Community Policing in Pakistan
An Assessment
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COMMUNITY POLICING IN PAKISTAN
AN ASSESSMENT
By: Muhammad Bilal Saeed, CPDI
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This report has been produced with the financial assistance of the European Union. The European Union is made up of 27 Member States who have decided to gradually link together their know-how, resources and destinies. Together, during a period of enlargement of 50 years, they have built a zone of stability, democracy and sustainable development whilst maintaining cultural diversity, tolerance and individual freedoms. The European Union is committed to sharing its achievements and its values with countries and peoples beyond its borders.

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FNST focal resource person: Dona John, FNST-South Asia

*Centre for Peace and Development Initiatives (CPDI) would welcome reproduction and dissemination of the contents of the report with due acknowledgments.
<table>
<thead>
<tr>
<th>ACRONYMS</th>
<th>DESCRIPTION</th>
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<tbody>
<tr>
<td>ADR</td>
<td>Alternative Dispute Resolution</td>
</tr>
<tr>
<td>AIG</td>
<td>Assistant Inspector General</td>
</tr>
<tr>
<td>ASI</td>
<td>Assistant Sub Inspector</td>
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<tr>
<td>ATBs</td>
<td>Afghan Trained Boys</td>
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<tr>
<td>CCTV</td>
<td>Closed Circuit Television</td>
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<tr>
<td>CDA</td>
<td>Capital Development Authority</td>
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<td>CHRI</td>
<td>Commonwealth Human Rights Initiative</td>
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<tr>
<td>COPS</td>
<td>Community Oriented Policing Services</td>
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<td>CPC</td>
<td>Community Policing Centre</td>
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<tr>
<td>CPCC</td>
<td>Citizen Police Coordination Committee</td>
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<td>CPDI</td>
<td>Centre for Peace and Development Initiatives</td>
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<tr>
<td>CPLC</td>
<td>Citizen Police Liaison Committee</td>
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<tr>
<td>CRC</td>
<td>Central Reporting Cell (CPLC-Sindh)</td>
</tr>
<tr>
<td>DFID</td>
<td>Department for International Development</td>
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<tr>
<td>DIG</td>
<td>Deputy Inspector General</td>
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<tr>
<td>DPO</td>
<td>District Police Office</td>
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<tr>
<td>DRC</td>
<td>District Reporting Cell (CPLC-Sindh)</td>
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<tr>
<td>HRO</td>
<td>Human Rights Officer</td>
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<tr>
<td>ICT</td>
<td>Islamabad Capital Territory</td>
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<td>IGP</td>
<td>Inspector General Police</td>
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<tr>
<td>ITP</td>
<td>Islamabad Territory Police</td>
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<tr>
<td>NCD</td>
<td>National Crime Data</td>
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<tr>
<td>PKR</td>
<td>Pakistan Rupees</td>
</tr>
<tr>
<td>PO 2002</td>
<td>Police Order 2002</td>
</tr>
<tr>
<td>PSP</td>
<td>Police Service of Pakistan</td>
</tr>
<tr>
<td>SARA</td>
<td>Scan, Analyze, Respond, Assess</td>
</tr>
<tr>
<td>SHO</td>
<td>Station House Officer</td>
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<tr>
<td>SP</td>
<td>Superintendent Police</td>
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<td>SSP</td>
<td>Senior Superintendent Police</td>
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<td>UC</td>
<td>Union Council</td>
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<tr>
<td>UDHR</td>
<td>Universal Declaration of Human Rights</td>
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<td>WHO</td>
<td>World Health Organization</td>
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CHAPTER 1: INTRODUCTION

1.1 SHORT INTRODUCTION TO COMMUNITY POLICING

Community policing is a philosophy as well as a strategy whereby police, with the partnership of community, identifies and searches for proactive solutions to the chronic problems faced by society. With escalating volume and enhanced complexity of crimes, compounded with inadequacy of the police in terms of funds and resources to combat societal disorders, countries around the world have experimented and recognized the potential that community policing carried over traditional policing.

In Pakistan, community policing has failed to evolve as a philosophy ingrained in organizational strategy of police. The failure to incorporate community policing in police ethos can be attributed to a number of factors. Most prominent amongst the barriers posed to community policing are lack of conceptual clarity of police personnel on the subject, consideration of community policing as fancy policing, a police culture strongly resistant to change, gaping trust deficit between police and the community, and an absence of sincere commitment to implement a long term strategic community policing framework in police department. Community policing is a long term approach that requires a collaborative partnership between police and the community, therefore, a mutual bond of trust and respect is imperative for its success. Police in Pakistan, however, lacks the confidence of citizens due to a number of factors. A high rate of police corruption and brutality, coupled with the failure of internal accountability and lack of external oversight mechanisms over the police account for the widening citizen-police trust deficit. Even though the overall policing culture in Pakistan is not supportive to the implementation of community policing, nevertheless, police leadership, in various parts of country, have advanced several community policing initiatives in the past and the present that need to be brought to limelight.

1.2 OBJECTIVES OF THE REPORT

1.2A AIM OF THE STUDY

This research is an endeavor to examine the state of community policing in Pakistan, identify key gaps in how the concept is both understood and practiced by the police in the country and recommend policy changes. This is achieved first by profiling community policing initiatives undertaken across the country over the years with a focus on their design, mandate, composition and functions in order to assess their independence and potential. The report sheds light on the legislative framework under which the police department operates and the mechanisms available therein that are supportive of community policing. Further, the report provides a glimpse of how the concept is understood at the ground level by examining responses from District Police Officers on their Knowledge, Attitudes and Practices regarding community policing as both a philosophy and a strategy. Finally, the study takes into account insights of experts on community policing, including; police officers, both retired and serving, members of community policing mechanisms such as CPLCs of Sindh and Faisalabad, Citizen Police Coordination Committees (in Islamabad), and civil society representatives that have contributed to advancing community policing initiatives in the country. Based upon the report’s findings a set of recommendations are provided to serve as a guide in advancing community policing in Pakistan.
1.2B STRUCTURE OF THE REPORT

The report is divided into five chapters.  
Chapter one “Introduction” provides a short introduction of community policing and provides the aim and methodology of research.  
Chapter two “Community Policing in Pakistan” explores the concept of community policing to provide the reader with a theoretical understanding of the subject. The chapter discusses the need for community policing in Pakistan while taking into account the factors that pose hindrance to its effective implementation. A list of major community policing initiatives in the country is also provided for convenience of understanding while going through the report.  
Chapter three “Legal Framework” provides an overview of the legal framework of policing in the country and chalks out the relevant sections of police laws and government orders that legitimize the community policing initiatives undertaken in Pakistan.  
Chapter four profiles various community policing initiatives undertaken in Pakistan. The structure, composition, and mandate of each initiative are examined against principles of independence, participation and accountability that form the bedrock of community policing.  
Chapter five presents the finding of a DPO survey that sheds light on the knowledge, attitude and practices of the DPOs of 10 districts from across the country on community policing.  
Chapter six provides recommendations based upon the analysis of the various forms that community policing has manifested itself in Pakistan, the opinions of police officials and civil society representatives, and through the identification of barriers and hindrances to community policing. The recommendations are meant to provide guidance to those who aspire for the implementation of community policing in the country.

1.2C METHODOLOGY

During the course of research, multiple sources were consulted to assess community policing initiatives across Pakistan. The first stage involved a comprehensive literature review to come up with a framework to gauge community policing. The literature review comprised both local and foreign reports, journals, books, newspaper articles and websites. This served not only to gain a better understanding of the theoretical perspectives on the subject but also, more importantly, to identify the efforts undertaken in Pakistan over time to advance community policing. The second source for research was research questionnaires sent to District Police Officers across all provinces in Pakistan. These questionnaires intended to dissect the status of community policing at the district level across the country. The third source of research comprised face to face and telephonic interviews with both retired and serving police officials, members of CPLC, civil society and community police committees. Through these interviews, various dimensions of the concept were explored and detailed insights on the subject were recorded.
Chapter 2: Community Policing in Pakistan

2.1 Community Policing as a Concept

Community policing is a policing philosophy as well as an organizational strategy that focuses on the development of a collaborative partnership between community and the police to proactively address the root-causes of crime and disorder in the society. As community policing is a proactive rather than a reactive approach in nature, therefore, citizens’ involvement is crucial in both the identification as well as coming up with solutions to the problems. As a result of implementing community policing, both the police and the community share enhanced responsibility to curb crime. Police-public partnership, thus formed, results in mutual benefit for both the stakeholders. The concept has gained momentous advantage over traditional policing models not only due to the fact that police in the world of today is increasingly becoming underequipped and under resourced to deal with the growing menace and enhanced complexity of crimes but also because of the numerous advantages that citizen support and partnership brings to the society at large. It is for this reason that the partnership of community has become indispensable for both the police and the public.

A few of the advantages of community policing are provided hereunder:

- Enhanced public confidence in police department;
- Reduction in societal violence;
- Police-public partnership;
- Peaceful co-existence in neighborhoods;
- Savings in police time from unnecessary arrests and trials;
- Speedy dispute resolution;
- Diminishing the need for use of physical force by the police.

The history of community policing can be traced back to Sir Robert Peel’s principles of law enforcement (1829). Most important of the nine principles, in the purview of community policing is the seventh principle that states that:

The function of the police is “To maintain at all times a relationship with the public that gives reality to the historic tradition that the police are the public and that the public are the police, the police being only members of the public who are paid to give full time attention to duties which are incumbent on every citizen in the interests of community welfare and existence.”

Many countries have experimented with community policing, utilizing different approaches. While some of these approaches are carefully designed and more refined, others are mundane and casually crafted. The level of interaction and cooperation between the police and the community varies depending upon the nature of approach adopted and level of interest of both stakeholders. As community policing is a continuously evolving philosophy, therefore, there can be no specific definition to encompass the term completely. However, Community Oriented Policing Services (COPS), a component of U.S Department of Justice defines community policing as follows:

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1 1788-1850, British Statesman
2 List of all principles in Annex 3
“Community policing is a philosophy that promotes organizational strategies, which support the systematic use of partnerships and problem-solving techniques, to proactively address the immediate conditions that give rise to public safety issues such as crime, social disorder, and fear of crime.”

The three essential elements of community policing as identified by COPS are:

1. **Partnerships**: Police does not perform its work in isolation and requires constant contact and interaction with the community. A strong and healthy relationship with the community does not only help the police in their functions of crime prevention/control and maintaining social order but it also provides the community a greater sense of security and subsequent reduction in fear of crime. Under the philosophy of community policing, police develops partnerships with other government agencies, private businesses, media, nongovernmental organizations and community members/groups to come up with solutions to the problems.

2. **Organizational transformation**: Community policing requires organizational transformations that are supportive to formation of partnerships and problem solving. Without adequate changes in agency management, organizational structure, recruitment criteria, and upgrading technology at par with society, community policing cannot flourish. Although, police departments might undergo varied organizational transformations, however, most essential modifications include enhanced transparency and accountability, decentralized decision making, empowerment of beat officers, introduction of modern information systems for problem solving, financial allocations, supportive leadership, and hiring, selection, training and evaluation of officials with a greater consideration to community policing.

3. **Problem solving**: The proactive nature of community policing focuses on prevention of crimes rather than their reactive control. Community policing, therefore, seeks to address problems before they lead to incidences of crimes. Amongst the various problem solving models devised, the most prominent is the SARA model that presents the systematic approach of Scanning, Analysis, Response and Assessment. Another problem analysis model commonly used is the problem analysis triangle (also referred as the crime triangle) that puts offender, time/place and victim into perspective to understand and come up with a solution to the problem at hand.

### 2.2. NEED FOR COMMUNITY POLICING IN PAKISTAN

Police in Pakistan constitutes approximately 624,399 personnel (details in annex 2). Even with a police-population ratio of 1:287, which seems adequate in comparison to the recommended UN standard of 1:450, law and order situation in Pakistan remains dismal. According to the National Crime Data (NCD), a total of 3,170,889 offences, including 456,552 against persons and 611,852 cases against property, were recorded during 2008-2013. The NCD indicates that the crime in the country constantly increased with the average of 17.86% as compared to the figures of 2007. The crime against person and property shows upward trend with the average of 24.12% as compared to the figure of 2007. In such scenario it is evident that police is failing to serve its chief function of protection of life and property of the citizens.

