

POLICY BRIEF | POLICY RECOMMENDATIONS FOR  
**REFORMS IN POLICE SYSTEM  
OF PAKISTAN**

JANUARY 2016



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**Committee of Experts**

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## **Abbreviations and Acronyms**

CJS	Criminal Justice System
PO 2002	Police Order 2002
CJCCs	Criminal Justice Coordination Committees
Cr.P.C	Criminal Procedure Code
PPC	Pakistan Penal Code
ATA	Anti Terrorism Act
ISAC	Intelligence Sharing and Analysis Centres
ISI	Inter Services Intelligence
IB	Intelligence Bureau
ISPR	Inter Services Public Relations
SMPs	Specialised Mobile Patrols
CT	Counter Terrorism
FIA	Federal Investigation Agency
SB	Special Branch
CTD	Counter Terrorism Department
ACPO	Association of Chief of Police Officers
KP	Khyber Pakhtunkhwa
ADR	Alternate Dispute Resolution

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## Preface

PIL DAT has initiated a national and provincial level legislative and policy advocacy effort to bring reforms in Police, Prosecution and Free Legal Aid system in Pakistan. This brief is a compilation of proposed reforms originating from PIL DAT Consultative Sessions held at Federal and Provincial levels on the Police System of Pakistan and ways and means to translate these reforms into reality. These sessions were held with the relevant stakeholders who proposed policy alternatives for the consideration of the legislatures.

## Acknowledgements

This Policy Brief on **Police System of Pakistan** has been commissioned by PIL DAT and is co-authored by **Mr. Muhammad Ali Nekokara**, former Senior Superintendent of Police and **Dr. Muhammad Shoaib Suddle**, former Inspector General of Police, Sindh and Balochistan, both of whom constitute the Committee of Experts facilitated by PIL DAT to work on Police Reforms.

The policy brief has been published by PIL DAT under the “Reforms in Police, Prosecution and Legal Aid Service” project for which it has received support from the Development Alternates Inc. (DAI) under the Enhanced Democratic Accountability and Civic Engagement (EDACE) project.

## Disclaimer

The reform proposals contained in this brief do not necessarily represent the views of Development Alternates Inc. (DAI).

Islamabad  
January 2016

## Executive Summary

Police in Pakistan lacks operational capacity and external support and hence has been unable to create desired public value. External support such as democratic governance structure, efficient criminal and evidence laws, and monetary assistance is crucial to promote professionalism in police. However, provision of even an ideal form of legislative and monetary support will not translate into substantial public good unless police leaders and managers realise their roles and build police capacity in a professional manner.

The strategic interventions to reform police need to enhance external support for police in terms of democratic police law and its implementation and measures such as:

- i. Amendments in Criminal Procedure and Pakistan Penal Codes, Evidence Act 1984 and Anti Terrorism Act 1997;
- ii. Significant increase in Federal and provincial Police budget;
- iii. Collaborative engagement with the law enforcement departments/agencies;
- iv. Reducing disconnect of Police with other actors of Criminal Justice System (CJS)-judiciary, lawyers, prosecutors, and prison service;
- v. Constructive engagement with media and civil society.

These efforts need to be complemented by building police operational strength through working simultaneously on:

- i. Improvement in training through specialised training schools and incremental increase in existing training budget over 04 years from 2% to 10% of total police budget;
- ii. Strategic interventions in the police station such as security of tenure; increase in police strength annually by at least 10 % to meet international standards; improving police station response for women victims through women police stations; performance management; infrastructure and equipment support; reducing disconnect between police managers and frontline officers;
- iii. Replacing static stop and search pickets with well equipped Specialised Mobile Patrols; introducing 'stop and search form';
- iv. Countering spikes in violence and terrorism in urban areas through smart and preventive policing; understanding peculiar needs of rural policing;
- v. Making internal disciplinary proceedings fair and consistent;
- vi. Organised professional engagement within police to effectively pursue its legitimate organisational interests.





## Analysis of Challenges and Required Reforms

### External Support

#### 1. Police Governance Structures: Address Democratic Recession and Deficit

Authoritarian and repressive police governing structure such as Police Act 1861 being followed by Sindh, Balochistan and Islamabad Capital Territory, or half-hearted implementation of democratic governance structure such as Police Order 2002 (PO 2002), in Punjab cannot promote police as a legitimate institution. Democratic recession in Sindh and Balochistan witnessed in the form of repeal of PO 2002 and democratic deficit in Punjab in police governance given the lack of implementation of democratic structures provided in PO 2002 warrant immediate attention of the legislators.

Effective implementation of PO 2002, with appropriate amendments, is required, inter alia, to improve police performance. These aspects include the following:

##### i. Implementation of PO 2002

- a. In particular, establish Public Safety Commissions and Police Complaint Authorities; ensure appointments, postings, transfers and security of tenures of police officers, including Inspectors General of Police (IGPs), as laid out in PO 2002.
- b. Sindh and Balochistan Governments should implement PO 2002; reconvert 'B' areas into 'A' areas in Balochistan and entrust policing to police under PO 2002.

##### ii. Amendments in PO 2002

- a. Amend Articles 13, 15 and 17 to empower IGPs to post regional, city, and district police chiefs to strengthen unity of command.
- b. Constitute Provincial and Federal Criminal Justice Coordination Committees (CJCCs) to promote necessary cooperation amongst the actors of CJS and to make District CJCCs efficient and effective.
- c. Amend Articles 172 and 173 of PO 2002 to provide protection to acts of police officers done in good faith during duty as is provided in Article 69 of Punjab (Indian) Police Act 2007.

