 2008-2009:

Recruitment:

Number of personnel recruited/inducted in 2007:

Number of personnel recruited/inducted in 2008:

Ranks									
Followers	Constables	Head Constables	ASI	SI	Inspector	DSP	ASP	Others	

Number of personnel recruited/inducted in 2009:

Ranks									
Followers	Constables	Head Constables	ASI	SI	Inspector	DSP	ASP	Others	

Number of Police Complaints and Public Safety Commissions in the province:

External accountability of police by courts and safety commissions: (provide numbers)

Year	Actions Initiated	Punished	Acquitted	Junior Ranks (Constable-Inspector)	Senior Ranks (ASP/DSP-IGP)
2002					
2003					
2004					
2005					
2006					
2007					
2008					
2009					

Accountability of Police (Action taken against Police Officers under following charges)

Issues														
Torture ³⁴²		Illegal Detention ³⁴³		Faulty Investigation		Corruption ³⁴⁴		Absence ³⁴⁵		Criminal Acts		Misconduct		
2008	2009	2008	2009	2008	2009	2008	2009	2008	2009	2008	2009	2008	2009	

Following table indicates punishment inflicted rank wise (2008-09):

Ranking	
Junior Ranks (Constable-Inspector)	Senior Ranks (ASP/DSP-IGP)

³⁴² "Any act by which severe pain or suffering, whether physical or mental, is intentionally inflicted on a person for such purposes as obtaining from him or a third person information or a confession, punishing him for an act he or a third person has committed or is suspected of having committed, or intimidating or coercing him or a third person, or for any reason based on discrimination of any kind, when such pain or suffering is inflicted by or at the instigation of or with the consent or acquiescence of a public official or other person acting in an official capacity." United Nations Torture Convention of 1984

³⁴³ "Illegal detention is the unjustifiable imprisonment or the unlawful deprivation of liberty of a person by way of arrest for a wrongful cause or suspicion and the continued restriction of personal freedom by retaining such person in custody."

³⁴⁴ "An act done with an intent to give some advantage inconsistent with official duty and the rights of others. It includes bribery, but is more comprehensive; because an act may be corruptly done, though the advantage to be derived from it be not offered by another."

³⁴⁵ "It is a wilful abandonment of an employment or duty in violation of a legal or moral obligation."

Appendix: 5

Questionnaire Designed for Police Chiefs of International Organizations

Name:	Rank:	Country:		
		City:		
Number of personnel under command in 2009:				
Male: Female:				
Budget allocated in 2009 (USD):				
Total population under jurisdiction in 2009:		Crime rate for 2009:		
		Crime Detection Rate (2009):		
Deaths of policemen in 2009:		Deaths of civilians in 2009:		
How strongly is sound administration related to good governance within Police? Please mark your choice.				
<input type="checkbox"/> Strongly <input type="checkbox"/> Not Strongly				
1	2	3	4	5

Number the following according to their importance in affecting Police Administration:

Training	Weaponry	Intelligence Gathering System	Community Policing	Information Collection Mechanism	Prevention of Crime	Detection of Crime	Others: (please specify)

Number the following Governance indicators according to their importance in improving Police Administration:

Transparency	Accountability	Participation	Rule of Law	Corruption	Predictability	Efficiency and Effectiveness	Others: (please specify)

Appendix: 6

Questionnaire Designed to Measure Public Perception of Police

1. What are the factors hampering police performance?

Factors	Rank according to preference
Lack of resources	
Political interference	
Red-tapism	
Attitude of Police	
Attitude of civil society/culture	
Absence of performance based incentives	
Duty hours	
Lack of motivation	
Corruption	
Lack of accountability	
Un-manageable span of control	
Intention	
Faculty & Resources	
Lack of Proper Training	

2. What are the major causes of rise in crime rate?

Factors	Rank according to preference
Lack of education	
Economic factors/Inflation	
Failure of Criminal Justice System	
Absence of rule of law	
Lack of effective policing	
Population growth	

Corruption	
Rural /Urban Migration	
Genetic factors	
Socio-Economic Deprivation	
Social Injustice	
Low conviction Rate	
Ineffective jailing system	
Less Emphasis on Reformatory justice	

3. Which major reasons are responsible for acquittal in courts?

Corruption	
Caliber of judges	
Ineffective laws	
Inefficient court procedure	
Lack of transparency	
Inequality of people before law	
Faulty Investigation	
Lack of Forensics	
Lethargic prosecution	
Legal Lacunas	
Political Interferences	
Ineffective monitoring by Police Supervisors	

4. Which factors have an impact over the effectiveness/ineffectiveness of police encounters?

Factors	Rank according to preference
Lack of resources	
Corruption	
Lack of transparency	
Attitude of civil society/Distrust	
Mismanagement of police subordinates	
Lack of Training	
Negative role of media	
Political interference	
Apathy of concerned to correct the negative perceptions	

5. Which factors contribute towards public's violent behavior?

Factors	Rank according to preference
Discontentment of public with government policies	
Socio-economic reasons	
Mistrust in police	
Family feuds	
Delayed justice	
Corruption	
Faulty Investigation	
Illiteracy	
Geographical Variation	
Negative Perceptions	

6. What are the underlying reasons of the failure of police prosecution procedure?

Factors	Rank according to preference
Lack of resources for the legal branch	
Inefficient evidence collection	
Lack of cooperation on part of public	
Inefficient courts	
Corruption	
Out dated laws	
Complicated legal formalities	
Legal Lacunas	

7. What are the reasons for public's apathy towards justice?

Factors	Rank according to preference
Lack of trust in the justice system	
Low morality	
Lack of faith in law enforcing institutions	
Mistrust among individuals of the society	
Inappropriate behavior of police	
Role of Media	
Feudal culture corruption	
Mindset	

8. What are the major causes of lack of willingness on part of the policy makers in controlling crime?

Factors	Rank according to preference
Vested interests	
Corruption	
Lack of resources	
Poor caliber of policy makers	
Poor prioritization	
Centralization of Authority	
Lack of Accountability	
Lack of long term planning	
Lack of vision	
Lack of facilities	
Mindset of the society	

9. What are the factors causing lack of accountability in Police organization?

Factors	Rank according to preference
Poor supervision by senior Officers	
Lack of political will to make Police accountable	
Police Politician nexus	
Prevalence of Corrupt organizational culture	
Institutionalized corruption	
Weak anti-corruption laws	
Fear of Police	

10. What are the factors which cause Police to indulge in corrupt practices?⁹

Factors	Rank according to preference
Weak moral fiber of Society	
Faulty recruitment	
Corrupt Organizational Culture	
Lack of accountability	
Lack of Supervision	
Ineffective complaint redress system	
Lack of resources & facilities	
Society Mindset	