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4 Ibid
5 [http://www.popcenter.org/about/?p=sara](http://www.popcenter.org/about/?p=sara)
7 [POLICING IN PAKISTAN An overview of institutions, debates and challenges](http://www.review.upeace.org/index.cfm?option=0&ejemplar=24&entrada=129#_edn17)
9 Ibid
10 Ibid
11 Ibid
One of the dominant reasons of inadequate police performance, aside from inadequate training, outdated equipment, low morale and lack of operational and investigative coordination amongst law enforcement agencies, is lack of public trust. A public survey conducted across the country on a sample of 2,679 men in both rural and urban areas by Gallup Pakistan in May 2014 revealed that 24% of Pakistanis themselves or the people in their neighborhood have no trust in police, 49% have very little trust in police and 27% have a lot of trust in police. Transparency international global corruption barometer 2013 ranks police as the most corrupt institution in the country as regarded by household survey and approximately three out of five respondents reported of having paid a bribe.

Police in Pakistan have been severely stigmatized and have lost public credibility. Trust, the most important factor in establishing police legitimacy and forging strong relationship with the public has remained lacking in Pakistan. The reasons for public’s lack of trust are many. Most prevalent factor that has contributed to the ever deteriorating public-police trust is an imbalanced power relationship, wherein police has sustained the dominant oppressive role of a colonial force established to enforce, rather than uphold, law. The tendency of the police to adapt brutal and unlawful measures during public contact has resulted in enhancing public distrust. Moreover, failure of internal and lack of external oversight and accountability mechanisms has rendered the police department susceptible to being categorized as an untrustworthy department. Assessments made by the police themselves acknowledge the police force’s lack of credibility in the public eye. Without an adequate oversight mechanism in place, police in Pakistan has remained affixed to abuse of force and discretionary authority. Grievances of citizens against law enforcement agencies in Pakistan are usually based on their rude behavior, refusal to file first information reports (FIR) and illegal detentions mainly for extorting money - all these add up to the quagmire of lost legitimacy. The isolation of police from the public has resulted in the emergence of security structure devoid of citizen participation. Without a friendly two-way flow of information between police and the public and stronger partnerships the law and order situation is destined to deteriorate.

However, winning over peoples’ trust and respect is not an easy task; it requires the police to uphold the highest level of honesty, integrity and professionalism to earn the goodwill of the people. Moreover, it is important that police must focus upon establishing positive interactions with the public, respond to the needs of the citizenry with efficacy, adapt and abide by a strong ethical code, and bring in transparency and accountability to their functions. Policing in Pakistan is reactive in nature, wherein, mostly, the interaction between police and the public are instances where the public meets police either as complainant, suspect, witness or convict. To hone cooperative ties with the community, it is essential for the police that positive interactions with the public are made a routine practice. Beat policing in Pakistan offers police the opportunity for these day-to-day positive interactions. Mandatory under police rule 1934 and implemented across the country, beat policing provides an adequate framework whereby police and the public can get to know each other well and develop trust and cooperation that is necessary for community policing. However, for beat policing to be successful in this regard, it is important that police personnel abide by integrity and high moral code in their beats as each one of them is the public face of the department.

In such a scenario where police lacks public confidence and are failing to uphold law and order in society, the need to incorporate community policing as a philosophy as well as organizational strategy becomes imperative. Police need to come out of their confined office walls to interact with citizens for forging partnerships bonds and gaining trust and legitimacy. Unless police proves itself as an accountable, corruption free and public friendly department, community policing cannot establish firm roots in the

14 Revisiting Police Laws, Compiled and edited by Asad Jamal, Published by Human Rights Commission of Pakistan, January 2011, p.2-3
country. This trust would enable a strong information sharing mechanism between public and police whereby both stakeholders can not only identify their needs and priorities but also take up their roles in achievement of goal of preventing crime and disorder in the society. Through a greater interaction with public, police can earn goodwill of the citizenry and can advance a joint quest to identify, understand and solve the problems that might result into societal crimes if not proactively addressed.

2.2 SNAPSHOT OF CURRENT COMMUNITY POLICING INITIATIVES IN PAKISTAN

Endeavors to inculcate community policing in the police ethos have been initiated by various senior police officers. However, community policing has never been sustainably institutionalized in Pakistan, except for CPLC in Sindh. This section is an attempt to provide a summary of the major community policing initiatives that have been advanced by police leadership across the country in the past and present. The initiatives are presented in table below and are investigated individually in chapter four of the report.

<table>
<thead>
<tr>
<th>Sr#</th>
<th>Community Policing Initiative</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Citizen Police Liaison Committee Sindh</td>
<td>Brain child of the then Governor Sindh, Fakhruddin G. Ebrahim, CPLC-Sindh has emerged as a strong agency to support policing functions. The section adds value to literature on CPLC by taking into account information obtained from CPLC chief Ahmed Chinnoy.</td>
</tr>
<tr>
<td>2</td>
<td>Citizen Police Liaison Committee Faisalabad</td>
<td>CPLC-Faisalabad’s formation, its functions, major projects and how it managed its funds is discussed. The section highlights the efforts put in by CPLC-Faisalabad to support policing functions.</td>
</tr>
<tr>
<td>3</td>
<td>Other CPLCs in Pakistan</td>
<td>Sheds light on the various other CPLC initiatives across the country, such as those in Lahore, Peshawar and Sargodha district.</td>
</tr>
<tr>
<td>4</td>
<td>Community Policing Centres</td>
<td>Section discusses short-lived community policing centres established in Karachi during 2011 and similar structures established in Islamabad later.</td>
</tr>
<tr>
<td>5</td>
<td>Citizen Police Coordination Committees (CPCC)</td>
<td>The section sheds light on the structure and functions of the recently established CPCCs in Islamabad and the problems faced by them.</td>
</tr>
<tr>
<td>6</td>
<td>Community Policing Initiatives in Traffic Police</td>
<td>The section focuses upon the initiatives of traffic police across the country that can be categorized under community policing as consultation, volunteering, partnerships and advocacy.</td>
</tr>
<tr>
<td>7</td>
<td>Community Policing initiative in District Sheikhupura</td>
<td>Enrooted in the concept of traditional “Mian Jees”, the then DPO Sarmad Saeed (presently AIG) initiated the formation of 60 Community Policing Committees in district Sheikhupura. A list of aspects to be highlighted to the public, for promoting community policing, drafted by Sarmad Saeed, is also provided. Insights of AIG Sarmad Saeed taken through his interview are also provided.</td>
</tr>
<tr>
<td>8</td>
<td>Union Council beat system of District Khanewal</td>
<td>This initiative focuses upon incorporating beat policing at union council level. Initiated in the Khanewal district and later adapted in all four districts of Multan, the initiative comprises division of police personnel and formation of crime control and reconciliation committees.</td>
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</table>

Community policing has become more of a buzzword in Pakistan and more than often initiatives of traditional policing are categorized as community policing endeavors. CPDI does not regard any aspect of traditional policing, whether for crime investigation or maintenance of law and order as community policing. Nor does CPDI consider any initiative of privatization of security, where policing functions of raid and investigation is outsourced to the society, such as in case of CPLC-Sindh.
CHAPTER 3: LEGAL FRAMEWORKS

The prime function of police is the protection of life, liberty and property of the citizens. Policing requires close contact with community and cannot be performed in a vacuum. Therefore, community policing is not an approach that requires the police to deviate from its normal operations. The legal framework of policing, even as it is, does not hinder, but rather supports, the initiation of community policing. Hence, CPDI does not see the requirement to put into place any new law for community policing. Moreover, it is important not to have a fixed single recipe to inculcate community policing in Pakistan, as community policing is a comprehensive philosophy that requires to be implemented in unique forms to suit diverse environments and varying problems at different localities.

3.1 POLICE LEGISLATION IN PAKISTAN: 1861 TO 2002

The 1861 Police Act (hereafter the Act) was promulgated by the British in the Indian sub-continent after the 1857 police mutiny intended to thwart any further attempts of uprising against the British government. The police force formed under the Act aimed to sustain colonial control through coercion and oppression of citizens of Indian sub-continent. The structure of the police force was such that British officers occupied the most senior positions where all the decision making authority was concentrated, while the local populace was inducted into the lower ranks. The officers were in charge of maintaining discipline through strict monitoring of the subordinates. The colonial police was intended to be a force loyal to the British crown and the duality of subordination, i.e. police officer being responsible to both his senior officer as well as the magistrate, ensured that the police does not get too close to the local population.15

Police Order 2002 was promulgated in Pakistan on 12 August 2002. The Police Order 2002, though not perfect, adapted principles of democratic policing and envisaged a transformation in police department towards autonomy by limiting political interferences and accountability through the establishment of public safety & police complaints commissions. Moreover, Police order 2002 had a strong commitment to protection of human rights.

3.2 CURRENT STATUS OF POLICE ORDER 2002

Police Order 2002 faced strong opposition from the provinces after promulgation. The major reason for provincial alienation was that policing was constitutionally a provincial subject and provinces were not consulted during the preparation of the order by the National Reconstruction Bureau. Due to the backlash from the provinces, the bureaucracy and certain segments of the policing community, the reforms passed in 2002 were significantly curtailed by amendments that were introduced between 2004 and 2007. Over a period of four years, eight ordinances were promulgated to introduce scores of substantive and hundreds of minor amendments to the original Police Order.16 Most notably, the Police Order (Amendment) Ordinance, 2004, amended or replaced 73 of

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15 Srikanta Ghosh 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


“One of the most startling revelations during my brief tenure as federal law minister in the last caretaker government was that the police force in all the provinces is not governed under a uniform law and that there is serious confusion amongst the police officers in this regard.”

Ahmer Bilal Sufi (Federal Law minister-caretaker government)


### 3.3 SECTION 168, POLICE ORDER 2002 - CITIZEN POLICE LIAISON COMMITTEES

Section 168 of the Police Order 2002 provides for the establishment of Citizen Police Liaison Committees, in consultation with National Public Safety Commission or Provincial Public Safety Commission as the case may be, as voluntary, self financing and autonomous bodies to perform the following three functions:

(a) training and capacity building of Public Safety Commission;
(b) developing mechanism for liaison between aggrieved citizens and police for providing relief; and
(c) assistance to Public Safety Commissions, Police Complaints Authority and the police for the expeditious and judicious discharge of their duties.

### 3.4 GOVERNMENT ORDERS

#### 3.4A CPLC KARACHI

CPLC was initially established at four Police Stations vide the Commissioner’s Administrative order No. HMS/JUB-1/10(982)89 dated 31.08.89. Sindh Government amended the Police Rules vide notification # VIII (3)/SOJ/90 dated 15/04/90, to institutionalize the CPLC concept. In 1996 CPLC was given a charter by Governor Kamal Azfar that provided a stronger legal status and a permanent board of governors to oversee its affairs. The charter was approved on 24th October 2003.

#### 3.4B CPLC FAISALABAD

CPLC Faisalabad was established on 16 December 2001 and gained legal ground via Section 168 of Police Order 2002 promulgated on August 2002. Official notifications by the Punjab government in 2006 and 2007, i.e. HP.111.3-8/2006 and HP.III.3-6/2007 respectively further strengthened its legal basis.

#### 3.4C CPLC LAHORE

The Citizen Police Liaison Committee of Lahore was established by the Government of the Punjab under section 168 of the Police Order of 2002 (XXII of 2002) on 28th of August 2004.

