



Pakistan Forum for  
Democratic Policing

# Comparative Study of Pakistan Police

A research study comprising facts and figures  
of Pakistan Police



Study carried by:  
Pakistan Forum for Democratic Policing

2020



## Preface:

This study is aimed at analysis of four Provincial and Islamabad Capital Territory (ICT) Police Departments for the period of three years from 2016 to 2019. The study is focused on comparison of all five police departments, with reference to sufficiency of police employees but at the same time focusing on their efficient deployment on police station duties, budget allocations, and initiatives taken for improvement of public access for redress of their complaints. Consideration is also given to explore gender balance measures in the police with special attention to presence of female officers on front desks to response complaints of gender-based violence.

For this report, multiple avenues were explored for data collection. Primary data was acquired from all four Provincial and ICT Police Headquarters and counterchecked for reliability and validity from official websites of Provincial Governments, Pakistan Bureau of Statistics, Police Departments of Punjab, Sindh, KPK, Baluchistan and Islamabad Capital Police. The figures quoted in this study are updated and verifiable. The main goal while writing this report is provide insight among the readers pertaining to the importance of policing, policing reform paradigms, inclusion of gender aspect in the reform process to pave the way for legislative advocacy. Each provincial police and ICT police is individually discussed.

During analysis, comparisons on various parameters are made between the police of four provinces and ICT police with the help of tables and diagrams. Report encourages community policing so any setup that links police with the general populace like Public Liaison Councils and Front Desks are also studied. In the end recommendations are given to apprise stakeholders of key importance areas in police reforms initiative campaign.



## Acknowledgement:

Rozan on behalf of the Pakistan Forum for Democratic Policing (PFDP) wishes thanks to the contributions of Deputy Inspector General (DIG), Mr. Muhammad Ahmad Kamal (PSP) for his authoring and scholarly work based on his decades-long professional experience. We also like to thank him for all the support provided by him to collate the facts and figures shared in this report.

Mr. Ahmad Kamal has more than 20 years of experience as a supervisor, leader and manager in Civil Service of Pakistan (CSP) mainly in Criminal Justice System as a police officer from Police Service of Pakistan (PSP). He has remained engaged in processes of planning and execution of police operations and policies. Collaboration and engagement with stakeholders like citizens, political leadership, civil society, judiciary, media persons, and lawyers has been his forte.

His major achievements include;

- Planning and submission of annual police budget of Punjab Police to Punjab provincial government as Assistant Inspector General (AIG) of Police, Finance section
- Planning of annual budget requirements of districts as District Police Officer and Chief Traffic Officer, and budget of Elite Police Force, Punjab as SSP Vigilance and Monitoring
- Attachment with United Nations Peace keeping missions in Kosovo and East Timor as police officer in various operations and commanding appointments

We would like to appreciate the untiring contribution of Mr. Babar Bashir-Managing Director Rozan for continuously guiding the police program team. We also appreciate the leadership of Sayyed Safi Peerzada- former Senior Manager and In-Charge of Rabta Police Training and Reforms Program for all the technical inputs that enabled Rabta Police Training & Reforms Program to produce another research-oriented product. We would like to acknowledge and appreciate key role of Mr. Muhammad Ali, Program Coordinator-Rabta Police Training and Reforms Program for finalizing the research content and coordinating with Ahmad Kamal, PSP. We would like to acknowledge efforts of Mr. Muhammad Ali, Program Officer and Project Lead of the PFDP-KP chapter for ensuring smooth execution of the research study.

This would not have been possible without active role of other team members of Rabta, management and finance team of Rozan.



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## Abbreviations:

AJK	Azad Jammu and Kashmir
ASP	Assistant Superintendent of Police
CTD	Counter Terrorism Department
CSP	Civil Services of Pakistan
CMS	Complaint Management System
DIG	Deputy Inspector General
DSP	Deputy Superintendent of Police
DRC	Dispute Resolution Council
FIR	First Information Report
GB	Gilgit Baltistan
HRMIS	Human Resource Management Information System
ICT	Islamabad Capital Territory
IGP	Inspector General of Police
KP	Khyber Pakhtunkhwa
NPA	National Police Academy
PS	Police Station
PAS	Police Access Service
PAL	Police Assistance Line
PLC	Public Liaison Council
PPO	Provincial Police Officer
PSP	Police Service of Pakistan
PFDP	Pakistan Forum for Democratic Policing
PSRMS	Police Station Record Management System
PPIC3	Punjab Police Integrated Command Control and Communication Center
PITB	Punjab Information Technology Board
SSP	Senior Superintendent of Police
SP	Superintendent of Police
SHO	Station House Officer
SSU	Special Security Unit