11. What are the Factors responsible for ineffective policing?

Factors	Rank according to preference
Lack of proper strategy/planning	
Lack of training	
Poor caliber of Police Officer	
Absence of just reward/punishments)	
Politically motivated postings	
Corruption	
Absence of equal application of Law	
Ineffective Human Resource Management	
Lethargic attitude of Seniors officials	
Extraneous interference	

12. What are the factors which make Police organization less responsive to community needs?

Factors	Rank according to preference
Lack of planning	
Absence of Community Policing Strategy	
Faulty prioritization	
Lack of Accountability	
Lack of resources	
Complicated legal procedures	
Lack of training /Inappropriate Training	
Lack of Transparency in procedures	
Absence of Training need analysis	
Culture of Postings/Transfers on Political basis	

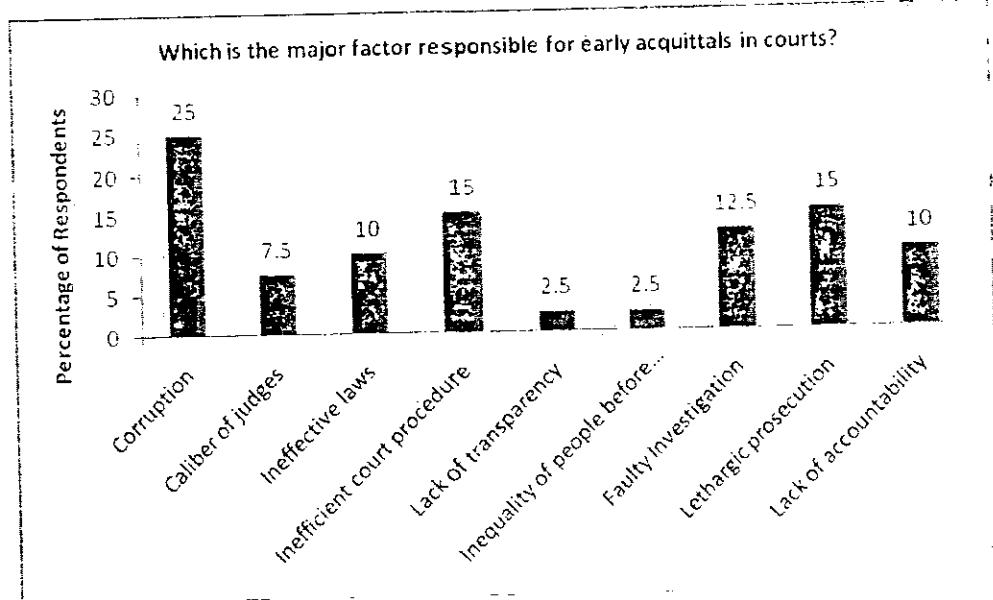
13. What are the factors which hinder equal application of law?

Factors	Rank according to preference
Culture of Power	
Ineffective Law Enforcement	
Prevalence of Corruption	
Absence of tenure security for Police officers	
Politically motivated postings/transfers	
Not recruiting persons on merit	
Extraneous interference	
Poor Supervision	
Overworked law enforcement agencies	
Frail comprehension of the law itself	

Appendix: 7

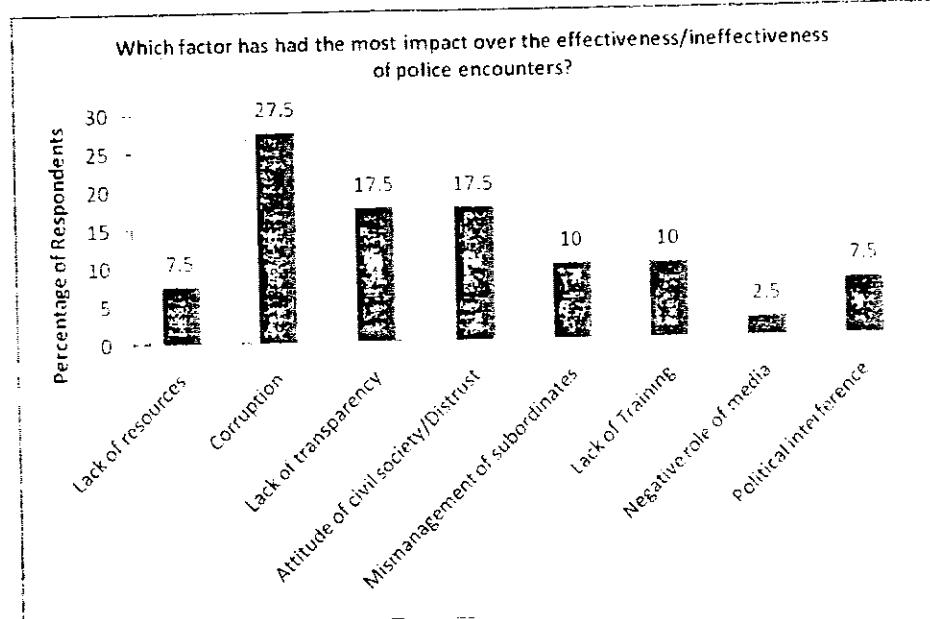
Results of Survey Questionnaire on Public Perception of Police

Figure 1: Major factor behind early acquittal in courts



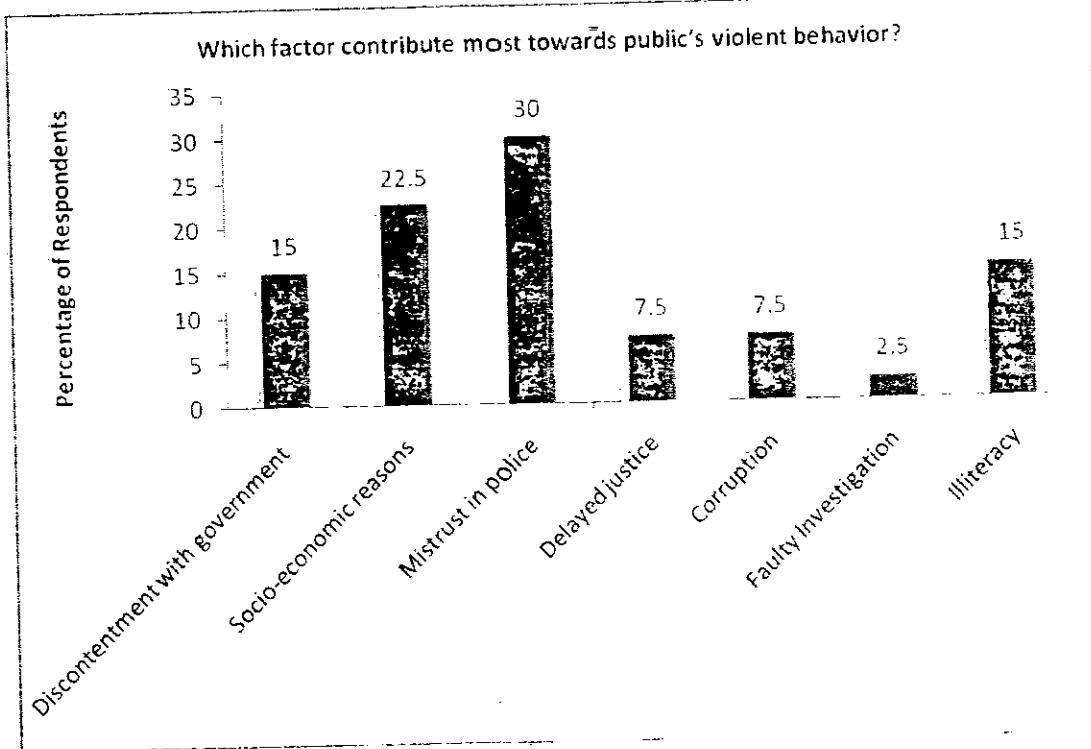
Note: Major factors remain mainly corruption, inefficient court procedure and lethargic prosecution.