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17 ibid
19 Amended rule 1.21A
21 Mohammad O. Masud (2002), Co-producing citizen security: the citizen-police liaison committee in Karachi, IDS working paper 172
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<tr>
<th><strong>3.4D CPLC PESHAWAR</strong></th>
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<tr>
<td>Established on February 12, 2004 through Home and Tribal Affairs Department, NFPW vide notification SO (P) HD/7-17/03, under section 168 of Police Order 2002. 22</td>
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<th><strong>3.4E CPLC SARGODHA</strong></th>
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<th><strong>3.4F CPLC SAHIWAL</strong></th>
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<tr>
<td>Established on 1st October, 2004 under Section 168, police order 2002 and registered as an NGO.</td>
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<th><strong>3.4G COMMUNITY POLICE CENTRES</strong></th>
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<tr>
<td>Community Police Centres were established by IGP Wajid Durrani in Sindh and Islamabad in 2011. Notification orders of both the initiatives are not assessable.</td>
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<tr>
<th><strong>3.4H CITIZEN POLICE COORDINATION COMMITTEES</strong></th>
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<tr>
<td>CPCCs were formed at all police stations of Islamabad under the directive No.7-25/9190/IGP/C of IGP Islamabad, Sikandar Hayat, dated 31/10/2013.</td>
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CHAPTER 4: COMMUNITY POLICING INITIATIVES IN PAKISTAN

4.1 CITIZEN POLICE LIAISON COMMITTEE, SINDH

4.1A BACKGROUND

CPLC (Citizen Police Liaison Committee) Karachi was established in August 1989 as a non-political statutory institution, operationally independent and managed by dedicated and concerned citizens offering their honorary services.

CPLC was the brain child of the then Governor Sindh Fakhruddin G. Ebrahim with the objective to strengthen law enforcement and promote public confidence in the law enforcement agencies.23

CPLC emerged at a time when kidnapping for ransom had become a lucrative occupation in Karachi. It attracted the interest of the business community as they were the prime target of kidnappers because of their wealth.24 Moreover, the city at that time was infested with a high crime rate and burglaries, thefts and murders were also rampant. CPLC was co-founded by Nazim Haji (chief) and Jameel Yusuf (joint chief), both belonging to the business community.

4.1B LEGAL BASIS

CPLC was initially established at four Police Stations vide the Commissioner’s Administrative order 25 dated 31.08.89. Provincial law secretary Sindh played a pivotal role in nesting CPLC in the existing legal framework. A notification was issued by the Sindh Government amending the Police Rules26 vide notification 27 dated 15/04/90, to institutionalize the CPLC concept.28 In 1996 CPLC was given a charter by Governor Kamal Azfar that provided a stronger legal status and a permanent board of governors to oversee its affairs.29 CPLC’s charter was approved on 24th October 2003, according it a legal status.

Governor Sindh established the CPLC-Central Reporting Cell at the Sindh Governor’s secretariat on 17th March 199030. Expansion of CPLC took place at the District Level in January ’93 during the tenure of Governor Mahmoud A. Haroon. Five district level committees were established in Karachi through

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23 http://www.carvanmagazine.in/reportage/karachi-crusader
24 http://www.zubeidamus'tafa.com/cplc-a-viable-alternative-to-the-police
25 HMS/JUB-1/10(982)89
26 Amended rule 1.21A
27 VIII (3)/50/90
28 http://www.cplc.org.pk/
29 Mohammad O. Masud (2002), Co-producing citizen security: the citizen-police liaison committee in Karachi, IDS working paper 172
30 http://www.cplc.org.pk/content.php?page=2
Notification dated 4th January 1993. Along with the five CPLC offices established at all five district DIG offices, CPLC’s branch office in Hyderabad was inaugurated in March, 2013.

4.1C MEMBERS

The Chiefs, Deputy Chiefs and Assistant Chiefs are nominated by the Advisory Board in consultation with top leadership of CPLC. After nomination, the names of nominees are forwarded to Home Department Sindh for notification, which issues the notification after approval by the Governor of Sindh. The Central Reporting Cell is headed by the Chief CPLC, two Deputy Chiefs (1- Operations, and 2- Admin, Finance & IT), and three assistant chiefs (1- Operations, 2- Planning, Admin and Finance, and 3- IT and Data Warehouse). All the zonal/branch offices have similar composition, with one Chief, one Deputy Chief, and seven notified members.

4.1D FUNCTIONS

The notified functions of CPLC are as follows:

- To satisfy itself that FIR's are duly registered and that no FIR/Complaint is refused.
- To find out if dilatory tactics are being adopted by the investigation officers in the cases assigned to them.
- To develop and maintain databases of Crime, Prisoners, and Stolen Vehicles, etc.
- To collect statistics of various kinds of cases registered and disposed off during a specified period.
- To find out if any person is unlawfully and unauthorized detained at the police stations and to take necessary steps for the release of such person(s) in accordance with law.
- To assist the police in taking steps for preservation of peace and the prevention or detection of crimes.
- To assist the citizens in the removal of gambling or prostitution dens or any other unauthorized / illegal business that is being carried out in the area.
- To report the acts of misconduct or neglect of duty on the part of any police officer.
- To look into the working conditions of the Police Stations and suggest measures for their improvement.

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31 No. VIII (3) SOJ/90
32 ibid
34 Ahmed Chinoy, Chief CPLC, in response to research questionnaire responded on June 16 2014
35 Presentation on Role of CPLC in Monitoring and Tracking of Vehicles by Ahmed Chinoy, Chief CPLC Sindh
To create confidence, remove misunderstanding and narrow down the credibility gap between the Police and the Public.
To ensure full cooperation of the members of the public in the performance of their duty by police officials.
To apprise the SHO of the police station with the genuine grievances of the members of the public / residents of the area, with a view to look into the causes and suggest remedial measures.
To look into the welfare aspects of police personnel and initiate measures to improve them.
To bring to focus the exceptional work done by the police and make recommendations for suitable reward for all such exemplary work.
To ensure that the Traffic Police is performing its duties diligently and efficiently and take steps for smooth operations / betterment of traffic.
To supervise, initiate, handle projects or schemes for the security / betterment of the citizens by improving the conditions of the area, district, division, city or province, through Schemes like Charged Parking, Neighborhood Care, Central Vehicle Pool (CVP), etc.
To assist the police as a member of inquiry committee in cases pertaining to misconduct / corruption / dereliction of duty etc. against Police Officers.
To do all such things as are necessary, incidental or conducive to any of the objects stated herein above.
To assist the Social Welfare Department in managing and streamlining the affairs of Darul Aman and Darul Atfal.
To perform such other functions as may be assigned by the government from time to time.

4.1E POWERS

Over time, CPLC has developed into an organization that can be regarded as an extension of specialized police functions. CPLC handles more than 6,000 calls a day on its helpline and has evolved from a mere public facilitator to record keeper, conducting detailed analyses of the types of crime committed in the city. CPLC maintains a crime report database that helps both the citizens and the police keep track of what would otherwise be a chaotic mess of paperwork and red tape. CPLC’s Computerized Criminal Record Management (CCRM), till March 2013, stored the data of 766,398 FIRs. CCRM was the brainchild of then prime Benazir Bhutto who provided a grant of Rs five million for the purpose in 1994-95 after her visit to CPLC. With the assistance of mobile phone dealers registered with Karachi Electronics Dealers Association (KEDA), CPLC has recovered and handed over more than 35,000 mobile phones to the rightful owners (till March 2013). Pakistan Telecommunication Authority (PTA) has also played a significant role towards this achievement. The success rate of getting back kidnapped victims as claimed by Sharifuddin Memon, CPLC chief from March 2003 to March 2010, was 98%.

CPLC also monitors police illegalities including arbitrary arrests, torture and ill-treatment, and other malpractices such as taking bribes. Cooperation between the CPLC and the police human rights complaint cell resulted in the dismissal of 216 policemen and the demotion or fines for 1,226 others between November 1998 and July 1999.

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CPLC-Sindh also conducts joint raids with the police and Anti-Violent Crime Cell (AVCC) to arrest kidnappers and release of hostages. The trend of CPLC’s direct engagement with criminal elements has existed since its inception where Jameel Yusuf, co-founder of CPLC, and claimed by many to be a vigilante, entered criminal dens along with the security agencies risking his life and avoiding death miraculously on many instances.

Efforts are underway to expand CPLC to other cities of Sindh. According to Mr. Ahmed Chinoy, CPLC is trying to replicate its system in other cities of the province and Hyderabad district reporting cell is a first step in this direction. Similar DRCs are to be set up in Sukkur, Mirpurkhas and Larkana also.42

Major areas of CPLC-Sindh’s work include the following:
- Anti Kidnapping
- Assisting the citizens
- Public awareness program
- Nazareth43
- Charged Parking
- Neighborhood care
- Police welfare
- Public Toilet Scheme

4.1F REPORTING

Annual reports of CPLC are not obligatory. However, Annual Accounts are audited and data of sensitive nature are shared with concerned law enforcement agencies, intelligence agencies and requisite forums. Moreover, the Governor Sindh presents the activities and report of CPLC Sindh to CPLC Advisory board regularly. However, these reports are not available for scrutiny by the general public.

4.1G BUDGET

CPLC – CRC (Central Reporting Cell) has been established with the financial and physical cooperation of citizens, who donated all the capital equipment purchased for the operation of the cell. Only part of the monthly administrative expenditure was provided by the provincial government. The government contribution towards CPLC over the years averages to approximately 20 per cent.44 The entire capital expenditure viz Computer Hardware, Networking internally and with District Offices, Furniture & Fixtures, Fax machine, Photocopier, Electronic Surveillance Equipment, Software etc. Construction of Building and Furnishing the CPLC Central Reporting Cell at Sindh Governor’s Secretariat and the

43 Nazareth is a system advocated by CPLC Sindh that ensured that stolen vehicles once recovered are kept at a central place with a magistrate on supervision for proper release of vehicle to legal owner only or to follow the auction procedure laid down under Section 524 Cr. P.C. CPLC filed a constitutional petition that resulted into Sindh High court's order for formation of Nazareth.
44 Ahmed Chinoy, Chief CPLC, in response to research questionnaire responded on June 16 2014
District offices has been through public donations.\(^{45}\) CPLC currently has offices at all DIG offices of all districts of Karachi and one at Hyderabad besides having Central Reporting Cell at Sindh Governor House which was the initiating point of CPLC.\(^{46}\) For administrative and operational purposes, the CPLC is answerable to Governor of Sindh, a patron of CPLC Sindh with keen interest in its performance. The commitment of Sindh’s Governor is pivotal to its effectiveness.\(^{47}\)

### 4.2 CPLC FAISALABAD

#### 4.2A BACKGROUND

CPLC Faisalabad was established on December 16, 2001. The Citizen Police Liaison Committee, Faisalabad (CPLC) was formed as a non-political and voluntary organization. The objectives of setting up CPLC were to assist in the establishment of a crime free society, elimination of gap between police and the public, and up-gradation and modernization of police services. CPLC Faisalabad remained operative for 11 years until it was disbanded by the government through a notification by home secretary on June 29 2012.\(^{48}\)

Speaking on the reasons for its disbandment, an office-bearer of the CPLC requesting anonymity told Dawn that some parliamentarians of the Pakistan Muslim League-N had nominated some people for their induction as the CPLC members; however, their request was turned down. He said after refusal of accommodating such people, the CPLC had been facing numerous problems and now it was de-notified by the home department.\(^{49}\)

*Citizen Police Foundation has replaced CPLC Faisalabad, although it operates with a much limited scope.*

#### 4.2B LEGAL BASIS

Inspired from CPLC-Karachi’s\(^{50}\) model, CPLC-Faisalabad was established on 16 December 2001 as a result of consultative meetings between senior police officials, and civil society members. Section 168 of the Police Order 2002 enacted on 14 August 2002 provided the legal grounds for CPLC’s existence. The subsequent official notifications by the Punjab government in 2006 and 2007\(^{51}\) formally provided the legal basis for CPLC-Faisalabad’s existence.\(^{52}\)

#### 4.2C MEMBERS

CPLC Faisalabad comprised a total of 21 members that included people from all walks of life, especially the business community that formed the executive committee. The executive committee, as per the by-laws of CPLC-Faisalabad also comprised DIG and DPO as ex-officio members. The selection of the


\(^{46}\) Ahmed Chinoy, Chief CPLC, in response to research questionnaire responded on June 16 2014

\(^{47}\) Ibid


\(^{50}\) Currently CPLC-Sindh

\(^{51}\) HP.111.3-8/2006 and HP.III.3-6/2007 respectively

\(^{52}\) Telephonic interview: M. Sarwar, Secretary Citizen Police Foundation, Faisalabad on 25 June, 2014
members was initially done by the AIG office in Faisalabad. By-laws of CPLC-Faisalabad required that the executive committee shall elect the Chief of CPLC, Deputy Chief and other office bearers, if required, for a term of one year, by 2/3rd majority vote. Moreover, the bye-laws also mentioned that in case, a member became incapable/disqualified, due to whatever reason, to continue his membership of the Executive Committee, he shall be replaced with another member, elected by 2/3rd majority vote. Along with the Executive Committee members, a staff of 20 police personnel was attached with CPLC Faisalabad to assist in operations.