#### 2. Review and Amend Criminal Laws, Procedures and Evidence Act

Certain provisions of the Code of Criminal

Procedure (Cr. P. C), Pakistan Penal Code (PPC), Evidence Act 1984 and Anti Terrorism Act 1997 in their current form hinder efficient and fair investigations. Although the legislature(s) will ultimately decide, it is essential to consult the judiciary, Pakistan Bar Council, police leaders, prosecutors, civil society and media for legislative review of criminal laws. The following amendments are suggested in criminal laws:

##### a) Amendments in Cr.P.C: Suggestions Section 154:

- i. The officer in charge of a police station may delay registration of First Information Report to inquire further if he or she does not have sufficient information or intelligence relating to alleged commission of a cognizable offence and, therefore, has reasons to suspect that alleged offence has not been committed. In case of delay, however, the officer in charge of the police station, shall submit a report of the same within 24 hours of reporting of such an incident to the concerned magistrate in addition to reporting the matter to the supervisory officer who may inquire further and may agree or disagree with the opinion of the officer in charge of the police station. (*Proposed amendment in Section 154 Cr.P.C is given at Annex I in detail*).

##### Section 162:

- i. Statement before a police officer may be made admissible.
- ii. Witness should sign his/her statement.

##### Section 167:

- i. Detention in custody of police to be extended up to 30 days.

##### Section 173:

- i. Up to 60 days time may be allowed instead of 14 days to file challan.
- b) Amend Section 182 PPC to enhance punishment up to 3 years for false complaints.
- c) Amend Evidence Act 1984 to allow
  - i. Statement of police officer and electronic/surveillance data as evidence.<sup>1</sup>
  - ii. Forensic evidence as direct evidence.<sup>2</sup>
  - iii. Incognito trial in sensitive cases to protect witnesses and improve prosecution.
- d) Protection of witnesses, prosecutors, lawyers, judges, and investigators to be ensured through appropriate legislation and its implementation.
- e) Amend preamble, Sections 6 and 34 of Anti Terrorism Act (ATA) 1997 to redefine/restrict offenses to minimise misuse.
- f) Legally empower investigating officers to acquire

1. Zulfiqar Hameed, The Anti-Terrorism Law of Pakistan: Need for Reform, Social Science and Policy Bulletin, Vol.3, No. 3, Lahore University of Management Sciences, Winter/Spring 2012.

2. Ibid.

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details of travel history, financial transactions and communication intercepts efficiently.

- g) Standardise criminal laws, including police governance structure, in the country to promote efficiency in policing.
- h) Sentencing guidelines for courts may be developed by legislature/s to guard against disparities and promote uniformity in decisions.

### 3. Financial Support: Police Needs Much More

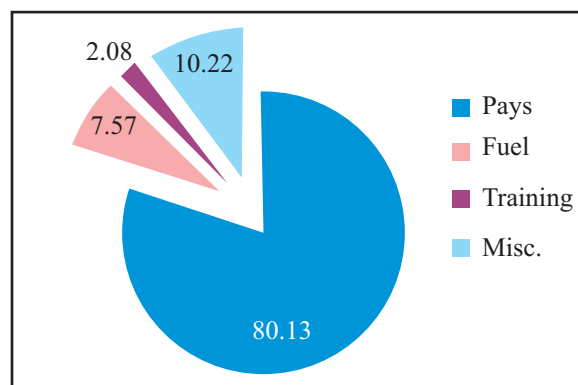
The existing annual budget allocation for Punjab Police is US \$0.79 billion for a population of approximately 101 million which is about 6% of the province's total budget. Out of this, 80.13% goes to pays and allowances, 7.57% to fuel charges, 2.08% to trainings, and 10.22% to miscellaneous expenses.

The situation is quite similar in other provinces. Evidently, despite desperate need for improving operational capacity limited portion of the budget is available for infrastructure development, technological support, trainings, investigations and patrolling. Weak financial support affects efficiency and morale of the police.

Per capita per annum spending on police in Pakistan is worryingly low as compared to international standards and significantly less even by regional standards. Punjab is spending US \$7.6