Figure 2: Major factor responsible for ineffectiveness of police encounters



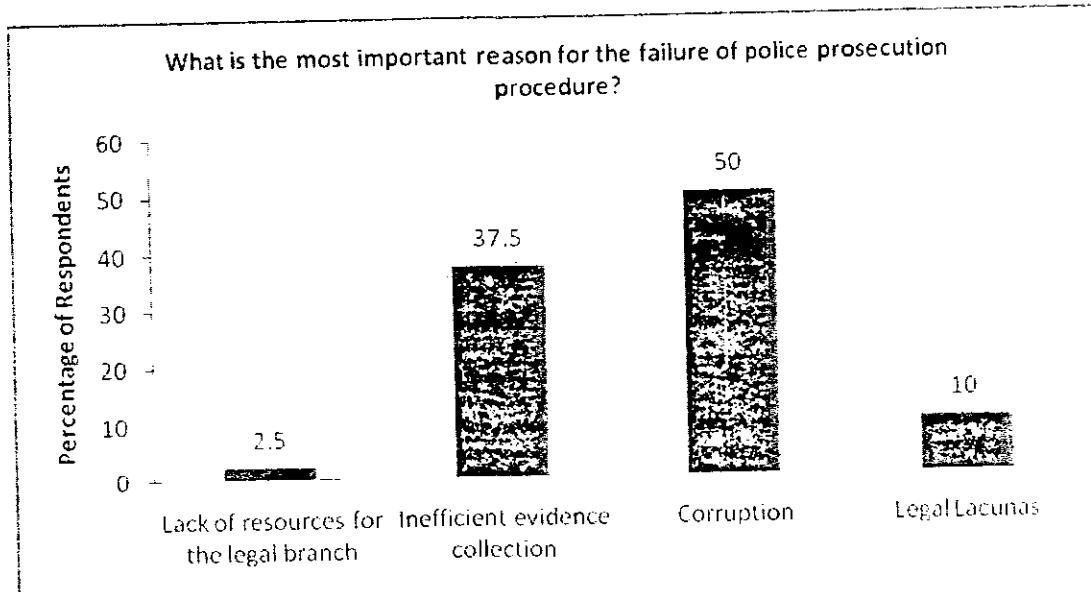
Note: Major factors remain corruption, lack of transparency and distrust of civil society.

Figure 3: Major factor behind public's violent behavior



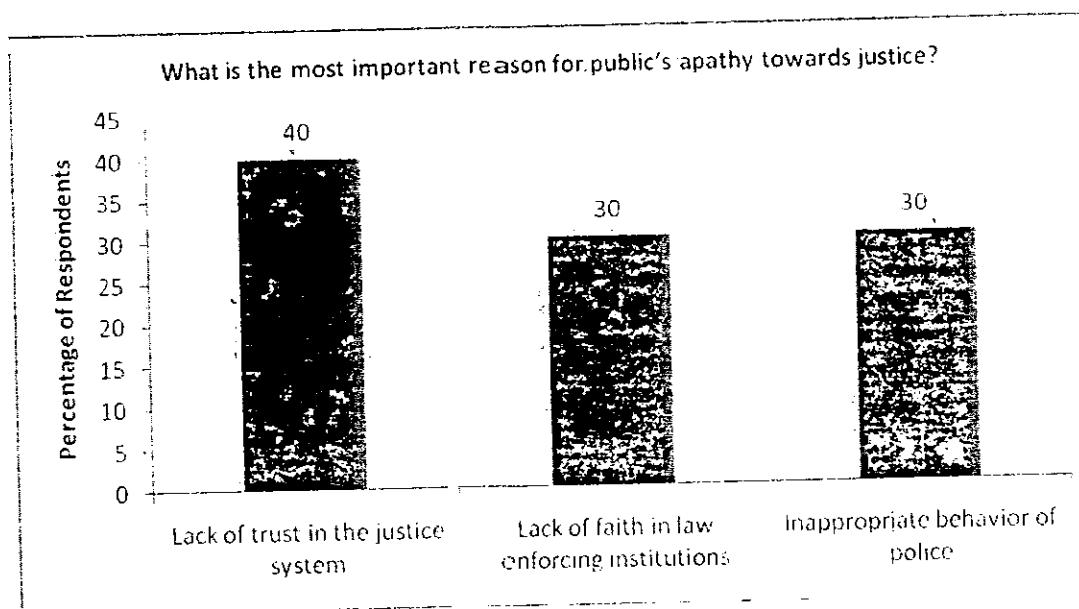
Note: Major factors that contribute to public's violent behavior include mistrust in police, socio-economic reasons, discontentment with government and illiteracy.