4.2D FUNCTIONS

The notified functions of CPLC, Faisalabad under the Police Order 2002 were:

1. Training and capacity building of Public Safety Commission
2. Developing mechanism for liaison between aggrieved citizens and police for providing relief
3. Assistance to Public Safety Commissions, Police Complaints Authority and the police for the expeditious and judicious discharge of their duties

CPLC Faisalabad’s services extended beyond the scope of notified functions and included the following:

- **CPLC emergency Helpline 1261**: The helpline was launched on 20 November 2007 with a view to provide swift response to citizens in emergency. The helpline served the same function as rescue 15 and provided similar facilities. Direct feedback from citizens on their complaints was sought afterwards to check if the matter was resolved. CPLC emergency helpline received a total of 68,152 calls during its functioning.

- **Courses for the police**: CPLC conducted various courses for the police officials on basic computer literacy, office automation software, and advanced investigation courses.

- **Information and guidance center**: Information and guidance centre’s number 111-222-345, provided guidance to the callers on licenses and passport documents etc.

- **Traffic signage project**: Through financial collaboration with Pakistan State Oil, CPLC-Faisalabad installed countdown signal, traffic direction, and safety signage across the city worth PKR 2.5-3 million.

- **Live CCTV monitoring**: CCTV monitoring was done via utilizing both speed domes and static cameras. Major projects initiated include: Clock tower security project over yarn market where 29 cameras in total were installed, railway station security project where eight static cameras were installed and live monitoring to cover various other events such as VVIP visits and Moharram processions.

- **CPLC car driving school**: established on 19 Feb, 2007, the school provided driving training to 4,632 students, free training to 275 deserving students, 67 district and traffic police officials, refresher training to 80 officials of 1122, and motorbike training to 35 lady wardens of traffic police.

- **Helpdesk/ mobile blockage and reopen**: Helpdesk dealt with matters of incognizable nature and forwarded cognizable matters to concerned authorities. The helpdesk provided services of FIR registration, details on follow-up of cases, arbitration of family matters, settlement of financial disputes, and attending to threat calls received by citizens. A total of 12,698 complaints were received by helpdesks set-up at CPLC-Faisalabad headquarter and four police stations. 2,434 cases were solved by helpdesks through arbitration, 7,884 FIRs were registered and financial disputes worth PKR 201,788,100 were settled.

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53 Telephonic interview: M. Sarwar, Secretary Citizen Police Foundation, Faisalabad on 24 June, 2014
54 Ibid
55 Presentation of CPLC Faisalabad received from Citizen Police Foundation Faisalabad on 24 June, 2014
• Awareness Campaigns: CPLC-Faisalabad organized various awareness campaigns such as those on traffic education and dengue virus.

4.2E POWERS

CPLC-Faisalabad worked on the lines of CPLC-Sindh in supporting police through various projects. CPLC-Faisalabad did not have any formal powers to hold police accountable; however, most of the grievances against police and unsettled issues were brought to CPO Faisalabad, who was the ex-officio member of CPLC.

4.2F REPORTING

There was no obligation to publish reports.

4.2G BUDGET

CPLC Faisalabad operated without any financial funding from the government. The bye-laws of CPLC-Faisalabad provided that the committee shall raise its own funds and shall be independent to spend the same. Only the land over which CPLC-Faisalabad built its headquarters, adjacent to RPO office, was provided by the government. CPLC-Faisalabad members contributed PKR 20 million for the construction and furnishing of the headquarters building. The costs for operations and equipment were also borne by the members themselves. A few of the costs incurred by CPLC-Faisalabad include:

<table>
<thead>
<tr>
<th>Project</th>
<th>Funds provided by CPLC-Faisalabad</th>
</tr>
</thead>
<tbody>
<tr>
<td>Contribution to Rescue 15 centre at Ghulam Muhammad Abad in the year 2005</td>
<td>PKR 1.5 million</td>
</tr>
<tr>
<td>Rescue 15 centre at Kashmir Bridge, East Canal Road in the year 2007</td>
<td>PKR 1.8 million</td>
</tr>
<tr>
<td>Bismillah police post at Gadri Bridge canal road in the year 2003</td>
<td>PKR 0.3 million</td>
</tr>
</tbody>
</table>

4.2H OTHER CPLCS IN PAKISTAN

<table>
<thead>
<tr>
<th>CPLC-Peshawar</th>
<th>Established on February 12, 2004 through Home and Tribal Affairs Department, NFWP vide notification SO (P) HD/7-17/03, under section 168 of Police Order 2002.</th>
</tr>
</thead>
<tbody>
<tr>
<td>CPLC Lahore</td>
<td>Established on 28th August, 2004 under Section 168, police order 2002 and official notification of home department Punjab</td>
</tr>
<tr>
<td>CPLC-Sahiwal</td>
<td>Established on 1st October, 2004 under Section 168, police order 2002 and registered as an NGO</td>
</tr>
</tbody>
</table>

4.3 COMMUNITY POLICING CENTERS (CPCS)

The concept of Community Policing Centers was introduced for the first time in Sindh by IGP Wajid Ali Durrani in 2011. CPCs were established to facilitate close liaison between locals and law enforcers for curbing street crimes. IGP Wajid Durrani envisioned each CPC, headed by at least a Sub-Inspector as a community police officer, to work in close collaboration with the police station in vicinity. The IGP issued comprehensive guidelines to setup 495 community police centers in the province during October 2011.\(^{57}\)

The initiative, however, failed to take off. Around 160 CPCs were established with millions of rupees of local funds but only 10 were actually functioning. Many CPCs were converted to drug dens and safe havens by criminal groups. Lack of personnel is another reason behind their failure. Some CPCs were provided furniture but did not have any staff.\(^{58}\) The reasons for failure of these CPCs, as provided by senior police officials in Karachi have been lack of resources and manpower, deteriorating law and order situation of the country and the transfer of IGP Wajid Durrani to National Highway and Motorway Police in November 2011. The new IGP shifted the focus from CPCs to Madadgar 15 centers as the new IGP envisioned them more effective.\(^{59}\)

Similar efforts were undertaken by IGP Wajid Ali Durrani in Islamabad Capital Territory, before the Karachi experiment, during 2011. 46 Community Police Centre (CPC), to redress the grievances of general public and to involve the local police in community policing, were established within ICT (Islamabad Capital Territory) in March 2011. An officer of the rank of Sub-Inspector was deployed at each CP Centre to receive the complaints by the general public and to initiate immediate action to save the general public from inconvenience.\(^{60}\) However, CPC project came to an end in 2013, to be replaced with Citizen Police Coordination Committees.

4.4 CITIZEN POLICE COORDINATION COMMITTEE (CPCC)

4.4A BACKGROUND


\(^{58}\)http://www.pakistantoday.com.pk/2012/01/10/city/karachi/community-police-centres-for-curbing-crimes-or-aiding-criminals/

\(^{59}\)Ibid

The aim of the CPCCs is to oversee police-public relations, monitor and report illegal activities at police station, suggest measures to improve police station culture, and to probe non-cognizable cases and resolve minor disputes of civil nature. The first office of the CPCC was inaugurated in a room located in the jurisdiction of Kohsar Police station of Sector F-7, Islamabad on 8th November 2013.

4.4B LEGAL BASIS

The establishment of CPCCs was undertaken on the special directives of Minister for Interior, Chaudhary Nisar Ali Khan61 to ensure friendly police ecology in the city. Subsequently CPCCs were formed at all police stations of Islamabad under the directive62 of IGP Islamabad, Sikandar Hayat, dated 31/10/2013.

4.4C MEMBERS

Each CPCC has 15 members that are approved by IGP Islamabad on the recommendation of the SSP Islamabad63. According to the prescribed selection criteria, members are to be:

1. Educated and experienced notables of the area;
2. Having sound reputation;
3. Non-association with any political party or religious organization;
4. Non-involvement in any criminal/immoral activities;
5. Having a sound financial position;
6. Spare time for social activities and reside or working in the jurisdiction of the concerned police station

4.4D FUNCTIONS

Members of CPCCs perform the following duties with the assistance of Human Rights Officers (HROs) appointed in the police stations:

- HROs will provide assistance to the members of the CPCC who intend to meet the accused in order to check human rights violations by the police;
- Members of CPCC will enquire into any violation of Standing Operating Procedure already displayed in the reporting rooms. In case of any violation they will direct the HRO to rectify the situation and will send a report to zonal superintendent of police, Islamabad;
- Members of the committee will be authorized to interview the accused who are in the lock up, with the assistance of the HRO;
- Members of the committee will notify their schedule of visit to the police station to the concerned HRO, ensuring his presence for necessary assistance;

61 http://thenews.4com.co/tag/accountability/page/5/
62 No.7-25/9190/IGP/C
Members of the committee will also check that whether or not the duty clerk has displayed on the board the names of the person and particulars of persons who are under arrest or in the police station for complaints, investigation etc;

- Members of the committee are authorized to get the particulars of arrested persons but will not interfere with the investigations;
- The application/complaints of civil nature and minor disputes referred to them would be probed and resolved. The report would be sent to the concerned officers through proper channels;
- Decisions taken after reconciliation will be signed by both parties and CPCC members;
- Members of the CPCC will also take notice of illegal activities of police officials as well as police torture with detainees and will bring the same into the notice of SSP/Operations or Zonal SPs;
- SHO of concerned police station will provide protection to the members of the CPCC during the performance of their duties;
- Interference of anyone in the working of members of CPCC will be considered interference in the official working of police;
- If any member of the CPCC does not want to continue in the committee, he will submit his resignation in writing to SSP/Operations and a new member will be appointed in lieu thereof.

Grievances of CPCC chairman at one of the police stations

Cases do not come directly to CPCC from the reporting room; they are first checked by the SHO, who puts aside any case in which there is a potential for police to make money.

We (CPCC) do not get the assistance of HRO as provided in the functions. Quite often, HROs are assigned duties other than their CPCC work.

We are dependent upon cooperation of SHOs and their staff, which has been limited since IGP Islamabad has been transferred (on 26th March, 2014). The prior IGP visited CPCCs on a weekly basis and observed the progress in detail, but we have not met the new IGP so far. IGP transfer has significantly affected CPCC’s efficacy.

This is the third SHO we are working with since CPCC was established. SHOs are transferred at a rapid pace. I don’t even know who this SHO is. A few prominent members of CPCC have not visited the police station even once, despite several attempts.

Interview with chairman of a CPCC on 27th June 2014

4.4E POWERS

All non-cognizable crimes are referred to CPCC at the police station. The CPCC members call in both the related parties to resolve the matter of concern through reconciliation and meditation. The role of CPCC member during the ADR process is that of a mediator and s/he does not have the authority to impose his/her decision while coming up with a settlement. Registers are maintained for all the cases being dealt with and signatures of both the parties are required to be taken on the case settlement document before the progress is shared with the SHO. Most of the cases referred to CPCC are family disputes and property cases. Members of CPCCs are also authorized to meet, interview and get particulars of the accused, and report any illegal activities carried out at the police station such as cases of detainee torture to SSP-operations or zonal SPs.

Although CPCCs are provided ample powers, however, their operational structure requires attention. Foremost, to note is that CPCCs are provided office space in the police station and are supposed to work under the ‘protection’ of SHO as per the SOPs outlined in the functions above. Operating in the same premises as the SHO, and being dependent on his protection makes CPCCs’ autonomy questionable.

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64 Interview Chairman CPCC, Kohsar Police Station on 26 December 2013
Moreover, the CPCCs are dependent upon the Human Rights Officers’ assistance to meet the detainees and to question them. In cases where detainee torture is carried out on the orders of the SHO, the role of an HRO—who is a subordinate to SHO—in facilitating the CPCC becomes dubious.