## Introduction of Pakistan Forum For Democratic Policing (PFDP):

Pakistan Forum for Democratic Policing (PFDP) is a civil society network established in 2011 by a group of volunteers and civil society organizations to promote democratic and gender sensitive policing as a means of improving the safety and security of the people of Pakistan. The PFDP has four provincial chapters in Sindh, KP, Punjab, and Balochistan, and one national chapter at Islamabad. It comprises over 180 members from across the country belonging to academia, media, civil society organizations, lawyers, NGOs and representatives of different religions.

Following are the key objectives of the PFDP to promote democratic and gender sensitive policing as a means of improving the safety and security of the people of Pakistan by;

- Undertaking evidence based advocacy on democratic police reforms with legislators and police leadership
- Building resource, capacity and alliances of civil society to work for democratic policing
- Raising public awareness on the benefits of democratic policing and increasing demands for police reforms

## About Rozan and Rabta Police Training & Reforms Program

**Rozan**, one of the founding members and national secretariat of the PFDP, is an Islamabad based, non-government organization formed in 1998 working on issues of gender, emotional health and violence against women, children and youth. Rozan's Rabta Police Training and Reforms Program has been working with the police since 1999.

**Trainings:** Rozan has been incorporating knowledge, skills, and attitude into police officers/personnel with regard to gender sensitization, attitudinal change communication, human rights and pro-women laws. Rabta-Police Trainings and Reforms Program has been implementing initiatives related to police's training, reforms, community policing and researches related to policing issues. Rabta has trained over 5,000 police personnel directly while over 100,000 indirectly through training police instructors. The other privilege that we enjoy is that we have developed two police training curricula in collaboration with the National Police Academy (NPA) on gender sensitization, violence against women and children, attitudinal change communication and human rights both of the following training manuals have been approved, institutionalized by the NPA and is part of police training course across Pakistan:

- Attitudinal Change Module (ACM)-for Inspectors, Sub-Inspectors, Assist. Sub-Inspectors & Constables
- "Interviewing Women and Children Victims of Violence" for Investigation Officers  
(The modules are available at [www.rozan.org](http://www.rozan.org))

**Researches:** Rozan also carries out researches to have an in-depth understanding of the issues of policing in the country. The researches include:

- i) “Quest for Democratic Policing: Politics of Police Reforms in Pakistan”. The research looks at the issues and efforts around police reforms in Pakistan and suggests way forward for the same.
- ii) “Opportunities and Challenges of Policing in Post-conflict Swat: Needs of Women, Children and Minorities”.

**Advocacy for Police Reforms**: Rozan is the member of Norway based ‘Police Experts Network’ (PEN) formed by the Norwegian Police University. Rozan is also a member of an India based ‘Network for Improved Policing in South Asia’. The organization is a founding member and secretariat of ‘Pakistan Forum for Democratic Policing’.

## 1. Introduction of the research study:

The police is mostly regarded as the frontline enforcers of the criminal justice system. Its basic function is rendering impartial services to the citizens. Police reform is difficult and continuous process therefore, media advocacy campaign can be used to augment the legislative procedures. Lobbying is an important tool also to influence legislative decisions. Community involvement is also crucial for effective policing reforms.

### 1.1 Scope of the Study:

In this context, police organizations in Punjab, Sindh, KP, Balochistan, and ICT are studied keeping in view the various aspects. This report covers time-period from 2016 to 2019, covering all four provinces and ICT. Following aspects including others are studied:

- Ratio between women and men in police
- Presence of women desks in PSs
- Number of women IOs in the police
- Number of women police in senior cadres like IGP, DIG, SSP, SP and ASP
- Number of women police staff posted in police stations

The study explores the laws/Acts currently practiced in each province. As far as infrastructure of police stations is concerned the following aspects are studied:

- Number of police stations
- Number of police stations having own building
- Number of women police stations
- Presence of any service like Human Rights Cells, Police Access Services and set up like District Complaint Authority, Public Liaison Council etc.