Figure 4: Main reasons for failure of prosecution procedures



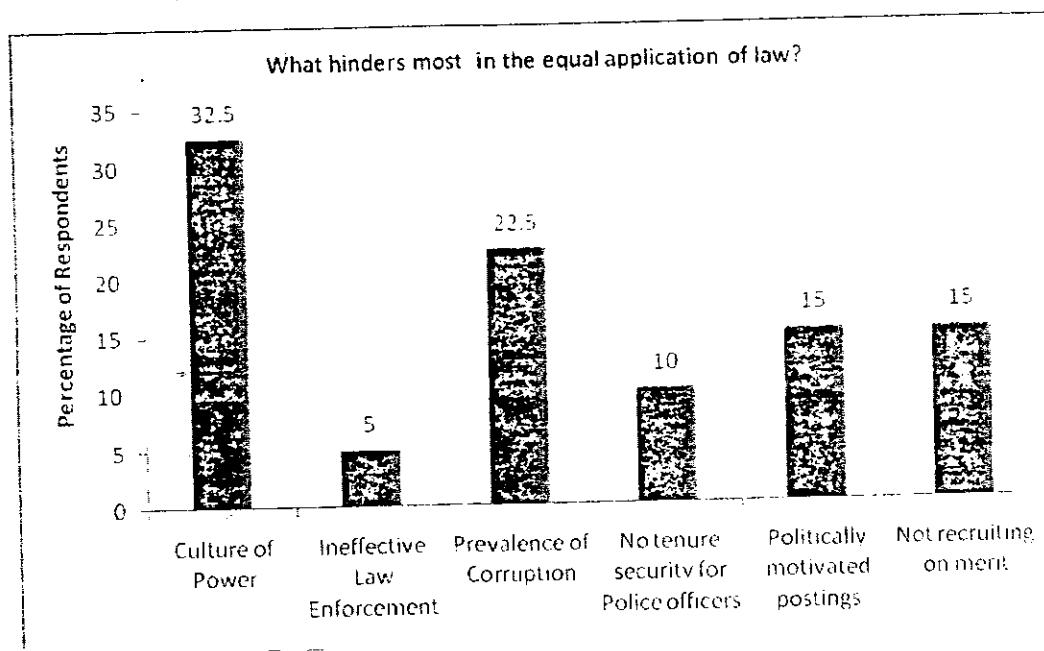
Note: Main reasons identified for failure of prosecution procedures include corruption and inefficient evidence collection.

Figure 5: Important factor responsible for public's apathy towards justice



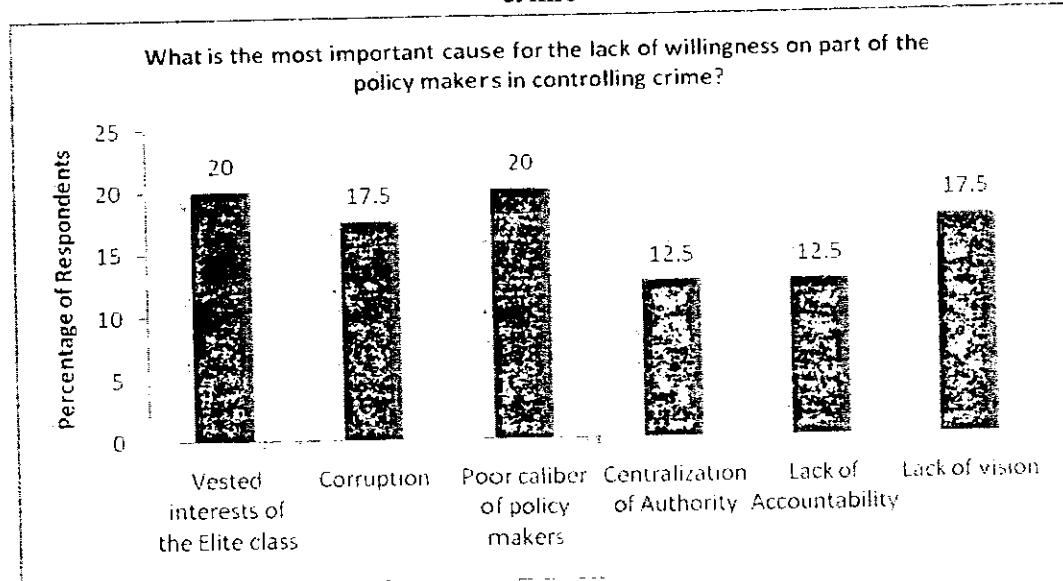
Note: Single most important factor responsible for public's apathy towards justice remains to be lack of trust in the justice system.

Figure 6: Most important factor hindering equal application of law



Note: Factors hindering equal application of law are culture of power and prevalence of corruption.

Figure 7: Major cause behind lack of willingness of policy makers to control crime



Note: Major causes identified during the survey are vested interests of the elite class and poor caliber of policy makers.

Appendix: 8

Questionnaire Designed for Case Studies related to Police Investigations

Province	District	Relevant Police Station(s)	Date of the Incident	Place of incident
Title of the Case				
Current Status				
List of Complainant(s)				
Section(s) Applied				
Action(s) taken by the police				
Loss of Lives	Police		Civilian	
Injuries Sustained	Police		Civilian	
Loss of Property (amount in PKR)	Police		Civilian	
Number of Police Officials deployed for security before the incident				
Budget Allocated towards the investigation				
Number of Investigation Officers deputed				
Time taken to gather evidence				
Number of suspects identified				
Number of suspects apprehended				
Time taken to capture suspects				
Number of witnesses	Police officials		Civilians	
Details of Security Provision on site before the incident				

Brief Detail of the incident	
Why did the incident take place?	
Could the incident have been prevented? (yes or no)	
If yes, what necessary measures were absent?	
Was any police official held responsible for the attack? If yes, what were the reasons? If not, why not?	
Support provided by other agencies in the investigation, if any.	
Did you get adequate forensic help?	
For how many days was the scene of crime preserved?	
Comment on the role of media in portraying this incident.	
Comment on the role of other administrative and supporting units in this incident.	
Lessons learnt in terms of policing and crime control.	
In how many days was the case traced, if the trace was successful. how many days did it take to challan the case?	
How many days did it take for the court to pass a verdict? Was the case appealed at a higher court?	
Outcome of the case prosecution	
Was special state counsel appointed or normal prosecution staff appointed?	
Were any police officials reprimanded for the incident?	
Details of the punishment awarded to the convicted	

Appendix: 9

Breakup of Training Courses in Punjab Police

Table I Distribution of Basic Courses taught in Punjab Police

Basic Courses		
Sr.	Courses	Duration
1.	Basic Recruit Course	6 Months
2.	Basic Lady Constable Recruit Course	6 Months
3.	Driver Recruit Course	3 Months
4.	PHP Basic Recruit Course	6 Months
5.	Probationer ASIs Class Course	1 Year
6.	Traffic Warden Course	1 Year