### Alternative Dispute Resolution as a Tool for Community Policing: A Degree of Caution

Any measure that amounts to devolving police duty and powers to citizens must be approached carefully. As such, informal, out-of-court settlement of disputes, known as Alternative Dispute Resolution (ADR), offers several benefits which traditional police investigations are not geared towards. Their informal nature allow for a dialogue and better understanding between the parties, gives a sense of empowerment to communities as they take responsibility for resolving conflicts, provides alternative to neighbors taking legal action against one another and, are less expensive than court procedures and time-saving for the police.

All this does have the potential of fostering closer ties between the community and the police. But ADR methods involve several risks too, and, without proper oversight and monitoring, may end up harming the objectives of community policing. The very informality of ADR methods can become a problem. For instance, mediation often takes place in private and involves a degree of confidentiality; this may appear to be just as corrupt as the formal legal procedure in countries with a tradition of the powerful being able to influence outcomes and where bribing of police officers and other officials for getting cases dismissed is rampant. By virtue of operating outside the formal system, fairness of the process is hard to ensure in the absence of standard rules and procedures. Victims, particularly those belonging to vulnerable groups, may be pressured to accept an unfair settlement or compelled to dismiss the case upon monetary payment. This might reduce police workload but is likely to deter reporting of crimes.

Lack of transparency in appointing mediators, who are often selected by police officers themselves like in the case of CPCC members, further dilutes their credibility. Moreover, evidence points to the practice of ADR being used to either dispose of or cover up even cases involving serious allegations; it allows police to avoid cases they do not wish to handle. In particular, information indicating police misconduct that may come up during mediation tends often to get covered up. Owing to these risks, ADR methods may appear as yet another way of perpetuating bad practices, including corruption and only further weaken public trust in the formal legal system.

Therefore, in building deeper ties between the police and the public, emphasis must remain on collaborative partnerships that comply with legal standards and democratic principles. Ultimately, the police must retain the primary responsibility for ensuring safety and security of citizens.

### 4.4F REPORTING REQUIREMENT

Reporting is not obligatory for CPCCs. The only record CPCCs maintain are the non-cognizable crime complaints registers that comprises the details of the non-cognizable cases CPCCs are dealing with. CPCCs also keep a case record in individual files, carrying case proceedings, such as application and response by the parties involved.

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4.4G BUDGET

Members of the CPCC work as volunteers without any remuneration for their services. Each CPCC was allocated a single room space for their office at the police stations. However, no budget was allocated to CPCCs. A CPCC member reported that, we spent money from our own pockets for installation of office door, office table and even the purchase of stationery and registers for the CPCC. Some NGOs also assisted CPCCs in purchase of items such as fans for their office.

4.5 COMMUNITY POLICING INITIATIVES IN TRAFFIC POLICE

Worldwide, road traffic crashes are estimated to kill approximately one million people a year and by 2020, they are expected to be the second leading cause of lost life years (WHO, 2002). In Pakistan, road accidents leave around 10,000 people dead and another 50,000 injured or handicapped every year. The accidents not only affect thousands of families but also cause substantial economic loss to the nation. Considering that protection of life and property is the core duty of the police department, it is imperative that traffic safety must be recognized as a key priority for police services.

Traffic safety is one of the chief concerns of traffic police department. Unfortunately, road clashes and casualties due to violation of traffic laws are more than often seen as accidents rather than crimes, therefore, attracting lesser concern from the police as an area requiring proactive attention and community involvement. As in other areas of policing, wherein numerical strength of police falls short to adequately deal with crime and disorder in society, traffic police is also unable to cope with the ever increasing challenges posed by high traffic volume on the roads. It is in such situations that community policing becomes necessary to establish.

According to a DFID-supported study conducted in 2003, the role of community in promoting traffic law enforcement can be categorized under four basic approaches:

1. Consultation
2. Volunteering
3. Partnerships
4. Advocacy

These approaches are based upon the extent to which they support the traffic police, the level of commitment involved, and their independence.

The following section provides an overview of endeavors of traffic police that can be categorized under the respective approaches of community policing:

1. CONSULTATION

Consultation involves the community providing information to the police for them to do a better job. Information from the community can either come in the form of suggestions to tackle traffic issues, identification of accident that has already occurred or in form of proactive information, wherein, identification of violations leading to a higher probability of accidents can be communicated to the police. Radio programs on ITP FM 92.4, such as ‘Green City’ that was initiated in 2011, are aimed to listen to the grievances and complaints of the citizens so that they are promptly redressed. Green City program provided an opportunity through which traffic hindrances on roads were identified, suggestions to

improve traffic flow were discussed and suggestions to CDA officials as how to bring further improvement in traffic flow in city were conveyed.  

2. VOLUNTEERS

Police is faced with an ever growing challenge of controlling traffic on the roads. To cater for numerical strength deficiency in human resource, traffic police often takes assistance from volunteers in different aspects of its operations. A few examples are provided below:

- City Traffic Police Lahore’s enrollment of Boy Scouts from different schools to educate road users was a volunteering effort. These Boy Scouts contributed in organizing traffic walks and meetings. Also, they helped people in case of difficulties while driving on road. A good number of boy scouts and traffic volunteers from around 53 schools and colleges were registered with traffic police force in Lahore by January 2012. These scouts discharged their duties half an hour before their classes were commenced and half an hour after their classes were concluded on daily basis. The scouts’ performance was told excellent by reports submitted by circle in-charges and sector officers.
- Islamabad Traffic Police is in an agreement with Bahria University Islamabad, whereby, students will spend 40 hours each with ITP on different counters at the office. This will enable students to better understand the functioning of the department as well as result in bridging the gap between police and the youth. Such endeavors have also been carried out in the past wherein a group of 37 students of the university joined ITP as volunteers for one month in 2009 and worked with its different units to impart education to the road users at different places and distributed pamphlets among them.

3. PARTNERSHIPS

City’s traffic police of Karachi in collaboration with Citizen’s Trust Against Crime and CPLC launched a campaign in October 2013 against vehicle owners not having original registration documents, driving licenses, vehicle fitness certificates or registration plates issued by the excise and taxation department. Around 30 volunteers from the citizen trust helped the police and the Rangers check vehicles on different roads. The purpose of volunteers was not to stop the cars for checking because they are not authorized to do so, but to act as bystanders and help the police in the planning, coordination, methodology and execution of the drive.

4. ADVOCACY

Education and advocacy are the major components of community participation to ensure road safety by the traffic department. Traffic education is imparted via different advocacy channels. Traffic police departments across Pakistan utilize various events such as seminars, workshops, art competitions, walks and awareness festivals to disseminate information to the general public and organizations.

Traffic Police in Punjab province holds the vision to ‘educate general citizenry on war footing regarding traffic laws’. The ‘traffic education and awareness program’ of Punjab Traffic Police in 2013 comprised: 35 television programs, 152 radio programs, nine seminars/workshops, 120 traffic walks, 57 traffic week programs, celebrating 205 traffic days across the province, delivery of 3,490 lectures to drivers, delivery of 2,549 lectures to students, installing 3,717 hoarding/boards/banners, establishment of 974 public address systems, and distribution of 703,216 handbills/brochures.

With the commitment to ensure traffic discipline in the city, Islamabad Traffic Police (ITP) is imparting education about traffic laws and its personnel gave road safety tips to 16,591 persons who visited its office during last five months (Aug-Dec 2013) to attain driving licenses. Following directions from SP (Traffic) Asmat Ullah Junejo, ITP’s education teams headed by Inspector Fayaz Tanoli, including ASI Sajjad Ahmad, Ms. Sumera Batoos, Ms. Uzma, Nasira and its FM Radio 92.4 are also running campaign to ensure disciplined attitude of citizens.

Broadly speaking, when we look at Islamabad Traffic Police the following two departments serve to sensitize general public and organizations, apart from the specialized training wing:

**EDUCATION DEPARTMENT:** Islamabad traffic police has a separate education department headed by Inspector Fayyaz Tanoli. The education department imparts information on various topics such as safety measures while walking along the road, road crossing code, causes of accidents and how to protect one-self, defensive driving and its requirements, practice to prevent risky situations on road, planning for a long journey, positioning car or lane discipline, right of way on junctions and road markings, safe overtaking, traffic sign boards and traffic light signals and perils of using mobile phone while driving.

ITP carries out different campaigns and events to disseminate road safety measures. These campaigns and events are held in collaboration with trade unions, various civil society groups, academia and various government departments. ITP organizes traffic floats on weekly basis at different localities in the capital, including bus stops, markets, and parks to inculcate traffic sense among those people who are not easily accessible. Furthermore, the education department conducts to-day training workshops at various government and non-government institutions with the following contents:

- a) History of Islamabad Traffic Police
- b) Targets given to ITP/achievements
- c) Positive attitude/ sensitization
- d) Safety measures while walking along the road/ road crossing code
- e) Causes of accidents and remedies
- f) Defensive driving and its requirements & safety tools
- g) Practice to prevent risky situations on the road & planning of a long journey

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76 [http://www.islamabadpolice.gov.pk/Pages/ITP/ITPeducationteam.aspx](http://www.islamabadpolice.gov.pk/Pages/ITP/ITPeducationteam.aspx)
FM RADIO CHANNEL: While a majority of the traffic police departments across Pakistan utilize already established channels to reach out to masses with road safety messages, some of the departments have established their own radio channels, specifically focused on sensitizing citizens on topics related to road safety. Islamabad police pioneered the use of radio medium for disseminating knowledge on road safety and traffic discipline. Other traffic departments in Pakistan are also following the footsteps of ITP and utilizing radio channels to impart awareness on traffic laws, road safety and route information to facilitate the road users and enable them to become more responsible citizens. A brief account of a few of these channels is provided hereunder:

FM Radio 92.4 is the radio channel of Islamabad Traffic Police. It is a non-commercial radio channel providing traffic awareness and road safety tips to its listeners through an 18 hour live transmission. FM 92.4 was launched on 13th Jul, 2009 and was the brainchild of the then SSP Dr. Sultan Azam Temuri. FM 92.4 works in close collaboration with other departments of ITP, especially the educational wing, so that the awareness campaigns launched are synchronized and produce a more positive result. A good feature of FM 92.4 is the live calls session during programs, wherein the callers share their messages on safe driving practices.

Ms. Ayesha Jamil, Director Programs at FM 92.4 reiterated the importance of establishing stronger ties between police and the community to set groundwork for friendlier and more effective policing. She stressed upon the importance of discussion with citizens so that law does not require to be enforced and is absorbed in the society in spirit. Ms. Jamil informed that the team at FM92.4, comprising presenters and studio engineers are mostly volunteers that receive a small honorarium for their services. At present there are 32 volunteers attached with ITP all working with a sense of commitment to contribute to the society.

i. Rasta FM 88.6: Rasta FM 88.6 of Lahore traffic police has five traffic control centers, covering 32 sectors and over 2400 traffic officers deployed all across Lahore on 24/7 basis. This service is meant to provide latest updates on road situation.

ii. Sindh Police FM radio service: Sindh Police FM radio service is accessible at FM88.6 and was launched on Aug 01, 2013. The service is meant to provide information on alternate routes in case of traffic jams. More importantly, the radio service informs people about traffic laws and raises their awareness about them.

iii. NH&MP FM Radio 93.0: National Highways & Motorway Police, in collaboration with Radio Pakistan, has introduced a new facility for the benefit of road users. Road users can get latest information regarding weather and road conditions on national highways i.e. N-5, N-10 & N-25, as well as the motorways. This initiative is intended to help the road users in planning their journey.77

4.6 OTHER EXPERIMENTS

4.6A DISTRICT SHEIKHUPURA’S COMMUNITY POLICING ENDEAVOR

AIG Sarmad Saeed, while posted as District Superintendent of Police in Sheikhupura district of Punjab province, undertook community policing initiative through the formation of Community Policing

77http://www.nhmp.gov.pk/
Committees (CPCs). The concept took root from Mian Jee (an elderly person who was found in every locality of the district, respected and revered by the occupants and whose presence no one would do anything immoral). Coordinators of CPCs were selected to replace these traditional Mian Jees. Moreover, one or two police officers from each police station were selected as community police officers and later more officers were brought into the process, deputed on rotation. These community police officers along with the coordinators held corner meetings with people coming to mosques for Friday prayers and explained to them the benefits of community oriented policing to form a CPC for the locality. On observing the performance of CPC and the benefits derived out of it, public from other localities established contact with DPO or organizers to form CPCs in their areas, as well. During a brief period of about three months, 40 CPCs were formed in the town and 20 committees in the suburban villages like Chichuki Mallian, Jiwanpura, Jandiala Sher Khan, Dera Ludhianvi, etc. Each committee comprised 10 to 25 members.