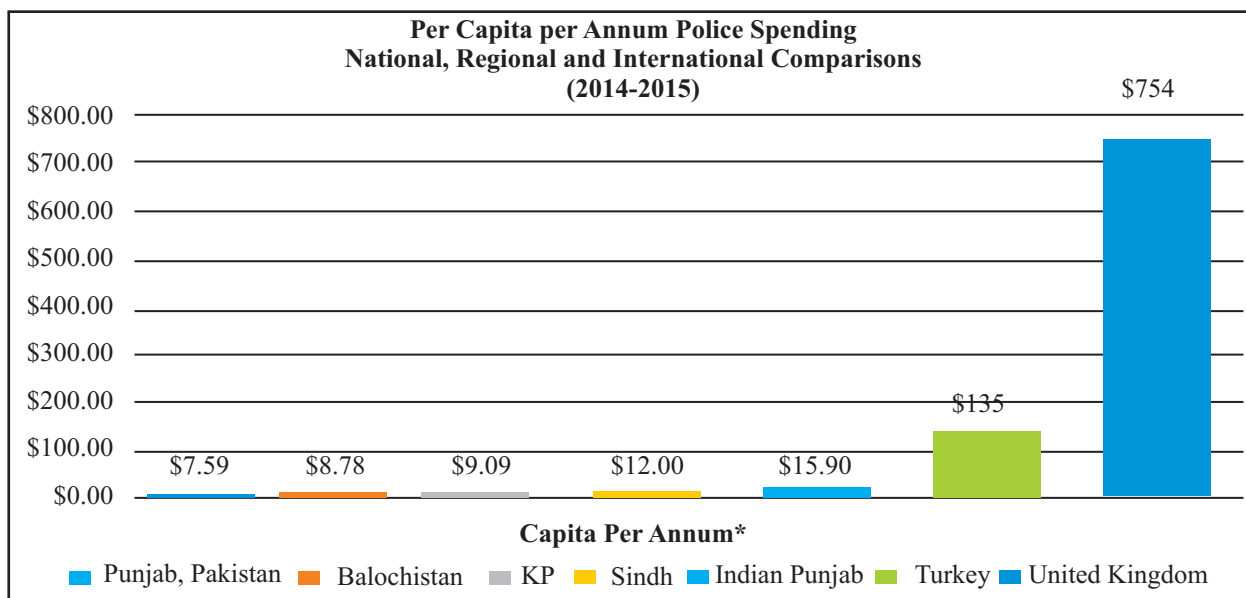
per capita per annum whereas per capita spending per annum on police in Indian Punjab is US \$15.9. Turkey spends US \$135 and London Metropolitan Police spends US \$754 per capita per annum on police.

**Figure 1: Punjab Police Budget Distribution %Age (2015-16)**



The comparison of provincial budgets for police clearly highlights the financial constraints it faces in Pakistan and consequent challenges and limitations to policing.

**Figure 2: Regional and International Comparisons of Annual Per Capita Spending on Police (2014-15)**



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Figure 3: Comparative Police Budget Allocations in Provincial Budgets (2014-2015/2015-2016)