Table II Distribution of Promotional Courses taught in Punjab Police

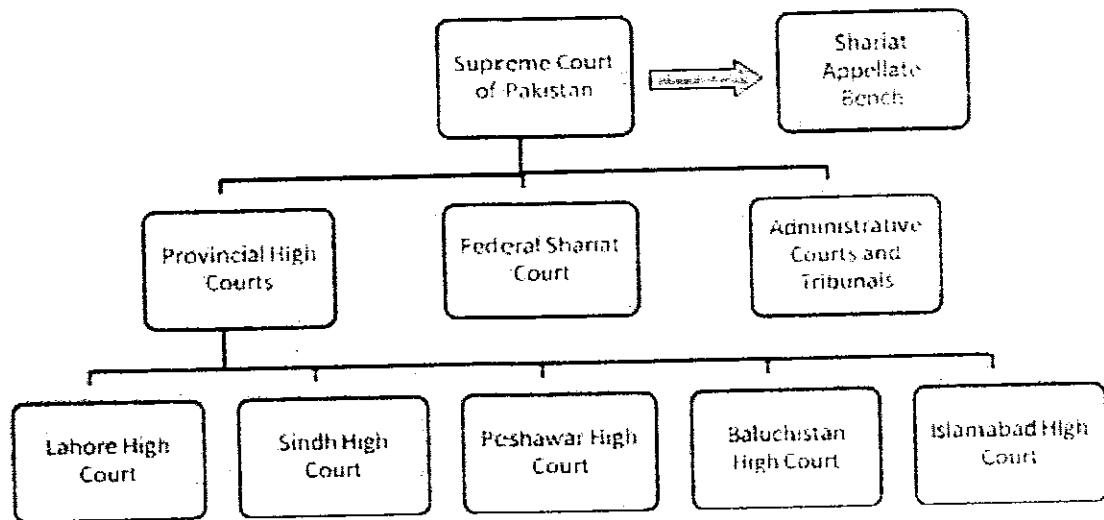
Promotional Courses		
Sr.	Courses	Duration
1.	Lower Class Course	4 Months
2.	Intermediate Class Course	4 Months
3.	Upper Class Course	4 Months
4.	Advance Class Course	4 Months
5.	Junior Command Course	3 Months

Table III Distribution of Refresher/Departmental Courses taught in Punjab Police

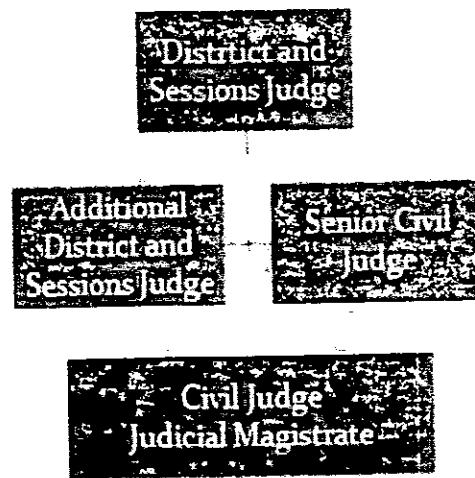
Refresher/Other Departmental Courses		
Sr.	Courses	Duration
1.	Attitudinal Change Course for SHOs DSPs	1 Week
2.	Investigation Course	2 Weeks
3.	Drill Instructor Course	4 Months
4.	Traffic Training Course	6 Weeks
5.	Special Weapon Instructor Course	5 Weeks

Appendix: 10

Current Superior Courts Structure in Pakistan



Current Subordinate Courts Structure in Pakistan



Appendix: 11

Breakup of Pakistan Police Strength according to IGP Office, Islamabad

	Punjab	Sindh	Khyber Pakhtunkhwa	Balochistan	Islamabad	Railways	Gilgit Baltistan	JK	Total	National Highways & Motorway Police
PPO/IGP	1	1	1	1	1	1	1	1	8	1
Addl. I.G.P	19	7	5	4	0	0	0	0	35	0
DIG	40	22	18	15	3	1	2	6	107	7
AIG/SSP	42	46	28	28	8	2	5	4	163	18
SP	215	126	66	49	14	8	10	16	504	
Addl.S.P	0	0	6	0	0	0	0	0	6	
ASP	65	0	17	5	0	0	0	6	93	87
DSP	809	347	202	177	48	15	32	37	1,667	
Inspector	3,505	1,650	544	441	155	40	60	113	6,508	1,060
Sub-Inspector	15,306	4,367	2,253	1,293	448	169	144	267	24,247	1,492
Assistant Sub-Inspector	12,952	9,292	2,612	1,879	1,041	287	173	283	28,519	0
Head Constable	18,826	16,597	8,020	5,548	1,348	880	586	943	52,748	1,165
Constable	125,712	74,990	50,645	20,174	7,271	5,671	3,435	6,036	293,934	654
Total	177,492	107,445	64,417	29,614	10,337	7,074	4,448	7,712	408,539	4,484

Appendix: 12

Posts and Duties of Police Ranks from Constable to Inspector General

(Compiled with the help of IGP Office, Islamabad)

Constable

Constables are BPS-5 officials performing various police elementary tasks at police stations and other units

Posts	Duties
‘Santari’ Police Station	Keep check over the security situation in police station.
Other assistance santaris	Keeping a close check on the surroundings of the point of duty.
Barracks ‘Santari’	Protection of duty area and check on suspicious activities and persons.
Beat	Information collection for eradication of crimes and arrests in his beat area.
Check point	Checking of vehicles and suspected persons at the check point.
Patrolling	Checking of suspicious persons and places and in case of an offence collection of information.
Investigative duty	Security of the place of incidence, recording statements for investigation.
Process servers	Compliance and follow up of summons, notices, warrants, issued by the court.
Deputy Moharrir	Compilation of records, briefing and assignment to duty officials.
Deputy Reader	Compilation of registers, record maintenance of the post, support to reader.
CID	Security duty of CID office, operation duty, picket and surveillance duty.
Cell duty	Protection and Keep an eye on the suspects kept in the cell.
Security duty	Check on all suspicious activities and persons at the point, checking all the routes, security of VIP/VVIPs
Bomb disposal	Technical sweeping of areas, checking of suspicious vehicles and letters etc.
Also performs traffic duty, similar duties in the Anti-terrorism squad, VVIP duty etc.	

Head Constable

Head Constables are BPS-7 officials and perform various tasks at police stations and other units.

Posts	Duties
Deputy Moharrir	Compilation of record, registering FIR.
Deputy Reader	Receives post from other officers, compiles reports, notes down inquiries.
Moharrir malkhana (property)	Security of case property, its disposals under law; government property, repair, distribution etc
Patrolling	Prompt response in case of an incident, check on suspicious activities and persons; search, raids, arrest etc
Investigation	Security at the point of incident, thorough search of the suspects taking them to court, recording statement.
Process server	Communication between the court, police, the concerned party: complying court orders.
Place of incidence	Collection of requisite information about the incident, area, its security.
Guard in charge	Preparations of Duty roll and briefing to the on duty officials.
Check point in charge	Maintaining a register on the check point, keeping information about stolen vehicles, Wanted persons, supervising other constables
Route duty	Check on suspicious vehicles and persons.
VIP/VVIP route	Security of the area of deployment.
Processions, rallies, public meetings	Keeping a note of all slogans or important things mentioned by the rally speakers and informing senior officials in case of uncalled for situation; maintaining law and order etc.
Bomb disposal in charge	Technical sweeping, checking of suspicious cars, BD of all the important places.
Also perform duties as drill staff, duty in charge, ATS, traffic duty	

Assistant Sub-Inspector

ASI are BPS 9 officers and perform various tasks as an in-charge of sub units in police stations and other levels.