Meetings of the CPCs took place at a politically neutral place such as public parks, schools or office of Union Council. People of the housing society/ locality were invited to attend the meeting. Public address system of the mosque was also used for the purpose. The meetings comprised 200-500 people and the arrangements were simple, comprising a simple stage and chairs. The arrangements for stage and chairs were done by either the police or some other notable of the area. Sarmad Saeed expressed the importance of involving DPO or some other gazzetted police officer to the event so that the seriousness of the initiative becomes visible to the public. The DPO, or any other officer on his behalf, guides the community on the concept and benefits of community policing. The aspects to be highlighted to public that Sarmad Saeed identifies are:

- International research shows that traditional policing has failed to control crime. Intensive patrolling displaces crime instead of eliminating crime.
- The Police Rules proclaim that maintenance of law and order is the basic duty of the citizens; the police are there to assist them in organizing this activity.  
- Specify extraneous duties of police (other than investigation and routine prevention of crime), such as, guarding the places of worship of different sects and religions; moharram; eid miladunabi processions, Jumma prayers; eid praying and movement of the VIPs, etc.
- Reveal the actual strength posted at the police stations and what will be the situation if the police resort to shift system.
- Tell them the police strength and resources are not going to increase considerably, because of the financial restraints.
- Police officers are selected carefully and on merit from the society. Tell them the procedure adopted for recruitment.
- Police officers being the part of the society reflect all the good and bad traits of the community they belong to. They acquire bad habits from the environment of home and street. We should pay attention towards improving sensibility of the society as so that we can better human resource.
- The society will have to live with the kind of police they have. Both the partners will have to improve their attitude towards each other.
- No other department can protect and violate the human rights as much as the police can do. Does the society protect human rights of the police officers? Mention Article 23 (3) of Universal Declaration of Human Rights, declaring, “ Everyone who works has the right to just and favorable remuneration ensuring for himself and his family an existence worth of human dignity, and supplemented, if necessary, by other means of social protection”.
- Mention Article 24 of UDHR, saying, “Everyone has the right to rest and leisure, including reasonable limitation of working hours and periodic holidays with pay”.

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78 Although CPDI does not believe in this point and considers it the duty of law enforcement agencies to uphold law with the assistance of the citizens.
• Petty disputes and non-cognizable matters, if solved in time by the community, will considerably decrease crime against person. Crime against person is almost half of the staple crime.
• The criminals are acquitted mainly for want of independent witness. The citizens should fulfill this vital obligation.
• The only answer to increasing crime and social disorder is community policing. The citizens will have to give up the attitude of ‘sanoo ki’ (Why should we bother).
• With active cooperation of the police and the public, crime is bound to decrease drastically.
• Explain duties of the members of CPCs and assure them continuation of these committees even after transfer of the police supervisors.
• Read out the list of the members of committees and ask the public to express their reservations if any of them does not fulfill the criteria. Encourage the citizens to offer their services for community policing. Make them clear that the list of the members is not final. Uninterested members shall be deleted and new citizens can anytime be incorporated.

| 4.6B KHANEWAL EXPERIMENT – UC BEAT SYSTEM |

In November 2013, a community policing model was introduced in the Khanewal district of Punjab province at the Union Council (UC) level by the district police. The idea was floated by the Regional Police Officer Multan Ameen Vains. The model has been implemented in all the 96 UCs of the 18 police stations of the Khanewal district. Each council under this initiative is now treated as a beat that comprises up to 10 members including the beat in-charge to become part of reconciliation and crime control committees. Each UC has been formally given a sub-inspector/assistant sub-inspector as beat in-charge and up to five constables for coordination, meetings, patrolling, picketing and target-specific raids. It is important to note that community policing requires decentralization of both police authority and accountability, whereas the prevailing police structure across Pakistan is based on para-military hierarchy. However, the division of geographic areas into beats at Union council level is apt to strengthen community policing in District Khanewal.

The initiative has received support from the locals who have even contributed resources to the initiative. Two motorcycles and one wireless set (125 motorcycles and 73 wireless sets worth Rs15.02 million donated by community) have been provided to the police at each council for official duty. One beat book containing numbers of urban towns, villages, banks and other places and another book containing record of eight categories of criminals including proclaimed offenders, court absconders, Afghan Trained Boys (ATBs), people under Schedule 4 and scoundrels will be maintained in the beat on a daily basis.

The crime control committees identify crimes and criminals, crime pockets and work on gathering information about criminals whereas the reconciliation committees help the police in resolving local level disputes. Utilizing ADR for dispute resolution increases the likelihood of positive interaction of police with the public which is likely to strengthen public confidence and, thus, promote community policing. Successful resolutions can have a positive impact on the participants’ families, friends and the community as a whole. Each beat in-charge and his subordinates, who will work in two shifts a day, will set up pickets at three pre-determined and pre-designated troubled points regularly for showing deterrence and fighting crime. The beat in-charge will attend meetings of both committees and keep members updated about each action.

80 ibid
81 https://www.opcc.bc.ca/adr/alternative_dispute_resolution.html
After successful implementation of the model in Khanewal, RPO Multan, Amin Vains has introduced the UC policing system in the three other districts of Multan region, i.e. Multan, Vehari and Lodhran. The details of UC beats established for policing function are provided hereunder:

<table>
<thead>
<tr>
<th>District</th>
<th>No. of Police Stations</th>
<th>No. of Union Council</th>
<th>No. of U.C. Beats</th>
</tr>
</thead>
<tbody>
<tr>
<td>Multan</td>
<td>31</td>
<td>129</td>
<td>100</td>
</tr>
<tr>
<td>Khanewal</td>
<td>18</td>
<td>96</td>
<td>96</td>
</tr>
<tr>
<td>Vehari</td>
<td>19</td>
<td>96</td>
<td>70</td>
</tr>
<tr>
<td>Lodhran</td>
<td>10</td>
<td>73</td>
<td>38</td>
</tr>
<tr>
<td>Total</td>
<td>78</td>
<td>394</td>
<td>304</td>
</tr>
</tbody>
</table>

Source: [www.multanpolice.gov.pk](http://www.multanpolice.gov.pk)

Crime Control Committees tasked to solve the matters of petty nature, to provide information regarding bad characters / criminals, and to identify crime pockets have been established in the three newly added districts. In case of local-bodies election, the Union Council Nazim and the concerned assembly shall automatically be considered as Crime Control Committees (CCC).  

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82 [www.multanpolice.gov.pk](http://www.multanpolice.gov.pk)
CHAPTER 5: POLICE ATTITUDE REGARDING COMMUNITY POLICING: SURVEY FINDINGS

District police officers (DPOs) serve as the operational in-charge of policing functions at the district level. In this regard, it was considered imperative to take into account the Knowledge, Attitude and Practices of the district police officers on community policing during the course of research.

5.1 METHODOLOGY

A three paged questionnaire (See Annex: 1) accompanied with a cover letter was dispatched to all the 117 DPOs in the four provinces across Pakistan. After not receiving a positive feedback, a second wave of letters with the questionnaire was dispatched again followed by individual calls to the respective offices to generate a positive response. However, only 13 of the letters were replied, in which three were discarded due to failure to appropriately respond. Of the 10 responses, four were from Baluchistan, three from Punjab, two from Khyber Pakhtunkhwa and one from Sindh.

Table below provides the districts from where the responses were received.

<table>
<thead>
<tr>
<th>Sr#</th>
<th>Title</th>
<th>District</th>
<th>Province</th>
<th>Rank</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>District Police Officer</td>
<td>Killa Abdullah</td>
<td>Balochistan</td>
<td>PSP</td>
</tr>
<tr>
<td>2</td>
<td>District Police Officer</td>
<td>Bolan</td>
<td>Balochistan</td>
<td>SSP</td>
</tr>
<tr>
<td>3</td>
<td>District Police Officer</td>
<td>Kalat</td>
<td>Balochistan</td>
<td>SP</td>
</tr>
<tr>
<td>4</td>
<td>District Police Officer</td>
<td>Mastung</td>
<td>Balochistan</td>
<td>DSP</td>
</tr>
<tr>
<td>5</td>
<td>District Police Officer</td>
<td>Bhakkar</td>
<td>Punjab</td>
<td>SSP</td>
</tr>
<tr>
<td>6</td>
<td>District Police Officer</td>
<td>Layyah</td>
<td>Punjab</td>
<td>SP</td>
</tr>
<tr>
<td>7</td>
<td>District Police Officer</td>
<td>Vehari</td>
<td>Punjab</td>
<td>SP</td>
</tr>
<tr>
<td>8</td>
<td>District Police Officer</td>
<td>Bannu</td>
<td>Khyber Pakhtunkhwa</td>
<td>DPO</td>
</tr>
<tr>
<td>9</td>
<td>District Police Officer</td>
<td>Nowshera</td>
<td>Khyber Pakhtunkhwa</td>
<td>SSP</td>
</tr>
<tr>
<td>10</td>
<td>District Police Officer</td>
<td>Kamber</td>
<td>Sindh</td>
<td>SSP</td>
</tr>
</tbody>
</table>

5.2 SURVEY RESULTS

The result of the research questionnaires that were responded is provided hereunder:

1. FAMILIARITY WITH THE CONCEPT OF COMMUNITY POLICING

DPOs were asked if they were familiar with the concept of community policing on which six out of ten said that they are very much familiar with the concept while four out of ten said that they are moderately familiar with it. None of the DPO admitted of having no familiarity of community policing.
How well a DPO considers himself to be acquainted with community policing was important to inquire so as to not only know of their perceived familiarity with the concept but also, and more importantly, serve as an icebreaker to encourage DPOs to proceed with the questionnaire.

2. PERCEIVED BENEFIT OF COMMUNITY POLICING

In the second question DPOs were asked whether they perceive community policing as a way to reduce crime and fear of crime. Five of the ten DPOs believed it to be of a lot of value while the other five thought that it has a moderate role in doing so.

Two of the DPOs, who stated of being very much familiar with concept of community policing, still perceived community policing to be of moderate value in reducing crime and fear of crime.
3. TRAINING ON COMMUNITY POLICING

In the third question DPOs were asked if they have ever attended a training or course on community policing in their police career. Except for DPOs of Mastung and Vehari all the other eight had attended course/training on community policing during their careers.

4. ADEQUATENESS OF TRAINING ON COMMUNITY POLICING

The fourth question explored into whether the DPOs considered the training/course on community policing adequate to fulfill their present requirements. Four DPOs considered it adequate, three DPOs considered it moderately adequate while three DPOs, including those who have not received any training on community policing, considered it inadequate to fulfill their present requirements.
5. PRESENCE OF A COMMUNITY POLICING PLAN FOR THE DISTRICT

Question five asked DPOs if they had developed a community policing plan for their district. Four out of the ten DPOs responded positively, stating that they do have a community policing plan developed for the district, while the other six responded in negative.

![Community policing plan for the district](image)

Presence of a community policing plan reflects the seriousness of DPOs to implement community policing in their district. Merely considering community policing as being important to reduce crime or fear of crime is of little use unless adequate planning is undertaken to integrate this philosophy into police functioning. Out of the six DPOs who stated of not having a community policing plan, two DPOs considered community policing to have a lot of value in reducing crime or fear of crime while the other four considered community policing to be of moderate value in doing so. Moreover, five of the six DPOs not having any community policing plan had attended community policing course/training during their policing career, which identifies possible weaknesses of training to guide them on importance of planning.

6. NATURE OF COMMUNITY POLICING PLAN

Question six probed into whether the community policing plan for the district is formally written with goals and approaches or informally written. All four DPOs, who stated of having a community policing plan, stated that the plan is informal and unwritten.
None of the four DPOs claiming to have community policing plan had it in a formally written format with goals and approaches. It is not understandable that how a community policing plan for a district be effective or even implemented if it is not written with goals and approaches.