Human resource perspective is also taken into account. Total staff strength, ratio between police and total population of the area, duration of postings of IGs from 2016 to 2019 and average tenure of Regional Police Officer (RPO), District Police Officer (DPO) and Station House Officers (SHO) is also studied.

Total budget allocation for all provincial and ICT police organizations with major heads of budget and percentage between salary and non-salary part of the budget is also studied.

Capacity building is the need of the hour in order to address rising crime rates, counter terrorism, counter insurgency and deteriorating law and order situation in the country. Training budget allocation, expense of training budget, existence of SOPs at PS level and the provision of any setup that connects public with the police is studied in capacity building realm.

The report is divided into four parts i.e. Introduction, province wise details, comparison, and conclusion and recommendations. International best practices are also studied to make the report more effective. The report does not cover the AJK and GB police departments.

## 1.2 Data Collection Resource/s:

For this report, multiple avenues were explored for data collection. Primary data was acquired from:

- all four provincial and ICT police headquarters and counterchecked for reliability and validity
- official websites of Provincial Governments
- Pakistan Bureau of Statistics
- Police Departments of Punjab, Sindh, KPK, Baluchistan and Islamabad Capital Police.

The figures quoted in this study are updated and verifiable. The main goal while writing this report is provide insight among the readers pertaining to the importance of policing, policing reform paradigms, inclusion of gender aspect in the reform process to pave the way for legislative advocacy. Each provincial police and ICT police is individually discussed

## 2. Punjab Police

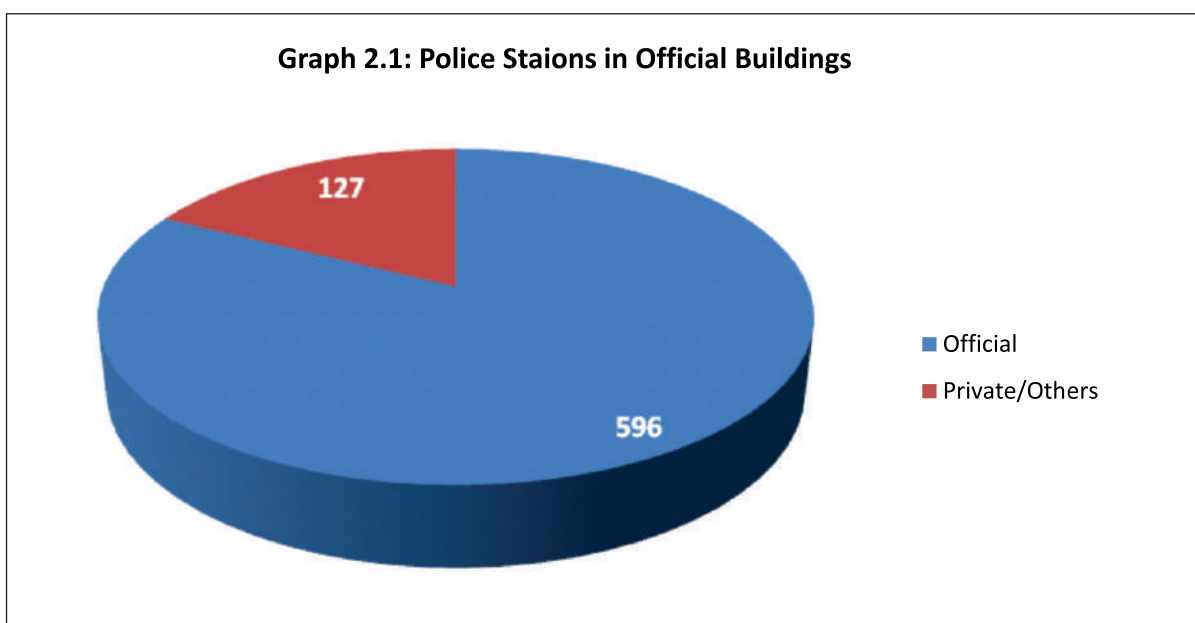
### 2.1 Legal Frame Work:

Prior to 1860 in British India, police was administered with two branches, Military Police for preventative measures and Civil Detective Police for investigation of crime. A police commission made by Central Government in 1860 recommended for abolition of military arm of police and gave certain other recommendations. Government of India submitted bill based upon these recommendations, which was passed and Police Act 1861 made as a law. About seven decades after that Police Rules 1934 were implemented to further give guidelines for running day-to-day police affairs. New police law was promulgated which was first major change after independence. This law is based upon system of Public Safety Commissions that are constituted from amongst the elected members of legislative assemblies and selected respectable members form civil society. Besides this, Police Order 2002 provided provision for Police Complaint Authority, separated two major police functions of preventative and crime detection and enhanced powers of Inspector General of Police. Punjab Police is presently working within the legal framework of Police Order 2002 and Police Rules 1934.<sup>1</sup>

<sup>1</sup> Punjab Police official website, <https://punjabpolice.gov.pk/pphistory>

## 2.2 Police to Citizen Ratio:

The most populace province of country has population of 110,012,442 as per census of 2017 that is an increase of 49% from 73,621,290 in year 1998.<sup>2</sup> Punjab Police with the same ratio is largest police organization of country. Total uniformed staff serving in Punjab Police is 195,418.<sup>3</sup> This number makes police to population ratio of 1:563. Punjab has 36 Police Districts with total 723 police stations which include 05 police stations of Counter Terrorism Department (CTD) also. Out of total 723 police stations 596 are located in official buildings which make 82%.<sup>4</sup> The number of police stations in nonofficial buildings is more than any other police organization of the country.



(Source: Punjab Police Headquarters data)

## 2.3 Budget:

The financial allocation is telling in nature. Total allocated budget for the department is Rupees 115,067,223,000/- for year 2019-20. Out of allocated budget, Rupees 92,441,800,000/- (83%) is for salary and Rupees 19,335,719,000/- (17%) is non-salary. Present year budget is 3% increased from previous year's budget of Rupees 111,777,519,000/-.<sup>5</sup> From non-salary part of budget, if cost of fuel is further deducted then non-developmental expenses constitute more than 90 percent of total budget. Budget for training institutions of Punjab Police for year 2019-

<sup>2</sup> Pakistan Bureau of Statistics official website: <http://www.pbs.gov.pk/sites/default/files/PAKISTAN>

<sup>3</sup> Punjab Police Official Data, Central Police Office, Lahore

<sup>4</sup> Punjab Police Official Data, Central Police Office, Lahore

<sup>5</sup> Punjab Police Official Data, Central Police Office, Lahore

20 is Rupees 2,794,152,000/- which is an increase of 19% from Rupees 2,339,895,000 for year 2018-19. Out of total training budget, non-salary part remained 27-28% for both years<sup>6</sup>. Therefore, it can be seen that just paying salaries consumed most of the budget allocated to Police, leaving little room for developments and welfare.

## 2.4 Women in Police:

As regards gender, female representation in Punjab Police is better than all other provincial police setups. 4527 female police staff is presently serving in Punjab Police which constitutes about 2.5 % of total strength of police. Senior female officers are also serving in the organization in sizeable number which includes 01 Additional Director in BS 19, 13 female Superintendents of Police, 06 ASsp and 33 DSsP<sup>7</sup>.

## 2.5 Women Police Stations:

Six dedicated women police stations are working throughout the province that deals mostly crime against women and children and other complaints of domestic violence. Another female oriented service is presence of female staff on Front Desks of all 723 police stations of the province<sup>8</sup>. Punjab Police surpasses all other provinces in this regard.

## 2.6. Tenure of IGP:

Posting tenures of Provincial Police Officers (PPO) (known as IGP earlier) remained very sporadic from 2016 to 2019. After the retirement of Mr. Mushtaq Ahmad Sukhera during period of two and half years, 05 officers were appointed as commander of Punjab police. Average tenure during this time remains only 05 months. This phenomenon of intermittent appointments of Provincial Police Officers (PPOs) is quite contrary to relevant provision that is Article 12(1) of Police Order 2002. Short and unpredictable tenures remained a setback for Punjab Police during these two and half years.

## 2.7. Adapting Information Technology:

Technological initiatives are attempted in police from time to time in last two decades. Punjab Police was able to digitize basic police station record through Police Station Record Management System (PSRMS). First Information Reports (FIR) are registered in this system and later entries relevant to same FIR are entered into different registers electronically. The senior officers can see progress details of cases through this system. Police department claims that data for 2.5 million FIRs has been entered into the system.