Posts	Duties
Moharrir Police Station	Duty clerk, maintain record, register FIRs, assign duties, roll call, briefing etc.
Investigative Officer	Responding to crime incidents, collecting evidence, recording statement, preparing challans, testifying in courts etc
Duty officer police station	Public dealing, responding to citizens complaints, in charge of police stations for a stipulated time, Collection of evidence, statements of witnesses, etc.
Reader	Staff officer to senior officer, scrutinizing complainers, record of posts, maintaining registers.
Check point in charge	Checking of suspicious persons and cars.
Processions, public meetings	Maintaining law and order, regulating rallies, securing areas, provide protection. Briefing personnel, prompt response in emergencies.
Route in charge	Patrolling in the area, supervisions of bridges and trouble points, securing the area, etc.
Process servers	Complying summons, warrant, notices of courts.
Patrolling Officer	Checking duties, dealing with incidents, checking duties at important points.
CID	Operation, surveillance, interrogation, office duties.
Moharrir Police lines	Completion of registers; daily records to be maintained, assign duties, roll calls etc
Inquiry Branch	Letters, notices, orders to be prepared, record maintenance
Also perform traffic duties, Special branch duties; VIP/VVIP security, surveillance duty, moharrir, Bomb disposal, duties in PTS, ATS.	

Sub-Inspector

Sub-Inspectors are BPS 14 officials and perform various tasks at police stations and other units

Posts	Duties
Investigative Officer	Detect crime. Investigate cases. prepare case files, record statements, etc
Duty Officer Police Station	Prompt response after an incident. collection of evidence, recording statements, and redressing complaints. temporary in charge of police stations.
Patrolling officer	Ensure effective patrolling of all the important areas.
Additional SHO	Assist SHO in investigative and maintenance of law and order functions.
Reader	Forwarding complains, handling correspondence, maintaining registers.
Line officer HQ	Responsible for internal administration.; prisoner duties, logistics
Route officer	Patrolling, briefing subordinates.
CID	Performs operation, Surveillance, Interrogation duty.
PRO	Coordination of media related activities.
Also performs post bomb blast investigative duties, traffic duties, line officer PTS, in charge various logistics stores.	

Inspector

Inspectors are BPS-16 officers and perform duties at police stations and other levels.

Posts	Duties
SHO Police Station	Responsible for eradication of crime, investigation, supervision of record keeping.
Reserve Inspector	Supervision of all duties in lines HQ, barracks etc.
CID	Supervising interrogation, information collection from sensitive areas. carrying out surveillance etc.
SB VIP/VVIP Security	Supervision of all security arrangements.
SB VVIP Route In charge	Sweeping of the routes through BD. overall security

SB BD in charge	Supervision of searching and sweeping.
Legal	Follow up of district court cases, compliance to court cases.
Also perform traffic duties, ATS etc.	

Assistant Superintendent/Deputy Superintendent of Police

ASPs/DSPs are BPS -17 officers and perform duties at sub-division and similar level.

Posts	Duties
SDPO Crime	Check on arrests of and legal action against criminals, supervision of investigation.
Security	Checking of check points, making beat effective, information collection, security of important places.
Law and Order	Ensuring Peace in public gatherings.
Discipline	Check on discipline of the personnel.
DSP CIA	Information collection and its analysis, forwarding it to investigative officers.
DSP Investigation	Supervision of Investigation.
DSP Legal	Scrutiny and Follow up of cases.
DSP CID	Incharge of department to combat heinous cases.
Security Special Branch	Taking care of VJP/VVIP security.
Intelligence Special Branch	Special reports to be formulated for various pools.
DSP HQ	Thorough checking of security, police station duties, logistic support etc.
HQ Security Division	Security duties on the basis of briefing received.
DSP Route HQ	Check on discipline, VVIP security, and briefing.
ASP Route HQ	Check on discipline, VVIP security, and briefing.
DSP ATS/HQ	Supervision of ATS basic course, briefing subordinates, prepares reports.
Also performs traffic duties, in PTS etc.	

Superintendent of Police

Superintendent of Police are BPS-18 officers heading sub zones and assist senior officers

Posts	Duties
Law and Order	Supervision of security duties, patrolling supervision, weekly patrolling and checking security points.
Crime	Crime control, checking daily crime diaries, analysis of official's performance, inspection of police stations, taking public complains, carrying out inquiries, writings ACRs.
SP Legal	Follow up and supervision of follow up of cases, supervising cases in courts, legal advice to investigative officers.
SP Investigation	Inquiry and supervision of all the registered cases, weekly orderly room, weekly patrolling, formal inspection of police stations, supervision of other specialized units.
SP HQ	Procurement and supervision of logistics division.
SP Admin	Supervision of all administrative activities in districts.
SP Special Branch	Supervision of all tasks assigned to DSPs, covert supervision of important personalities, information collection.
SP CID	Collection of terrorist related information, discipline, responding to heinous cases.
ATS HQ	Supervision of basic ATS course, keeping ATS action teams on standby for emergencies,
Perform traffic duties, VVIP duties.	

Senior Superintendent of Police

Senior Superintendent of Police is a mid career assignment position of BPS-19 to supervise districts and equivalent units.

Posts	Duties
Responsible for discipline, crime control, investigation of cases through police stations, investigation wing, CID, VVIP security, random checking of police stations, supervision of prosecution branch.	
Security Branch	VVIP security, registration of foreigners, watch list of religious elements, Monitoring working of all DSPs, ASPs and SPs, security of all important buildings, offices etc.. record of security agencies.
HQs	Administration and supervision of Logistics division including PTS, ATS, motor transport section, telecommunication and other stores.
Traffic	Issuing driving license, regulation and Direct supervision of all matters of traffic.

Assistant Inspector General of Police

Assistant Inspector Generals are BPS-19 officers and assists the Inspector General of Police in supervising the working of police.

Posts	Duties
General	Taking care of personnel welfare matters, supervision of provident and other funds.
Special Branch	VIP/VVIP duty, intelligence gathering, security arrangements in important meetings, working on operational/inquiry matters, technical sweeping VVIP routes.
Establishment	ACRs of assistants, superintendents and admin officer, promotion and transfer reports, courses and training in all divisions.

Deputy Inspector General of Police

Deputy Inspector Generals are BPS-20 officers and are in-charge of divisions and regions.

Posts	Duties
HQ	Reporting to IG on all policy matters, budget and accounts to be taken care of, supervision of logistics, transferring officers from one division to another, supervising AIG, SSP HQ.
Ops	Execution of crime related orders by IG, reporting IGP on crime, organization, discipline in his area, eradication and detection of crime, maintenance of law and order.
Security	VIP/VVIP security, support to IGP in security matters.