7. PRESENCE AND EFFECTIVENESS OF STRUCTURES TO PROMOTE CITIZEN-POLICE COLLABORATION

Question seven inquired whether any structures to promote citizen-police collaboration are present at the district level, and if they are, are they effective. Only one out of ten DPOs told of having an effective community policing center in their district, six out of ten reported of having Musalihati aman committees in their districts, with four out the six stating that they had an effective role. Two out of the eight DPOs said of having Citizen Police Liaison Committees established in their district with both of them serving an effective role. Table 1 for details

<table>
<thead>
<tr>
<th>Sr. #</th>
<th>Presence (Yes/No)</th>
<th>Role where present (Effective/Ineffective)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Community Policing Centers</td>
<td>Yes= 1, No= 9</td>
<td>Effective = 1</td>
</tr>
<tr>
<td>Musalihati Committees</td>
<td>Yes= 6, No= 4</td>
<td>Effective = 4, Ineffective=2</td>
</tr>
<tr>
<td>Citizen Police Liaison Committees</td>
<td>Yes= 2, No= 8</td>
<td>Effective = 2</td>
</tr>
</tbody>
</table>

Table 1

8. SUCCESS, IF ANY, OF THE COLLABORATIVE STRUCTURES

There was a mixed response regarding the success of dispute resolution mechanisms or community policing structures explored in the previous question. Most of the DPOs left the section blank, not mentioning any success at all. However, District Police officer of Bannu criticized the role of Musalihati Committee calling it an ineffective alternate dispute resolution mechanism and supported Jirga as a more reliable method for the Pakhtun belt of Khyber Pakhtunkhwa province. However, DPO Nowshera in
Khyber Pakhtunkhwa, stated the role of musalihati committee as instrumental in resolving issues of civil nature. Positive response was also received by DPO Bhakkar of Punjab province, who stated the role of both Musalihati committees and CPLCs as effective in resolving non-cognizable disputes in the community. None of the DPOs identified success in terms of strengthening of police-community relations due to the presence of these bodies.

9. PRESENCE OF BEAT POLICING

The police rules of 1934 have provisions for the calculations of beat staff and their duties in detail. DPOs were asked if the police officers in their district are assigned beats for their field duty. All the 10 DPOs answered in affirmative of having beats assigned to the police personnel.

Beat policing allows police to develop close liaison with the people and win over their trust through positive interactions. Presence of beat policing indicates a good opportunity for police to initiate community policing.

10. POLICE STATION STAFF TRAINING ON COMMUNITY POLICING

The DPOs were asked to identify if there have been any courses on community policing for the staff at the police station level. Only two out of ten said that, yes, such courses have been carried out for the staff at the thana level.
It is important to note that although all the DPOs stated of being familiar with the concept of community policing and the value it carries and four of the DPOs informed of having a community policing plan, even then there were no courses on community policing conducted for the staff at the police station level. Without any training to the subordinate staff there are little chances, if any, of successfully integrating community policing in the police culture, after all it is the police staff having day to day interaction with the public that requires to be guided/trained the most on community policing.

11. PERFORMANCE EVALUATION ON COMMUNITY POLICING

DPOs were asked to identify if gauging community policing efforts forms a part of evaluating subordinate officer’s performance. Two of the ten DPOs said that it is a part of evaluation, two DPOs said that it has a moderate part to play, while six of the DPOs said that it had no part in evaluating a subordinate’s performance.
Without any formally written community policing plan and no training imparted to the staff at the police station level, it is unfair to assess subordinates on their performance based upon criteria set on community policing standards.

12. BUDGETARY ALLOCATIONS FOR COMMUNITY POLICING

DPOs were asked to identify whether any budget has been allocated to community policing programs. All ten DPOs responded in negative, stating that there is no budget allocated for community policing initiatives.

13. HURDLES IN IMPLEMENTING COMMUNITY POLICING INITIATIVES

DPOs were asked to identify the biggest hurdles in implementing community policing initiatives. Lack of public interest and lack of awareness/skill/knowledge were identified as the biggest factors in implementing community policing initiatives (identified by five DPOs each), followed by lack of resources (three DPOs) and lack of staff (two DPOs).

<table>
<thead>
<tr>
<th>Biggest hurdles in implementing community policing</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lack of resources</td>
</tr>
<tr>
<td>Lack of police interest</td>
</tr>
<tr>
<td>Lack of staff</td>
</tr>
<tr>
<td>Lack of awareness/skill/knowledge</td>
</tr>
<tr>
<td>Lack of public interest</td>
</tr>
</tbody>
</table>

14. DIRECTIVES FROM HIGHER MANAGEMENT ON IMPLEMENTING COMMUNITY POLICING

DPOs were asked to identify whether they had received any directives from their higher management to implement community policing initiatives in their districts. Only three out of ten responded in positive, stating that yes they have received directives while the other seven said they have not received any directives from higher officials to implement community policing.
DPOs were asked to identify the level of interaction and partnership with different groups. Strongest partnership of the police offices was reported to be with other government agencies, six out of 10 DPOs reported a strong partnership. On the other hand the weakest level of partnership was found out to be with the Youth groups; only two of the 10 DPOs reported of having a strong partnership with them. Alarmingly, three of the ten DPOs reported of having weak or no partnership with Trade unions, youth groups or community based organizations. Detailed results are presented in Table 2.

<table>
<thead>
<tr>
<th>Groups</th>
<th>Strong Partnership</th>
<th>Moderate Partnership</th>
<th>Weak or no Partnership</th>
</tr>
</thead>
<tbody>
<tr>
<td>Trade Unions</td>
<td>4</td>
<td>3</td>
<td>3</td>
</tr>
<tr>
<td>Residents</td>
<td>3</td>
<td>5</td>
<td>2</td>
</tr>
<tr>
<td>Other govt. agencies</td>
<td>6</td>
<td>2</td>
<td>2</td>
</tr>
<tr>
<td>Youth groups</td>
<td>2</td>
<td>4</td>
<td>3</td>
</tr>
<tr>
<td>Community based organizations</td>
<td>4</td>
<td>3</td>
<td>3</td>
</tr>
</tbody>
</table>

Table: 2

Honing strong relationship with all segments of society is important not only for community policing but also to carry out policing functions with efficacy. Although it cannot be gauged through this survey how community groups perceives their strength of partnership with the police however, the fourth columns of Table 2, wherein DPOs mention weak or no partnerships with different segments of society, reflect problem area that needs to be corrected for community policing to take roots.
16. INITIATION OF ANY COMMUNITY POLICING INITIATIVE

When DPOs were asked whether their agency has initiated any community policing initiative, only four of the ten DPOs responded in positive.

![Pie chart showing 40% Yes and 60% No to community policing initiatives.]

Important to note here is that out of the six DPOs who have not initiated any community policing initiative, three of the DPOs considered community policing to be of a lot of value in reducing crime and fear of crime, five of the DPOs had received training on community policing with three stating that they find the training adequate to fulfill their current needs.

17. NATURE OF COMMUNITY POLICING INITIATIVES

DPOs were asked to identify what their community policing initiatives comprise. Five of the ten DPOs mentioned holding meetings with the citizens, two DPOs mentioned forming problem solving partnerships with the community and three DPOs did not mention any initiative.

![Pie chart showing 30% None, 50% Holding meetings with citizens groups, 20% Forming problem solving partnerships with community.]
18. FREQUENCY OF MEETINGS WITH COMMUNITY

DPOs were probed to identify the frequency of meetings held with the residents. Five of the 10 DPOs stated that they carried out the meetings whenever required, two of the DPOs stated of carrying out meetings with citizens once every month and three of the DPOs did not mention carrying out any meetings with the citizens.

![Meeting frequency with citizen groups](image)

19. DIRECTIVES ON INCREASING POLICE-PUBLIC INTERACTION TO THE STAFF

DPOs were asked if the district policing staff is directed to increase police-community interaction on which seven out of 10 DPOs responded in positive.

![District police directed to increase police-community interaction](image)
20. METHODS TO INCREASE INTERACTION WITH THE COMMUNITY

DPOs were asked to identify how community interaction is ensured in their districts. The question was multi-choice with option to select more than one answer or to mention any other method if applicable. Foot patrol and bicycle/bike patrol were identified as the method to generate interaction with community by four DPOs each while spending time at local market and interaction with students/teachers were identified as measures to increase community interaction by two DPOs each.

![Bar chart showing how police-community interaction is ensured]

Although, beat policing is implemented in all 10 districts, however, it is noteworthy that three of the DPOs identified no initiatives to increase interaction with the community (all three had stated earlier of receiving no directives to increase interaction in earlier question), four of the DPOs identified one method to increase interaction each, while two of the DPOs identified that they utilized all the methods mentioned to promote interaction with the community.

5.3 ASSESSMENT

Community policing assessment questionnaire was considered one of the most significant analytical component of the research. However, the low response rate of DPOs, even after repeated telephonic contacts and resending the questionnaires, did not allow the intended analysis reflective of national profile to be conducted. The reason for the low response rate could not be ascertained, however, the most probable reason speculated could be the lack of interest of DPOs towards community policing and avoiding the questionnaire altogether because of having nothing substantial to report. DPOs are burdened with the huge task of taking care of the district policing matters, however, this could not be considered a valid reason as firstly, the questionnaire required not more than 15-20 minutes to respond and secondly, ample time (more than a month) was provided to the DPOs to respond to the questionnaires.

Community policing is a component of Assistant Superintendent Police’s training curriculum. It is the primary responsibility of the National Police Academy to impart training on the subject to the officials. There was not even a single DPO who was not familiar with the concept of community policing- with six out of the ten stating to be very much familiar with the concept and rest of the four being moderately familiar. However, only five of the 10 DPOs believed it to be of a lot of help in reducing crime and fear of crime. Of the six DPOs that stated to be very much familiar with community policing, four considered it
to help a lot in reducing crime or fear of crime. Only four of the ten DPOs responded of having a community policing plan for the district, while only one of the ten DPOs stated that the community policing plan is formally written with goals and approaches. Another crucial aspect revealed during the research was the fact that only two of the six DPOs that stated of being very much familiar with the concept of community policing, had conducted some course for police staff at the thanna level on the subject. This depicts lack of knowledge transfer from the officers to the subordinates.

Musalihati committees was the most common informal dispute resolution structure in the six of the 10 districts and it was recognized as playing an effective role by four out of six DPOs. It is important to note that irrespective of the provincial jurisdiction, all the DPOs had formal beats assigned to police staff in the field, therefore, opening up the possibility of positive interaction and restoring confidence of the community. Six of the DPOs denied that evaluations are guided by staff’s performance as per community policing standards. Furthermore, all 10 DPOs informed that there were no budgetary allocations for community policing initiatives. Moreover only three of the ten DPOs reported of having received any directives regarding implementation of community policing in their districts. The situation seems critical recognizing that lack of public interest and deficient knowledge on community policing were identified as the biggest hurdles in implementation of community policing initiatives.

There were a few suggestions on making community policing more effective by initiating polio campaigns and installing CCTV cameras that can be merely regarded as measures for positive interaction and public safety, but not as core community policing measures.
CHAPTER 6: RECOMMENDATIONS

Government of Pakistan

- Make community policing a statutory obligation;
- Budgetary provisions must be made and staff for community policing must be specified.
- Develop guidelines and rules to govern functioning of structures such as CPLCs or Community Policing Centres;
- Security of tenures of police officers to be ensured so that community policing efforts initiated by police leadership do not go in vain due to untimely and abrupt transfers.
- As per the spirit of devolution, police powers must be delegated so that local units have the freedom to act, with the provincial police playing a supervisory role. Asghar Mehmood, Former AIG police expressed the importance of locally maintained police service, saying that: “In Pakistan we have political policing system. It is controlled by politicians, managed by bureaucrats and manned by confused professionals. Community policing has become a buzz word in Pakistan. Community policing can be expected from a locally maintained police service as in Britain and USA. But the bait is that in these societies local government system is very strong. In Pakistan, Chief Ministers would not allow local governments to develop, which is sine qua non for success of community policing.”
- Recruitment of better educated and people-friendly police officers must be made an essential part of the police department’s selection criterion. If police department aims to inculcate community policing philosophy in the long run then it becomes necessary to select people who are more likely to adopt the approach;
- External oversight and accountability mechanisms over police must be strengthened to build public confidence on the department;
- Politics to be kept out of community policing initiatives, such as during selection of initiative members or program execution;
- Support by Federal, Provincial, District Governments and NGOs (CSOs) should be provided to supplement the community policing efforts.