<sup>6</sup> Punjab Police Official Data, Central Police Office, Lahore

<sup>7</sup> Punjab Police Official website: [https://punjabpolice.gov.pk/women\\_serving\\_in\\_police](https://punjabpolice.gov.pk/women_serving_in_police)

<sup>8</sup> Punjab Police Official Data, Central Police Office, Lahore



**2.7.1 Human Resource Management Information System (HRMIS):** Punjab Police developed software by the name of Human Resource Management Information System (HRMIS). Through this system organization was able to digitize data of approximately 190,000 of its employees. Postings and transfers of staff are managed through this system now. Total service record of an employee can be retrieved through this system. This system is integrated with Police Station Record Management System and Biometric Attendance System.

**2.7.2 Provincial Monitoring Room (PMR):** All softwares developed in Punjab Police are centrally monitored in a facility developed for the purpose in Central Police Office called Provincial Monitoring Room (PMR). Qualified staff is deputed to regularly monitor progress and operational status of these systems and make the reports available whenever required. This whole system is supervised by AIG Monitoring Punjab.<sup>9</sup>

## 2.8 Public Service Initiatives

### 2.8.1 Punjab Safe City Authority:

The Punjab Safe City Authority was established in 2015 under Punjab Safe Cities Ordinance 2015. Under this authority Punjab Police Integrated Command Control and Communication Center (PPIC3) is conceptualized and constructed in Lahore. This center is single largest police infrastructure project of Pakistan. The command and control center is fed with live coverage of provincial capital through more than 8000 high quality cameras. These cameras cover key infrastructures, major roads & streets, government institutions, crime ridden areas, public gathering places and entry & exit points of city. These command and control centers will be constructed in other major cities of the province also.

### 2.8.2 Police Khidmat Markaz:

Punjab Police has established facilitation centers in all districts of the province for easy access of citizen to various services provided by police. With the help of Punjab Information Technology Board (PITB), an integrated system through IT networking links all these centers. Citizens are able to get the required service from their nearest Khidmat Markaz no matter which is their native district. These centers are providing 13 services to public which include character certificate, police verification, learner driving license, employee registration, tenant registration, vehicle verification, loss report, crime report, domestic and violence against women report and acquiring copy of FIR.

### 2.8.3 Women Help Desks:

<sup>9</sup> Punjab police Official Website: [https://punjabpolice.gov.pk/p\\_mon\\_room](https://punjabpolice.gov.pk/p_mon_room)

Women Help Desks are working in all police stations of the province. These desks deal with women clients coming for services offered by police or reporting of crime or any complaint. It's an achievement by Punjab Police to establish more than 700 women help desks all over the province.

#### **2.8.4 IGP Police Complaint Center 8787:**

Integrated IGP Police Complaints Center is another initiative taken by Punjab Police. Officer of IGP was previously receiving through post or complainant had to travel to Lahore to file a complaint. Through this new Complaint Center complaints can be received by calling or texting on short number 8787. Complaints can be sent through online portal and email as well. Immediate natured complaints are claimed to be redressed within 24 to 72 hours and all others are to be addressed within two weeks.

#### **2.8.5 Front Desk & Complaint Management System:**

Front Desks and Reception Rooms are working in police stations of Punjab. There are manned by civilian male and female staff of IT Branch. Every complaint received on the desk is entered and further followed up through Complaint Management System (CMS). More than 4 million complaints have been entertained through CMS so far<sup>10</sup>.

## **3. Sindh Police**

### **3.1. Legal Framework:**

Sindh Police is working under legal framework of The Sindh (Repeal of the Police Act, 1861 and Revival of Police Order, 2002)(amendment) Act, 2019 (Sindh Act No. XI of 2019). The Provincial Assembly of Sindh passed this Bill in May 2019 and sent to Governor for approval. After due formalities and some amendments it was published on 26<sup>th</sup> June, 2019 as Act of Legislature of Sindh. Before the law was passed same Bill was presented before the assembly after deliberation by a 15 members' select committee under chairmanship of Agriculture Minister, Mr. Muhammad Ismail Rahu.