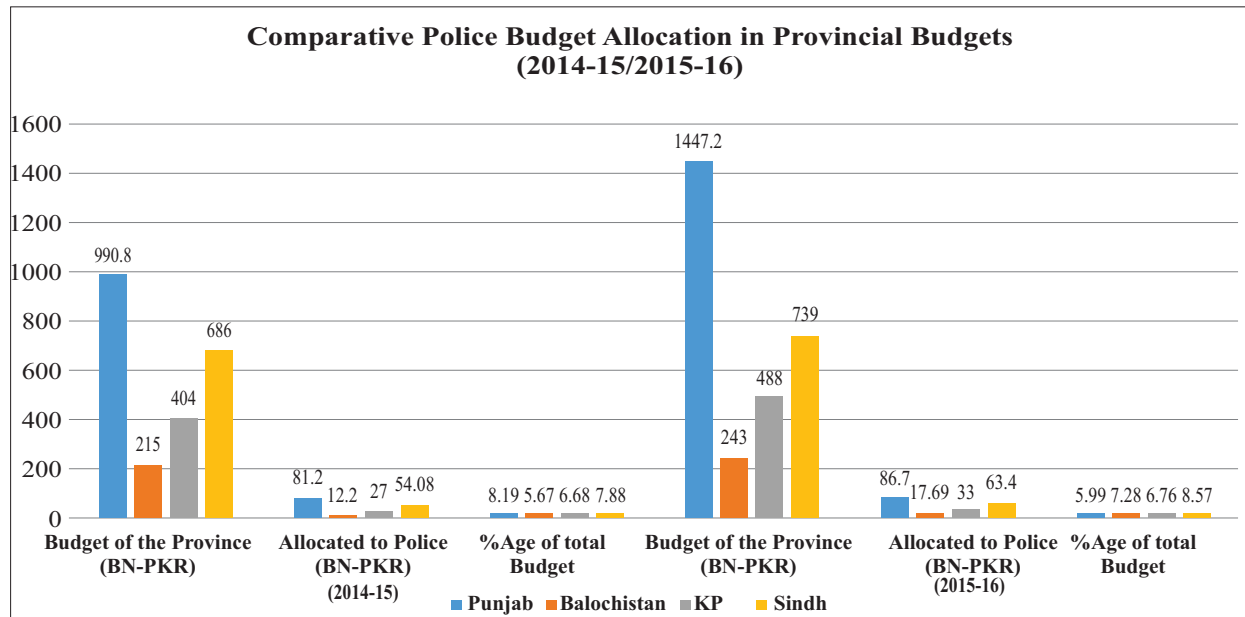
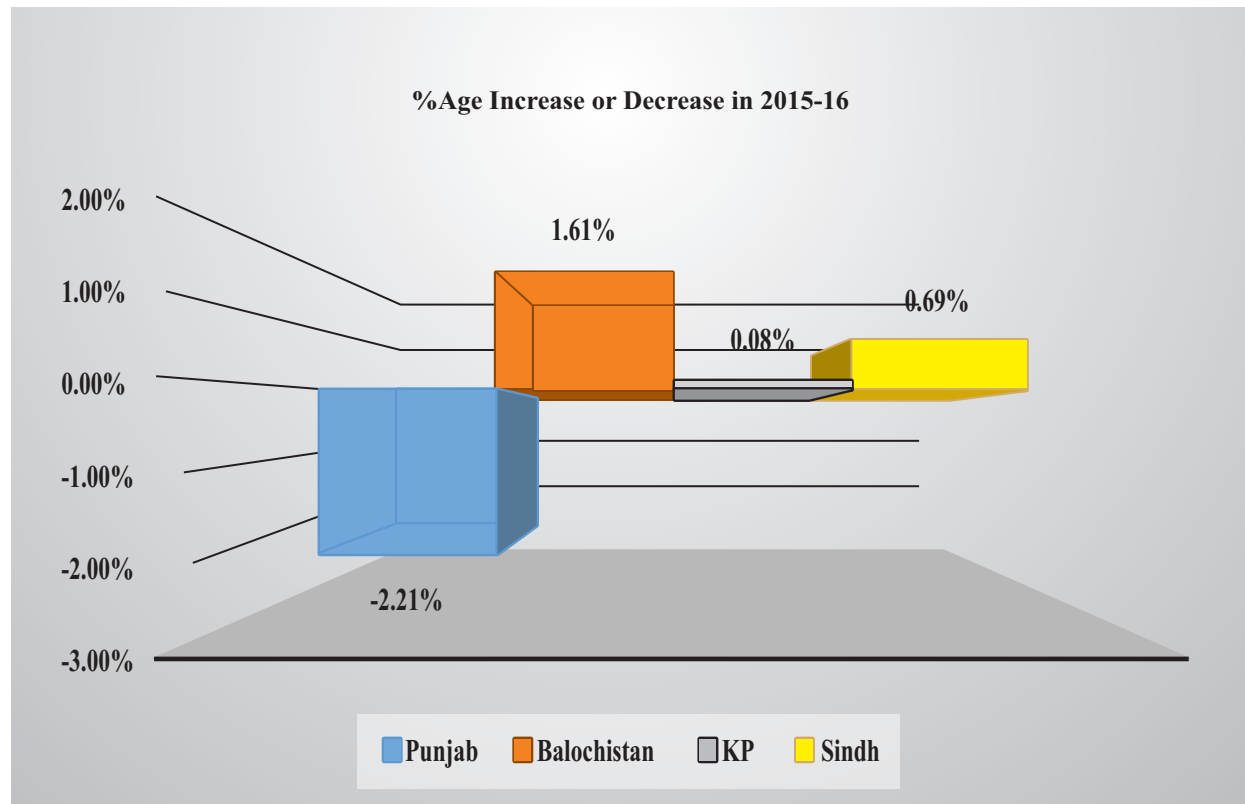
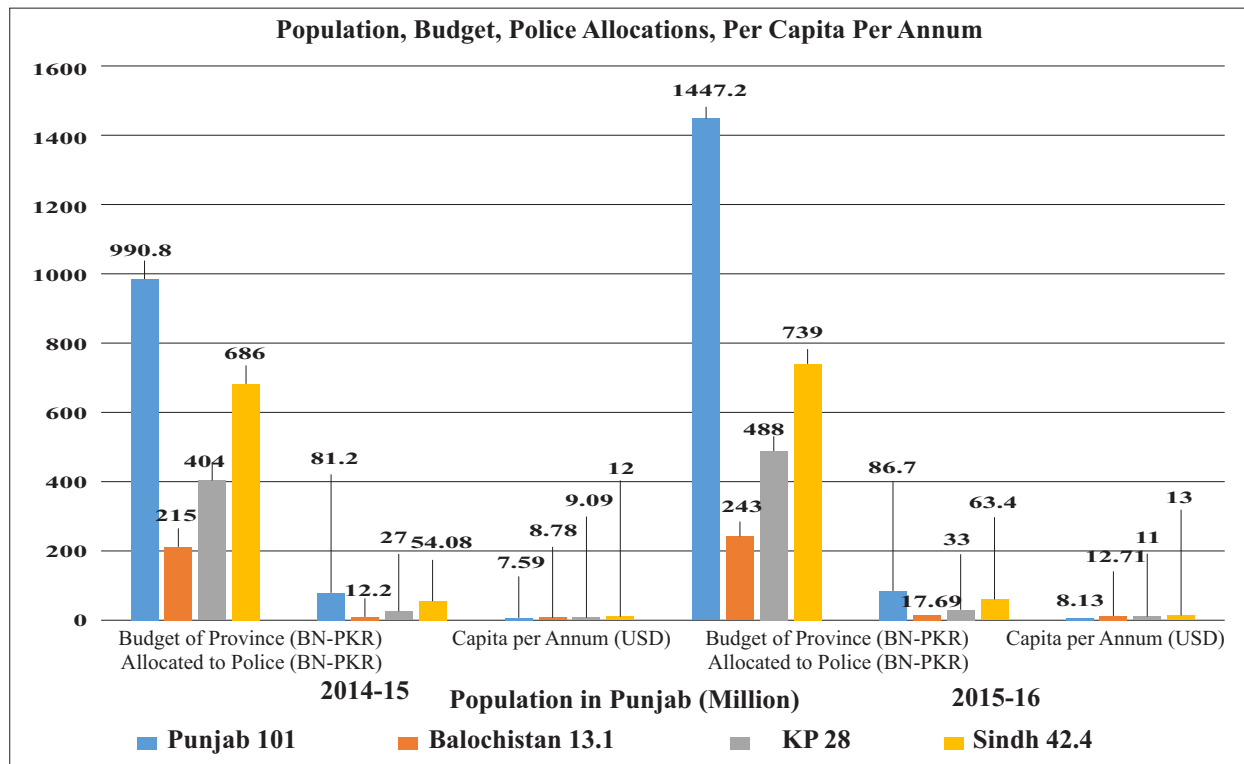