Inspector General of Police are BPS 21 and 22 officers; generally are head of the organization or department

Inspector General is in charge of a provincial police establishment; manages and supervises discipline, finance, operations, human resource, physical resources, and organization of the police administration; advisor to government on police related issues; analyze working of other supporting agencies; initiates development projects; carries out inspections.

Appendix: 13

Duties of DPO as provided by the IGP Office, Islamabad

Occupational Definition of a DPO:

A Superintendent of Police (SP) or Senior Superintendent of Police (SSP) assigned by a provincial government to the position of District Police Officer (DPO), is responsible for: maintaining law and order, managing crime and police personnel, and helping support other governmental departments and agencies, through a comprehensive policing plan, utilizing given resources aimed at providing services and assistance to the community.

His duties include:

- A. Manage Crime**
 - i. Oversee development
 - ii. Conduct crime meetings
 - iii. Direct patrols
 - iv. Ensure investigations are conducted in fair & just manner
 - v. Oversee apprehension & arrest of accused
 - vi. Oversee the interrogation & investigation of accused
 - vii. Interact with victims of crime
 - viii. Manage the deployment of modern investigative techniques
 - ix. Production of accused in the courts
 - x. Oversee the submission of reports for court cases
 - xi. Oversee the security and welfare of accused
- B. Oversee & Maintain Law & Order**
 - i. Develop policy/plan(pre & post)
 - ii. Issuance of security orders
 - iii. Oversee/manage procurement of necessary resources (pre/during/post)
 - iv. Oversee response to public protests or demonstrations
 - v. Oversee supervision of handling of road blockades, mob psyche etc.
 - vi. Manage fallout of national and international issues
 - vii. Supervise the management of legal actions
- C. Supervise Administration**
 - i. Develop annual policing plan
 - ii. Allocate resources
 - iii. Plan & manage finances
 - iv. Develop and administer budgets
 - v. Administer transfers & postings
 - vi. Administer discipline, rewards and punishments
 - vii. Maintain assets (buildings, equipment, etc.)
 - viii. Coordinate with other line departments
 - ix. Conduct formal and informal inspections
 - x. Monitor vehicle maintenance

- xi. Support and coordinate with other government departments
- xii. Maintain welfare of police personnel
- xiii. Approve capacity building & training of police force

D. Supervise Critical Incident Management

- i. Analyze and appraise gravity of situation
- ii. Manage collection of information
- iii. Manage negotiations to avert situation
- iv. Oversee protection of crime scene
- v. Management of first responders
- vi. Oversee management of traffic (pedestrian/vehicles)
- vii. Administer pre briefings
- viii. Supervise arrangement of rescue services
- ix. Manage tactical response
- x. Manage logistics
- xi. Manage operations
- xii. Communicate with other departments
- xiii. Develop evacuation plan
- xiv. Communicate with media
- xv. Administer post briefings

E. Manage Security

- i. Provide security for key persons and installations
- ii. Develop and manage security survey
- iii. Interact with other security agencies
- iv. Collect information
- v. Determine route and venue
- vi. Establish a control room
- vii. Administer pre briefing
- viii. Secure venue advance deployment
- ix. Prepare security plans "a" and "b"
- x. Deploy duty cordons
- xi. Deploy personnel in civilian attire at different cordons
- xii. Determine plugging and picketing locations
- xiii. Deploy special patrols in surrounding areas
- xiv. Deploy
- xv. Roof-top assignments
- xvi. Oversee technical sweeping of venue, route, area
- xvii. Supervise installation of technical equipment
- xviii. Ensure quick response force deployment
- xix. Supervise parking/traffic arrangements
- xx. Manage evacuation plan
- xxi. Administer post briefings

F. Interact with & Mediate Pressure Groups

- i. Interact and communicate with religious groups
- ii. Interact with politicians
- iii. Manage judicial adventurism
- iv. Communicate with unions

- v. Interact with and manage human rights groups
- vi. Interact with and manage ethnic groups

G. Maintain Media Relations

- i. Assess event and media impact
- ii. Establish awareness of national and international media
- iii. Interact with media
- iv. Organize press conferences
- v. Develop, manage and approve press releases

H. Collect/update Intelligence

- i. Oversee the collection of informant information
- ii. Manage collection of information thru district security branch
- iii. Oversee the collection of intelligence thru other allied agencies
- iv. Manage the collection of information thru detective foot constables
- v. Manage and oversee the collection of information thru personnel
- vi. Manage the collection of information thru the media
- vii. Oversee the collection of information thru the community
- viii. Analyze the shifting of information

I. Manage Community Policing

- i. Build trust with community
- ii. Manage the prevention of crime
- iii. Develop and maintain close liaison with the public
- iv. Establish committees
- v. Oversee and respond to human rights violations
- vi. Oversee the establishment of community patrols
- vii. Sensitize the community regarding criminal activity
- viii. Manage the oversight of resolving conflicts among citizens
- ix. Bridge the gap between police and community

Appendix: 14

Condition of Vehicles in 32 Districts as collected in Primary Data

Sr. No.	Police District	%age of Vehicles in Good Condition	%age of Vehicles in Poor Condition	%age of Vehicles in Average Condition
1.	Abbottabad	96.33	3.67	0.00
2.	Attock	Did not provide	0.00	0.00
3.	Badin	89.61	5.19	5.19
4.	Chakwal	45.24	39.68	15.08
5.	Charsadda	79.03	14.52	6.45
6.	Faisalabad	26.49	24.03	49.48
7.	Gujrat	75.00	25.00	0.00
8.	Haripur	40.58	27.54	31.88
9.	Hyderabad	8.33	12.50	79.17
10.	Islamabad	54.17	34.17	11.67
11.	Jacobabad	65.93	28.57	5.49
12.	Karachi	39.12	16.74	44.14
13.	Kasur	46.04	30.69	23.27
14.	Khairpur	Did not provide	0.00	100
15.	Khushab	80.13	19.87	0.00
16.	Kohat	0.00	0.00	0.00
17.	Lahore	28.83	25.13	46.04
18.	Larkana	46.30	37.96	15.74
19.	Lodhran	54.96	19.85	25.19
20.	Loralai	73.02	11.11	15.87
21.	Mianwali	75.26	7.22	17.53
22.	Okara	78.37	21.63	0.00
23.	Peshawar	63.88	19.64	16.48
24.	Quetta	35.28	1.30	63.42
25.	Rahim Yar Khan	not available	not available	not available
26.	Rajanpur	81.87	18.13	0.00
27.	Rawalpindi	64.74	6.67	28.60
28.	Sahiwal	50.23	19.82	29.95
29.	Shikarpur	68.13	19.78	12.09
30.	Sialkot	39.44	59.36	1.20
31.	Sukkur	45.53	21.14	33.33
32.	Vehari	37.14	13.17	49.14
Total		42.24	19.85	35.89

Source: Data Collected by the PhD Researcher

Note: Figures indicate that the highest number of vehicles in good condition is in Abbottabad followed by Badin whereas Sialkot has the highest number of vehicles in poor condition.