### **3.2. Police to Citizen Ratio:**

Country's second largest province Sindh has population of 47.886 million<sup>11</sup>. Sindh police is also second largest police organization of the country with total sanctioned strength of

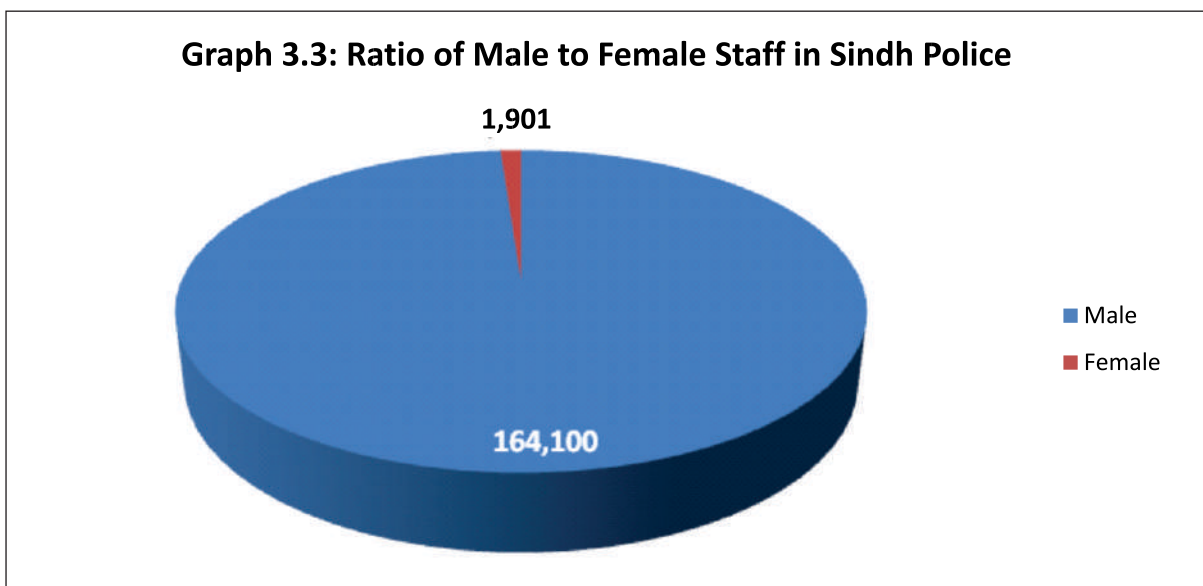
<sup>10</sup> Punjab Police Official Website: <https://punjabpolice.gov.pk/psrms>

<sup>11</sup> Pakistan Bureau of Statistics official website: <http://www.pbs.gov.pk/sites/default/files/PAKISTAN>

166,000 personnel<sup>12</sup>. Sindh has a working strength of 123,927 personnel so it has police to population ratio of 1:386, which is much better than Punjab and equal to Khyber Pakhtukhwa. Province has total 598 police stations out of which 450 stations are located in official buildings. Remaining 148, which is one fourth of total number of police stations, are located in rented or other departments' buildings. It indicates that sizeable amount of funds are annually spent on payment of rents. Number of dedicated Women Police Station is 08 whereas 29 Women Desks inside police stations are established throughout the province. Total staff posted at police stations is 55,000 which make merely 45% of the working strength of Sindh Police.

### 3.3. Women in Police:

Total number of female staff posted in Sindh Police is 1901 personnel. Out of these around 1200 are appointed in police stations which makes 63%, and it is a healthy ratio. Overall ration of male and female staff in the province is 1:87<sup>13</sup>. Out of the female staff 168 female officers are appointed as investigation officers in police stations. Amongst the senior ranks from ASP/DSP and above, 14 female officers are working in the province in various positions.



Source: Central Police Office data, Sindh Police

### 3.4. Budget:

Total budget allocated to Sindh Police for year 2019-20 is 98.5 billion rupees. It is 9.4% more than previous year's budget of 89.9 billion and subsequently about the same from year 2017-18 which was 80.14 billion rupees. Out of total budget major portion is spent like other

<sup>12</sup> Data from Central Police Office, Sindh

<sup>13</sup> Data from Central Police Office, Sindh

province on salaries that is 83.2%<sup>14</sup>. Further from the non-salary portion about half is spent on fuel for motor vehicles. Accordingly for developmental and other expenses remaining budget stays between 8 to 9%. Budget review transpired that Sindh Police has kept more share of budget for training than other provinces, which was around 5% and amounting to 4.989 billion rupees<sup>15</sup>.