Figure 4: Percentage Increase or Decrease in Provincial Police Budgets (2015-16)



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**Figure 5: Comparison of Population, Budget, Police Allocations and Per Capita Per Annum Spending**



To address this acute lack of financial support, the following steps are recommended:

- i. Per capita per annum spending on police needs to be incrementally brought at par at least with the Indian Punjab (US\$15.9 per capita per annum) over next 3 years.
- ii. Incrementally increase police training budget from 2% to at least 10 % of total police budget over the next 4 years.
- iii. Allocate funds in the Annual Development Plan to build/complete police station buildings across Pakistan meeting basic standards within next 03 years.
- iv. Increase budget allocations for cost of investigations and for transport replacement annually to meet these genuine needs within the 4 years.
- v. Improve financial management through capacity building and stringent audits.

#### **4. Integrated Collaboration among Police and Intelligence Agencies**

Police often lacks institutional arrangement to share and analyse critical information efficiently and develop an appropriate response, which can otherwise, prevent religiously motivated killings

and mayhem as happened in Gojra, Joseph Colony, Youhannabad and recently in Jhelum.

In this context, the following recommendations are proposed:

- i. Establish Joint Intelligence Sharing and Analysis Centres (JISAC)- Integrated collaboration amongst police and intelligence agencies such as Inter Services Intelligence (ISI) and Intelligence Bureau (IB) in all provinces down to the district level is crucial to counter terrorism, fight organised crime and maintain order and security.
- ii. Federal and Provincial heads of political executives should take the lead and engage all intelligence agencies to collaborate with police through JISAC.
- iii. Prisons must have their own intelligence units and share critical information with JISAC.

#### **5. Engagement with the Media**

The media's representation of crime and police performance, both factual and fictional, often ignores the valuable contribution of police in crime fighting and counter terrorism operations. It is, therefore, recommended for police to have:

- i. Direct professional engagement with the media to



- highlight police version and improve police image.
  - ii. Separate media wing with a media spokesperson akin to the ISPR model; develop social media team; and highlight police performance and sacrifices in the media.
- 6. Reducing Disconnect in the Criminal Justice System (CJS)**
- Within the CJS the relationships amongst the police, judiciary and lawyers are unfortunately accusatorial. Engagement amongst all these actors through formal and informal forums is key to reducing this disconnect. In addition, the following recommendations may be considered:
- i. CJS actors need to engage each other and exercise leadership to integrate prosecutors with police investigators in carefully planned and sequenced interventions starting with facilitative legal guidance by prosecutors for police investigators and eventually empowering them to decide on fitness to prosecute offences.
  - ii. Focused and coordinated engagement with Civil Society can produce substantial support for police & Criminal Justice System in terms of research, advocacy and image building.
  - iii. Police leaders, Pakistan Bar Council, media and civil society to engage and build a coalition to promote democratic police reforms.

## Operational Capacity

### 1. Attach Value to Training

Other than the National Police Academy, which trains newly recruited Assistant Superintendents of Police, curriculum and training design in police training institutes lack quality input, regular feedback and reviews. Two major training institutions of Police in Punjab, Sihala and Chuhng Colleges can not collectively train more than about 2,500 officers at a given time. This capacity to train is simply inadequate for Punjab Police which numbers around 1,80,000. Additionally, there is training deficit in specialised police skills, refresher courses and budgetary allocations. Only 2% of the police budget is spent on training of police in all the provinces whereas international spending is 10%.

For this purpose, the following measures are proposed:

- i. Specialised training schools such as Criminal Investigations, Intelligence & Surveillance, Public Disorder & Riot Management, Explosives

***Within the Criminal Justice System, the relationships amongst the police, the judiciary and the lawyers are negatively competitive, based on animosity, and often accusatory. Engagement amongst all players of the system -- through formal and informal forums -- is the key to reduce this disconnect***

- Handling, Tactics & Execution of Operations and Information Technology (established in KP) need to be established in other provinces to develop expertise in specialised police roles.
  - ii. Establish training schools in all police regions to facilitate regular refresher training courses locally.
  - iii. Train officers, likely to command police units, in leadership and performance management. (*A suggested Framework for Police Performance Measurement is given at Annex II*)
  - iv. Post outstanding police officers to training academies.
  - v. Research and development wings of police across the country must share successful initiatives with all police training institutes and field units through National Police Bureau to create multiplier effect.
  - vi. Special focus on developing IT skills during training apart from adding weightage to IT proficiency during recruitment.
  - vii. Lawyers, judges and prosecutors must also train police officers regularly during basic and refresher training courses to expose police to perspectives of other actors of CJS.
  - viii. After suitable needs assessment, training syllabi should be revised to include subjects related to attitudinal change especially with regard to women, minorities and lower income groups.
- 2. Aligning the Police Station**
- Any attempt to reform police must above all focus on reforming police station. Major ills affecting the police stations apart from poor training are:
- i. Uncertainty of tenure; average tenure of police officers in police stations is 3-6 months only;
  - ii. Arbitrary and ad hoc style of performance management of the police station;
  - iii. Decreasing police numbers: for example, number

- of constables reduced to 72 in 2015 from 90 constables in 2005 at Preedy Police Station of Karachi and to 82 in 2015 from 94 in 2010 at New Karachi Industrial Area Police Station;
- iv. Poor police to population ratio: in London it is 1:155, New Delhi 1:291, Lahore 1:337, Islamabad Capital Territory 1:625, and Karachi 1:850;
  - v. Poor accessibility and response for women; lack of adequate women police numbers in police stations;
  - vi. Infrastructure and equipment problems:
    - a. 131/709 police stations in Punjab lack proper buildings, 89 are under construction and 57 are housed in rented buildings.
    - b. 130/282 police station buildings in KP need to be reconstructed.
    - c. 44/ 110 police station buildings in Balochistan are not in functioning condition.
  - vii. Poor engagement of middle/senior level police officers with junior ranks working at the police station.