Appendix: 15

Percentage of Investigation Officers and average number of cases being investigated by each investigation officer in 32 districts

Sr. No.	Police District	%age of Investigation Officers	No. of cases being Investigated by investigation Officer
1.	Abbottabad	10.14	11
2.	Attock	3.28	57
3.	Badin	1.26	62
4.	Chakwal	Did not provide	
5.	Charsadda	2.97	180
6.	Faisalabad	3.95	Did not provide
7.	Gujrat	9.51	20
8.	Haripur	Did not provide	Did not provide
9.	Hyderabad	2.81	47
10.	Islamabad	2	29
11.	Jacobabad	1.03	67
12.	Karachi	3.6	43
13.	Kasur	9.38	69
14.	Khairpur	2.47	37
15.	Khushab	Did not provide	Did not provide
16.	Kohat	8.14	14
17.	Lahore	11.48	22
18.	Larkana	2.17	37
19.	Lodhran	4.7	94
20.	Loralai	1.95	28
21.	Mianwali	5.82	42
22.	Okara	7.48	73
23.	Peshawar	1.45	55
24.	Quetta	6.29	Did not provide
25.	Rahim Yar Khan	8.55	62
26.	Rajanpur	8.45	31
27.	Rawalpindi	16.14	8
28.	Sahiwal	8.05	2
29.	Shikarpur	13.24	7
30.	Sialkot	10.39	46
31.	Sukkur	1.59	47
32.	Vehari	5.11	100

Source: Data Collected by the PhD Researcher

Note: Highest percentage of investigation officers is in Rawalpindi followed by Shikarpur. Maximum number of cases investigated by an investigation officer is 180 in case of Charsadda.

Appendix: 16

Percentage of Source Informers/ Plain Clothes Deployed in the 32 Primary Data Districts

Police District	Source Informers	Plain Clothes Deployment	Number of policemen patrolling	Police strength	%age of source informers	%age of Plain Clothes Deployment and Patrol duties
Abbottabad	N.A*	20	60	1597	N.A	5.01
Attock		N.A	N.A	2501		N.A
Badin		20	110	1821		7.14
Chakwal		N.A	N.A	1147		N.A
Charsadda		14	14	1581		1.77
Faisalabad		N.A	N.A	7979		N.A
Gujrat		28	28	4594		1.22
Haripur		15	16	650	1.78	78.82
Hyderabad		N.A		3630	N.A	
Islamabad	1183	N.A	200	9636	12.28	2.08
Jacobabad		N.A		1945	N.A	
Karachi		N.A		32163	N.A	
Kasur	1500	20	750	1951	76.88	39.47
Khairpur	15	35	0	3321	0.45	1.05
Khushab	20	15	120	1245	1.61	10.84
Kohat	17	22	25	1475	1.15	3.19
Lahore		N.A		27343	N.A	
Larkana	N.A	61	N.A	3412	N.A	1.79
Lodhran	10	20	24	1064	0.94	4.14
Loralai	N.A	1	N.A	512	N.A	0.20
Mianwali	40	86	89	1787	2.24	9.79
Okara	15	16	N.A	2095	0.72	0.77
Peshawar	N.A	33		6262	N.A	0.53
Quetta	20	1800	1200	4757	0.42	63.06
Rahim Yar Khan	N.A	N.A	N.A	2807	N.A	N.A
Rajanpur	12	12	12	1894	0.63	1.27
Rawalpindi	50	213	75	9128	0.55	3.16
Sahiwal	N.A	16	9	1826	N.A	1.37
Shikarpur		N.A		2395	N.A	
Sialkot	500	26	975	2752	18.17	36.37
Sukkur	10	21	N.A	2838	0.35	0.74
Vehari	12	15	12	1802	0.67	1.50
Total	3449	2510	4353	151415	2.28	4.53

Source: Data Collected by the PhD Researcher

Note: Figures indicate that the highest percentage of source informers is in Kasur i.e. 76.88% and highest percentage of plain-clothes deployment is in Haripur 78.82%.

*(N.A. - Not Available)

Appendix: 17

Case Detection Figures (2008-2009) in the 32 Primary Data Districts

Police District	Total Offenses Reported 2008	Total Offenses Detected 2008	Percentage of Cases Detected 2008	Total Offenses Reported 2009	Total Offenses Detected 2009	Percentage of Cases Detected 2009
Abbottabad	10528	10086	95.80	8894	8435	94.84
Attock			Did not provide.			
Badin	1512	1102	72.88	1430	1125	78.67
Chakwal			Did not provide.			
Charsadda	470	276	58.73	58	373	64.31
Faisalabad	26924	24047	89.31	32584	27927	85.71
Gujrat	10528	10086	95.80	8894	8435	94.84
Haripur	4755	4618	97.12	4873	4695	96.35
Hyderabad			Did not provide.			
Islamabad	7313	4124	56.39	7106	4827	67.93
Jacobabad	1334	1251	93.78	1423	1345	94.52
Karachi	39162	17501	44.69	49414	32464	65.70
Kasur	11615	9638	82.98	12620	10568	83.74
Khairpur	2877	1929	67.05	3069	2520	82.11
Khushab	2684	2581	96.16	2148	2070	96.37
Kohat	100	83	83.00	93	76	81.72
Lahore			Did not provide.			
Larkana	2535	1721	67.89	2746	2513	91.51
Lodhran	4922	4746	96.42	4695	4563	97.19
Loralai	233	201	86.27	321	298	92.83
Mianwali	4804	4696	97.75	4327	4240	97.99
Okara			Did not provide.			
Peshawar	2699	2053	76.07	3423	2718	79.40
Quetta	3353	-	-	3289	2655	80.72
Rahim Yar Khan	13593	12982	95.51	14607	14144	96.83
Rajanpur	1879	1644	87.49	2009	1773	88.25
Rawalpindi	15348	12878	83.91	16875	14066	83.35
Sahiwal	6878	6564	95.43	7086	6731	94.99
Shikarpur	2116	2116	100.00	2221	2210	99.50
Sialkot	13063	12110	92.70	14531	13785	94.87
Sukkur	1903	1421	74.64	2131	1829	85.83
Vehari			Did not provide.			

Source: Data Collected by the PhD Researcher

Note: Best case detection rates have been observed in case of Shikarpur showing 100% case detection in 2008 and 99.50% in 2009 however practically these case detection rates seem impossible.

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