### 3.5. Tenure of IGP:

Posting tenures' review of senior officers and SHOs indicates that almost all provinces have shown somewhat a uniform pattern. Sindh is not different in this regard. Average posting tenure for IGP remained 15 months during last four years. For postings of RPO, DPO, DSP and SHO it remained 10, 09, 05 and 04 months respectively. As per Article 12(1) of Sindh Police Act 2019, tenure for Inspector General of Police of the Province shall be three years from the date of his posting. This provision of Act will provide consistency and continuity of policy making and implementation.

### 3.6 Public Service Initiatives

Sindh police has taken numerous public service initiatives over the years. Some of them are as follow:

**3.6.1 IGP Complaint Cell:** It is an online complaint portal along with facility of lodging complaint through phone call or SMS also. A toll free number "9110" is made available for the purpose.

**3.6.2 Madadgar 15:** This quick response facility was established in Karachi under supervision of Special Security Unit (SSU) to respond to diverse natured calls for help from police. The idea was based upon the model like in other provincial police, of a dedicated fleet of cars and motorcycles which respond to and distress or help call of a citizen received in call center. Recently IGP Sindh has directed to upgrade the facility by providing more resources, manpower and financial autonomy.

**3.6.3 Public Facilitation Centers:** In March 2018, first Public Facilitation Center was opened by Sindh Police in Hyderabad. It was designed to facilitate citizens in redressing their problems under one roof. Presently 36 centers are working throughout the province.

**3.6.4 Driving License Sindh:** an online facility was developed for citizens' facilitation. This service provides facilities of Online Registration of license, Online Appointment for License, Mobile Van for learner License and SMS Services for License Activities.

<sup>14</sup> Data from Central Police Office, Sindh

<sup>15</sup> Data from Central Police Office, Sindh

## 4. Khyber Phakhtunkhwa Police

### 4.1 Legal Framework:

The Provincial Assembly of Khyber Pakhtunkhwa (KP) passed “The Khyber Pakhtunkhwa Police Act 2017” in January 2017. This Act is largely based upon Police Order 2002 with required changes as deemed necessary by the KP Police Department while drafting the Act. Later few amendments were proposed by Home Department in sections 63(2), 65(2) and 71(2) which got approved by Chief Minister.

These sections deal with head of secretariats of Public Safety Commissions and Police Complaint Authorities. KP Police Department contended that amendments suggest that these secretariats shall be headed by government officers of various scales. KP Police categorically opposed these proposals in writing to Chief Minister’s office that these Commissions and Complaint Authority were composed with aim to have external oversight. The purpose of establishing these forums under Police Act clearly specifies that these bodies shall not be under bureaucratic or political control and remain neutral and independent.

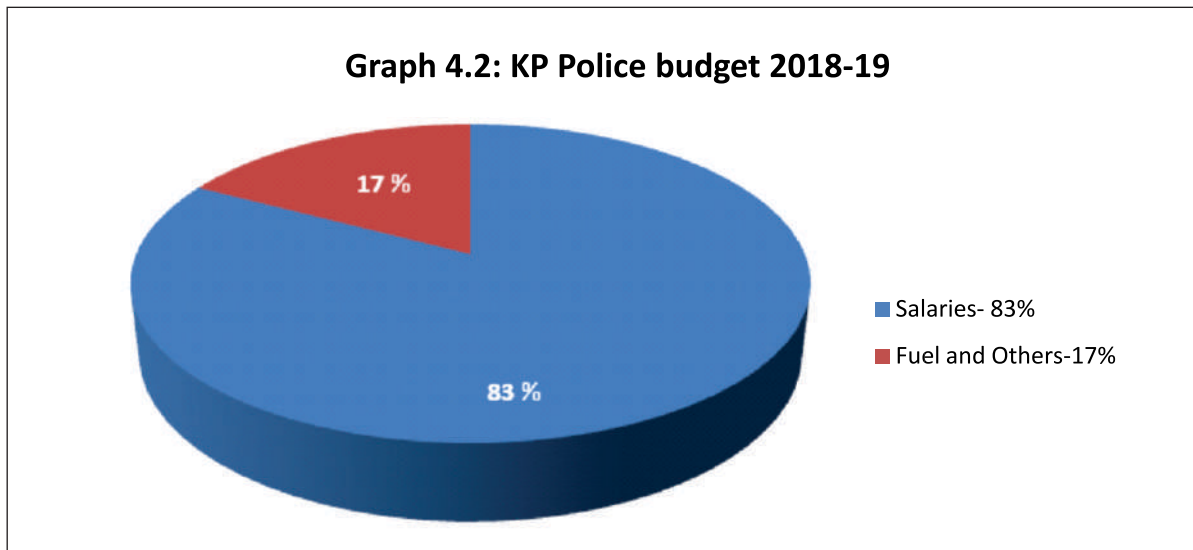
Subsequently, KP Police wrote to Chief Minister’s office that appointment of serving civil servants as secretaries to Commissions and Complaints Authority would hamper the basic spirit of police law to make police non-political and accountable to people by democratic institutions<sup>16</sup>. KP Police is functioning under this act presently with most part of the law already implemented except sections 48 & 66, which pertain to Provincial Public Safety Commissions and Regional Police Complaints Authorities; these could not be formed yet.