Police stations can be aligned, inter alia, through the following:

- i. Increase police numbers by 10% annually to bring the police-population ratio eventually at par with international standards.
- ii. Increase women representation in police annually to bring it from current 1% to 10% of total police strength within 10 years.
- iii. Women police stations should be established in all districts of the country to improve police response to women complainants as well as female offenders; accommodation and offices of women police officers be adequately provided keeping in view cultural sensitivities.
- iv. Security and Protection units must be constituted for providing security to to free police station staff from VIP duties.
- v. Hold 'Darbars' and common training programmes across ranks regularly to reduce disconnect between police managers and frontline officers.
- vi. Improve performance management through team-building in the police station to optimise performance – teams are self-regulating; generate healthy competition and mutual internal accountability mechanism.
- vii. Alternate dispute resolution (ADR) needs to be promoted to reduce workload of understaffed police stations and save people's time and money.

### 3. Rethinking Static Stop and Search

The purpose of stop and search pickets is to prevent crime and reduce fear of crime among

citizens. Unfortunately, people perceive these pickets as inefficient, discriminatory and unaccountable. These static and inefficient stop and search pickets lack: a) access to data on criminals/suspects and stolen vehicles; b) documentation for stop and search encounters; c) realistic duty hours, and d) effective supervision, which make the whole exercise counterintuitive.

The following measures may be taken to aid police officers and the public in stop and search procedures:

- i. The police officers disclose their identity, legal authority and reason(s), fill out and provide a 'stop and search form' to the citizen being searched.
- ii. Replace static stop and search pickets with random Specialised Mobile Patrols (SMPs) equipped with a database of criminals and stolen vehicles to carry out *random stop and search* in targeted areas under the supervision of at least an Assistant Sub Inspector. The SMPs deterrent value, efficiency and reach will be greater than static pickets.

### 4. Professionalise the Investigations

Investigation deficit, includes poor training, delays in access to communication intercepts, insignificant forensic support and poor supervision. The approximate cost officially sanctioned for the investigations is shown in the Table (Table 1):

Although the officially sanctioned approximate cost of investigation is clearly insufficient to meet the legitimate charges incurred during investigations; a murder case cannot be investigated with Rs. 20000, even this completely

**Table 1: Approximate Official Budget to Investigate a Case**

Offence Category	Approximate Official Budget to Investigate a Case
Murder	20000
Attempt to Murder	7000
Hurt	500
Robbery	11000
Theft	2500
Vehicle Theft	2500
Kidnapping for Ransom	20000
Arms Ordinance	300
Narcotics	500

inadequate sanctioned cost of investigation is not provided to police. Punjab Police, for example, dealing with a 4 lac registered crime in 2014 requires around Rs. 930 millions for 2015-16 to provide funds to investigators as per the above mentioned sanctioned approximate cost of investigation, however, the budget allocated is only Rs. 120 million. Sindh Police has been allocated Rs. 264 million for 2015-16. Balochistan Police requires almost Rs. 19 million to bear the cost of investigation for 2015-16 but has been allocated only Rs. 1.62 million.

Recommendations for improving investigation include:

- i. In addition to imparting specialized investigation coaching in training schools, providing cost of investigation to investigators, integrating prosecutors with police investigators and amendments in laws relating to investigation, introduce a) forensic support for investigators; b) investigation teams and specialised squads for serious and organised crimes; and, c) crime scene units in each district.<sup>3</sup>
- ii. Analysis of reasons for grant of bails and acquittals to be conducted on regular basis to educate the police trainers/investigators.<sup>4</sup>

**5. Counter Terrorist Financing & Build Conflict Resolution Skill**

Role of police and intelligence agencies remains crucial in countering terrorism in the country in the

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***Inadequate funding is a major challenge to police performance at the grassroots level because of lack of proper infrastructure and maintenance of buildings, weapons and vehicles. Very little or no funding is allocated for the maintenance of police stations, stationery or utility bills***

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long run, despite significant success of Operation Zarb-e-Azb, as religiously motivated groups take longer than others to disappear.<sup>5</sup>

To counter terrorism, in addition to financial support, amendments in Police Laws and capacity building in police operations and investigations, terrorist financing also needs to be choked effectively through integrated and collaborative efforts of police, intelligence agencies, FIA and State Bank of Pakistan. Terrorist Finance Investigative Units existing already in FIA need to be made functional and expanded to provinces. Conflict resolution essentially is a political role yet police being more of a peacekeeper rather than law enforcer in practice needs to develop these skills since extremism and terrorism are connected to religious, sectarian and ethnic conflicts. Police has a role to play in responding timely to these conflicts at local level to prevent escalation and potentially resolve them with adequate skills gained through training and honed through experience and practice.