Civil Society and NGOs

- Training programs for police on theory and practice of community policing should be organized while keeping the local culture and context into perspective;
- Importance of community policing must be raised in print and electronic media as a focal area of reform;
- Focused lobbying with parliamentarians and senior police leadership to incorporate community policing and make it a statutory requirement;
- Research in different components and aspects of community policing such as public trust in police, citizen-police cooperation, effectiveness of police accountability and police perception etc must be undertaken;
- Responsibility for sensitization of public and civil society on community policing practices must be undertaken. Civil society can play a strong role in bridging contacts between citizens and the police.

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It is important that community policing initiatives must be supervised and owned by the DPO (District Police Officer). AIG Sarmad Saeed, stresses the importance of personal involvement of DPO, saying that without personal and devoted efforts of the DPO, the required results of community policing endeavors cannot be achieved because the public has no trust in the subordinate staff. The DPO shall have to physically go to the streets and make the community police committees during the take-off stage. Once the initial few committees are formed, he can entrust this duty to the officers of the ranks of the Superintendent of Police and Assistant Superintendent of Police. Community policing cannot be implemented by issuing general order. The selection of the members of the committees is very crucial; only one bad selection will result in crumbling down of the whole system.

Police leadership should remember that an important factor to promote a closer rapport between the public and the police is to give it a local complexion. As ex-CPLC Chief Jameel Yusuf stresses “I don’t ask for the police to be constituted on ethnic lines, what I do want is that the policemen in a thana be taken from the same neighborhood where they have lived for years and have their roots there.” Thus they will not only have an interest in the community they are serving. They will also be known to the people who live in that neighborhood. That will act as a check on their committing any excesses. It will also facilitate the work of law enforcement. The police could be linked up with voluntary citizens’ organisations of the area. This liaison between the police and the neighborhood would be more effective in maintaining law and order.

Change is uncomfortable and resistance to that change is a natural reaction. Communicating the benefits of the proposed change to Community Policing is an important step in reducing this resistance and in gaining commitment from the individual organization, the community and the Department. Furthermore, the para-military style structure of policing at present must be re-evaluated to further enhance the interaction and flow of information amongst the police ranks and between police and the public. The rigid chain of command prevailing in police must be dismantled and greater autonomy and empowerment must be provided to the police officers in field so that they could establish stronger contacts with the communities they serve. The decentralization strategy of Khanewal police to divide geographic area into beats at Union Council level and assigning teams at that tier is likely to make community policing initiatives more manageable and acceptable by the community. Organizing and deploying geographically based officers to maximize identification between specific officers and their specific community should result in stronger police-community relationships, which in turn will increase mutual recognition, responsibility and accountability (Cordner, 1999, 2007a; Cordner, 2007b).

It is important that community policing must be made a part of training programs offered to not only the senior officers but also to the field staff at police stations. It is the junior level field officers who interact closely with the community and they usually lack the clarity and understanding of community policing philosophy and programs that the senior officials envisage. Therefore, to eliminate the gap between theory and practice it is vital that courses and training programs specifically focused to cater the needs and designed in accordance with societal customs and aspiration be offered to policing staff at field level. Moreover, specialized and advanced level community policing courses for senior police officers, especially the District Police Officers must be conducted frequently across all provinces to convert them into master trainers so they can have a deeper understanding of the philosophy and further propagate the concept to their subordinates.

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84https://skydrive.live.com/view.aspx?cid=BAEA098C00EEC376&resid=BAEA098C00EEC376!2481&app=Word&wdo=1
85http://www.zubeidamustafa.com/cplc-a-viable-alternative-to-the-police
86http://www.balochistanpolice.gov.pk/training/Modules/MODULE%20ON%20COMMUNITY%20POLICING.htm
• To promote community policing in the police department it is necessary that the officer’s commitment to community policing programs should be made a part of his/her performance evaluation. Ascribing weightage to community-oriented policing efforts during performance evaluation would ensure that officers pay due importance to this approach and consider it a necessary police function.

• Support from top leadership of police must be provided and policy directives must be issued to necessitate community policing. Tangible goals and targets must be set with respect to community policing.
ANNEX 1: QUESTIONNAIRE FOR SENIOR POLICE OFFICERS

Name __________________________________________________________

Rank __________________________________________________________

Broadly speaking community policing is the development of a collaborative partnership between community and the police that is aimed to help in problem solving such as identification and reduction of crime, and dealing with issues that concern the community. It is a proactive approach in which police facilitates in handling the issues identified by the community. Considering this framework please answer the following questions:

1. Are you familiar with the concept of community policing?
   A Very much familiar    B Moderately Familiar    C Not familiar

2. In your perception does community policing help in reducing crime and fear of crime?
   A A lot        B Moderately      C No

3. Have you attended any training and/or courses on community policing during your policing career?
   A Yes        B No

4. If yes, did you find the training/course adequate to fulfill your present requirements?
   A Yes        B Moderately      C No

5. Is there a community policing plan developed for your district/jurisdiction?
   A Yes        B No

6. If yes, is the community policing plan:
   A Formally written with goals and approaches        B Informal and unwritten

7. Which of the following structures are present in your district/jurisdiction and what is the role?
   Presence        Role
   A Community Policing Centers    Yes         No    Effective        Not effective
   B Musalihati Aman Committees    Yes         No    Effective        Not effective
   C Citizen Police Liaison Committees    Yes         No    Effective        Not effective

8. Can you please identify success, if any, of the structure/s identified above
   __________________________________________________________________________
   __________________________________________________________________________
   __________________________________________________________________________

9. Are police officers in your district assigned specific beats for their duty?
   A Yes they are formally assigned        B No, they are not formally assigned

10. Have there been any courses for staff at the thana level to guide them on community policing?
    A Yes        B No

11. Is community policing a part of evaluating a subordinate officer’s performance?
    A Yes, it is        B Only moderately      C No, it has no part

12. Is there any budget allocated to community policing programs?
    A Yes, there are budget allocations        B No, there are no budget allocations

13. What are the biggest hurdles in implementing community policing initiatives? (Please tick more than one if relevant)
47

A  Lack of public interest     B  Lack of awareness/skill/knowledge
C  Lack of staff     D  Lack of police interest     E  Lack of Resources
F  Others________________________

14. Are there any directives from the senior police officials to implement community policing?
A  Yes     B  No

15. How would you rate the level of interaction and partnership with the following groups? (Pl. tick)

<table>
<thead>
<tr>
<th></th>
<th>Strong partnership</th>
<th>Moderate partnership</th>
<th>Weak or No Partnership</th>
</tr>
</thead>
<tbody>
<tr>
<td>Trade Unions</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Residents</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Other government</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>agencies</td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>Youth groups</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Community Based</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Organizations</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

16. Have your agency initiated community policing initiatives?
A  Yes     B  No

17. If yes, what do these initiatives comprise? (Please tick more than one if relevant)
A  Holding meetings with citizen groups
B  Forming problem solving partnerships with the community
C  Any other, please mention ________________________________

18. If meetings are held with citizen groups, please mention their frequency
A  Once a week     B  Once a month     C  Every three months
D  Biannually     E  Whenever required

19. If problem solving partnerships are formed with community, can you please mention an achievement (examples might include eliminating a long standing dispute or youth program to counter drugs)
____________________________________________________________________________________
____________________________________________________________________________________
____________________________________________________________________________________

20. Is the district policing staff directed to increase police-community interaction?
A  Yes     B  No

21. If yes, how is police-community interaction ensured? (Please tick more than one if relevant)
A  Through foot patrol in the community
B  Through bicycle patrol in the community
C  Spending time at the local market
D  Interaction with students/teachers
E  Others, please mention ________________________________

22. Please suggest a few ways in which community policing can be made more effective at the field level
____________________________________________________________________________________
____________________________________________________________________________________
____________________________________________________________________________________

You are requested to kindly return the filled questionnaire to our office address by mail or through fax
Thank you very much for your cooperation!
## ANNEX 2: ESTIMATED NUMBER OF LAW ENFORCEMENT PERSONNEL IN PAKISTAN

<table>
<thead>
<tr>
<th>Organization</th>
<th>Estimated Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Punjab Police</td>
<td>175,000</td>
</tr>
<tr>
<td>Sindh Police</td>
<td>111,000</td>
</tr>
<tr>
<td>Khyber-Pakhtunkhwa Police</td>
<td>65,000</td>
</tr>
<tr>
<td>Balochistan Police</td>
<td>32,000</td>
</tr>
<tr>
<td>Gilgit-Baltistan Police</td>
<td>5,685</td>
</tr>
<tr>
<td>Azad Jammu Kashmir Police</td>
<td>5,700</td>
</tr>
<tr>
<td>Anti-Narcotics Force</td>
<td>2,560</td>
</tr>
<tr>
<td>Railway Police</td>
<td>7,310</td>
</tr>
<tr>
<td>National Highways and Motorways Police</td>
<td>5,000</td>
</tr>
<tr>
<td>Customs Enforcement and Intelligence</td>
<td>100 (total in department 18,000)</td>
</tr>
<tr>
<td>Airport Security Force</td>
<td>9,000</td>
</tr>
<tr>
<td>Punjab and Sindh Rangers</td>
<td>44,000 (28,000 in Sindh and 16,000 in Punjab)</td>
</tr>
<tr>
<td>National Police Bureau</td>
<td>23</td>
</tr>
<tr>
<td>Capital Territory Police</td>
<td>10,000</td>
</tr>
<tr>
<td>Federal Investigative Agency</td>
<td>3,500</td>
</tr>
<tr>
<td>Coastguard</td>
<td>4,000</td>
</tr>
<tr>
<td>FATA: Levies and Khassadars</td>
<td>26,165 (8,200 Levies and 17,965 Khassadars. 1,000 unfilled Levy posts not included)</td>
</tr>
<tr>
<td>Balochistan: Levies</td>
<td>3,500 (current 3,000 additional vacancies approved, not included)</td>
</tr>
<tr>
<td>Frontier Corps</td>
<td>87,000</td>
</tr>
<tr>
<td>Frontier Constabulary</td>
<td>26,000</td>
</tr>
<tr>
<td>National Accountability Bureau</td>
<td>1,856</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>624,399</strong></td>
</tr>
</tbody>
</table>
ANNEX 3: SIR ROBERT PEEL’S PRINCIPLES OF LAW ENFORCEMENT (1829).

The functions of police are:

1. To prevent crime and disorder, as an alternative to their repression by military force and severity of legal punishment.
2. To recognise always that the power of the police to fulfil their functions and duties is dependent on public approval of their existence, actions and behaviour and on their ability to secure and maintain public respect.
3. To recognise always that to secure and maintain the respect and approval of the public means also the securing of the willing co-operation of the public in the task of securing observance of laws.
4. To recognise always that the extent to which the co-operation of the public can be secured diminishes proportionately the necessity of the use of physical force and compulsion for achieving police objectives.
5. To seek and preserve public favour, not by pandering to public opinion; but by constantly demonstrating absolutely impartial service to law, in complete independence of policy, and without regard to the justice or injustice of the substance of individual laws, by ready offering of individual service and friendship to all members of the public without regard to their wealth or social standing, by ready exercise of courtesy and friendly good humour; and by ready offering of individual sacrifice in protecting and preserving life.
6. To use physical force only when the exercise of persuasion, advice and warning is found to be insufficient to obtain public co-operation to an extent necessary to secure observance of law or to restore order, and to use only the minimum degree of physical force which is necessary on any particular occasion for achieving a police objective.
7. To maintain at all times a relationship with the public that gives reality to the historic tradition that the police are the public and that the public are the police, the police being only members of the public who are paid to give full time attention to duties which are incumbent on every citizen in the interests of community welfare and existence.
8. To recognise always the need for strict adherence to police-executive functions, and to refrain from even seeming to usurp the powers of the judiciary of avenging individuals or the State, and of authoritatively judging guilt and punishing the guilty.
9. To recognise always that the test of police efficiency is the absence of crime and disorder, and not the visible evidence of police action in dealing with them.
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