**6. Urbanisation and Violence – Revisiting Urban Policing**

Major cities of Pakistan have witnessed serious spike in property crime, street crime and violence in the last 10-15 years. Consumerist culture, proliferations of opportunities for criminals, inequality and weak social controls have generated serious policing challenges in the urban areas.

- i. Safe city projects need to be completed in all urban centres at the earliest.
- ii. Adopt smart and inclusive policing practices such as crime pattern and data analysis; community policing; focus on preventive policing, keeping in view lower detection rate in urban areas, especially, target-hardening to counter urban violence and crime.

**7. Respond to Rural Policing Needs**

*Cattle theft and street crime on link roads* mainly after sunset are affecting rural populations of Punjab and Sindh quite badly. Crime is also under reported and under recorded in rural areas for many reasons. The Political executive and police leadership need to pay more attention to understand and respond to the peculiar security needs of the rural areas.

3. Tariq Khosa, Police Reforms Agenda, Dawn News, 10 November 2015, <http://www.dawn.com/news/1218608/police-reforms-agenda>.

4. Ibid.

5. *How Terrorist Groups End: Lessons for Countering al Qaeda*, by Seth G. Jones and Martin C. Libicki, MG-741-RC, 2008, 252 pp., ISBN: 978-0-8330-4465-5.

A Crime Survey on the model of British Crime Survey may be introduced with a special focus on understanding cattle theft and street crime in the rural areas of Punjab and Sindh.

**8. Intelligence Collaboration amongst Police Units**

There is lack of effective intelligence sharing arrangements between police stations and other intelligence gathering units of police such as Special Branch (SB) and Counter Terrorism Department (CTD); Inspectors General of Police with more operational autonomy need to establish integrated police intelligence sharing structures where information from field units, SB and CTD is shared to create multiplier effect in prevention and detection of crime and maintenance.

**9. Make Internal Disciplinary Proceedings Credible**

Internal disciplinary proceedings of police lack credibility and effectiveness due to unfair, arbitrary and inconsistent application of disciplinary laws. Absenteeism, for example, of one month, given all other factors such as past record and length of service constant, may at times result in dismissal from service and at other times in a mere warning.

Disciplinary rules need to be reviewed to introduce 'Discipline Matrix' to ensure fair and consistent disciplinary action. Disciplinary Matrix provides guidelines and specifies both presumptive action to be taken for each type of misconduct and any adjustments to be made based on an officer's previous service record. In specifying minimum and maximum punishment for each type of misconduct, it seeks to achieve consistency in discipline and effectively regulate discretion of supervisory officers.<sup>6</sup>

**10. Role of Police Leadership**

Police leadership has generally failed to protect the legitimate interests of the institution. The role of police leadership and management remains the most critical factor in determining police legitimacy. While there are police unions in UK, Australia and elsewhere, there are none in Pakistan.

A consultative and action oriented arrangement such as the Association of Chief of Police Officers

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***Investigation deficit includes poor training, delays in access to communication intercepts, insignificant forensic support and poor supervision. The approximate cost of investigation is insufficient to meet legitimate charges incurred during investigations - a murder case cannot be investigated with Rs.20,000; even this inadequately sanctioned cost of investigation is not provided to police***

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(ACPO) of England & Wales is needed to develop professionally organised and legitimate police response.

6. S. Walker, 2004. The Discipline Matrix: An Effective Police Accountability Tool? Conference report. Omaha, Neb.: University of Nebraska at Omaha, 2004.

## **Annex I**

### **Amendment in Section 154 Cr.P.C**

#### **154. Information in Cognizable Cases**

Every information relating to the commission of a cognizable offence if given orally to an officer in charge of a police station, shall be reduced to writing by him/her or under his/her direction, and be read over to the informant; and every such information, whether given in writing or reduced to writing as aforesaid, shall be signed by the person giving it and the substance thereof shall be entered in a book to be kept by such officer in such form as the Provincial Government may prescribe in this behalf.

Provided, that where police officer in charge of a police station is unable to find sufficient information or intelligence relating to alleged commission of a cognizable offence for proceeding further and consequently has reason/s to suspect that alleged cognizable offence has not been committed, he/she may delay recording the incident in the said book and inquire further into the reported incident. The officer in charge of the police station shall submit a report of the same within 24 hours of the reporting of such an alleged offence to the Magistrate of competent jurisdiction.

The officer in charge shall also report the matter to a supervisory officer of the rank as the provincial government may by general or special order prescribe, who shall further inquire into facts and circumstances of the case. If the supervisory officer has reason/s to disagree with the opinion of the officer in charge, he/she may order recording the incident in the said book, and if he/she agrees with the opinion of the officer in charge, he/she may dispense with entering the complaint in the said book.



## Annex II

### Framework for Police Performance Measurement<sup>7</sup>

- Process measures assess whether agency policies and practices are consistent with professional standards. These measures are essentially a set of checklists indicating whether an agency has adopted a particular policy or practice. They include an examination of policies on use of force and traffic and pedestrian stops; evaluation of the scope of training programmes; assessment of agency early warning systems, policies related to transparency, and agency interaction with the community through citizen advisory councils, public attendance at community meetings, and other forums.

Indicator	Definition	Source
Police policies	Do policies on use of force and traffic/pedestrian stops conform to national best practices?	Analysis of written policies
Training programs	Hours of academy and inservice training on use of force, stops, ethnic sensitivity	Analysis of training curriculum
Early warning system	Databases on, e.g., tracking citizen complaints received by officers, use of force, stops	Analysis of early warning system specifications
Transparency	Publishing of data on, e.g., crime complaints, arrests, stops, use of force, citizen complaints	Analysis of departmental reports, website
Community interface	Establishment of citizen advisory council, public attendance at open district meetings, citizen participation in anti-crime activities	Analysis of data from departmental records, observation of meetings

- **Officer conduct:** the degree of professionalism with which officers conduct themselves in their interactions with the public, the volume and disposition of citizen complaints filed with the agency's internal affairs division or with a citizen complaint agency, and officer outlook and morale, including job satisfaction, perceptions of agency leadership, and climate of integrity.

Indicator	Definition	Source
Handling of routine incidents	Professionalism of officers when interacting with persons requesting assistance or stopped by the police	Brief surveys to assess satisfaction of "consumers" of police services
Citizen complaints	Number of citizen complaints, rate at which complaints sustained, proportion of officers disciplined	Analysis of annual reports of complaint agency
Officer morale and ethics	Officer job satisfaction and "climate of integrity"	Surveys of police officers

- **Outcome measures** include crime rates (adjusted for community demographics), response times, clearance rates, willingness of citizens to cooperate with police, and community opinion of police.

Indicator	Definition	Source
Community opinion	Public opinions of police effectiveness and police misconduct	Surveys of randomly selected community members
Crime rates	Rates of reported crime and criminal victimization, adjusted for community demographics	Analysis of records management system data and/or surveys of randomly selected community members
Citizen cooperation with the police	Willingness of citizens to report crimes and non-crime problems to the police	Surveys of randomly selected community members
Response times	Time to respond to emergency and non-emergency calls for service	Analysis of data from departmental records
Clearance rates	Proportion of crime reports cleared by arrest	Analysis of data from departmental records

7. Robert C. Davis, "Selected International Best Practices in Police Performance Measurement," RAND, 2012.

January 2016

## Committee of Experts



### **Dr. Muhammad Shoaib Suddle**

Dr. Muhammad Shoaib Suddle currently heads Safer Communities Foundation (SCF), a Not-For-Profit civil society organization registered with the Securities and Exchange Commission of Pakistan. The SCF's purpose is to promote rule of law and democratic policing in Pakistan through higher education and research in criminological and juridical sciences. Dr. Suddle is also a Senior Fellow of Global Think Tank Network, NUST; Member Steering Committee for the Assessment of Quality of Governance in Pakistan, PILDAT; President, International Police Association Pakistan; International Director, Asia Crime Prevention Foundation, Tokyo; and Executive Director, Asia Crime Prevention Foundation Pakistan.

Dr. Suddle is a veteran public servant, who has served Pakistan with distinction for over forty years. He began his career in 1973 as Assistant Superintendent of Police and has held various key positions both at operational and strategic levels. He is highly regarded for effectively taming the dinosaur of terrorism as Police Chief of Karachi (1995-1996). As consultant in the National Reconstruction Bureau, he co-authored the Police Order 2002, which replaced the 141-year-old police law in Pakistan. Three days after 9/11, he was appointed Inspector General Police, Balochistan. He ably met the challenge, and, during his three-year stint, the Balochistan Police underwent historic transformation, not least its exceptional extension in jurisdiction from just 5 percent to entire Balochistan. In 2004, he was appointed Director General, National Police Bureau, Ministry of Interior. In this key strategic position, he contributed extensively to reshaping policing and counterterrorism policy in Pakistan. In 2008, following his stint as Inspector General Police, Sindh, he was appointed Director General, Intelligence Bureau (Pakistan's premiere civilian intelligence agency). The last public service appointment he held was the constitutional post of Federal Tax Ombudsman of Pakistan (2009-13). In a 2011 independent report card study published by Transparency International Pakistan, the Office of Tax Ombudsman received an exceptionally high approval rating of over 90%, declaring it the cleanest and the most efficient public sector organisation in Pakistan.

Dr. Suddle is regarded as a leading police reform and counterterrorism expert in South Asia. He is a visiting criminal justice expert at the United Nations Asia and Far East Institute on Crime Prevention and Treatment of Offenders (UNAFEI), Tokyo, and a resource person with many national and international organisations, including United Nations Office on Drugs and Crime.

Dr. Suddle has an M.Sc (Econ.) in criminology and a Ph.D in white-collar crime from Cardiff University (Wales), an M.Sc in Physics from Government College University, Lahore, and an L.L.B from University of Punjab. He is author of several publications and articles, published both in Pakistan and abroad.

Dr. Suddle is most highly decorated public servant in Pakistan. His civil awards include Hilal-e-Shuja't (HSt), top national award for gallantry and service beyond the call of duty, 1996; Hilal-e-Imtiaz (HI), top national award for performance excellence, 2008; Quaid-e-Azam Police Medal (QPM), 1993; and President's Police Medal (PPM), 1981.



**Mr. Muhammad Ali Nekokara**

Mr. Muhammad Ali Nekokara served the Civil and Police Service of Pakistan for almost 19 years (1995-2014). He has performed various challenging police field assignments in Lahore and rural areas of Punjab since 1999. In addition to his fieldwork, Mr. Nekokara has performed staff assignments, most notably as Personal Staff Officer to the Chief Minister of Punjab and also with the Inspector General of Police, Punjab.

Mr. Nekokara holds a Master's degree in Public Administration from the Harvard Kennedy School of Government, USA and a Master's degree in Criminal Justice Policy from the London School of Economics, UK.





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