### 4.2 Budget:

Total budget allocated to KP Police in year 2018-19 was 44.047 billion rupees. Targeted budget for year 2019-20 is 47.975 billion rupees which is an increase of 9%. Out of total present year’s budget 36.5 billion rupees (83%) was spent on salaries while remaining 7.55 billion rupees (17%) was dedicated for fuel for vehicles and other developmental expenses<sup>17</sup>. A graphical comparison is shown below.

<sup>16</sup> DAWN newspaper, KP Police Oppose Proposed Changes to Law on its Affairs, April 5<sup>th</sup>, 2018

<sup>17</sup> Central Police Office, KP Police Department



(Source: KP Police Headquarters Official Data)

It is important to mention here that if the amount spent on an essential expense fuel, if deducted then the development budget shrinks to only 8 to 9%.

### 4.3 Police Station in Official Buildings:

KP Police is third largest police organization in the country after Punjab and Sindh. Provincial police has 292 police stations out of which 273 are situated in official buildings which make 93%.<sup>18</sup> The number of official buildings for police stations is higher than other provinces and prevents department from extra spending on rented buildings. Total population of KP according to 2017 census is 30,523,371<sup>19</sup> while number of employees in KP Police is around 80000 which make police to population ratio as 1:382 or in other words there are 261 police officers for a population of 100,000 people<sup>20</sup>.

### 4.4. Women Police Stations:

Out of total police stations, 02 are dedicated women police stations with female SHOs and all other staff. Peshawar and Abbotabad has one each of women police stations. Although women facilitation desks are established in every district of the province with Peshawar having the most which are four.

<sup>18</sup> Central Police Office data, KP Police Department

<sup>19</sup> [www.pbs.gov.pk/pco-kpk](http://www.pbs.gov.pk/pco-kpk)

<sup>20</sup> Central Police Office data, KP Police Department

#### 4.5. Women in Police:

The overall situation regarding female representation in police department is not very encouraging. Ratio between male and female police officers is 800:7, which makes less than 1%<sup>21</sup>. Among the senior officers, presently 01 female SP and 07 DSsP are serving in the province. Number of female staff posted in police stations varies but presence of female Investigation Officer is very minimal.

Only one lady officer is posted in Peshawar, the provincial capital, as investigation officer. Cultural environment can also be a reason of lower participation of females in police service. At the same time initiatives were continuously taken in department. The Elite Women Commando unit was raised in November 2014 for utilization of specially trained female staff in police raids, search and strike operations. First batch of elite trained 35 women police officers passed out in June 2015<sup>22</sup>.

#### 4.6 Tenure of IGP:

To ensure continuity in policy making and its implementation, KP Police Act defines posting tenures for officers in supervisory appointments. Tenure for IGP should not be less than 2 years, for RPO and DPO from 2 to 3 years and for SHO, 1 to 2 years. Posting record of previous five years for IGP showed much more stability and continuity than all other ranks. It was one of the major reasons besides political will, that provincial police despite most dangerous decade long onslaught of terrorism was able to bring peace and order back to population of the province. KP police was also able to develop Standard Operating Procedures to ensure standardized dealing in discharging of day to day matters.

During last five years political will, stability of posting tenures of senior police echelons and initiatives taken by police leadership enabled the department to take certain steps to win trust of public. Last decade including these five years was most challenging time in department's history. KP Police faced the blunt of terrorism more than other police organizations of the country. It had to give sacrifices of hundreds of officers including senior ranks up to DIsG and Addl IGsp. It was the dedication and resilience of the department along with able and continued leadership that brought peace back to province.

#### 4.7 Capacity Building:

Policing is a specialized subject. Besides community participation and support every police department needs fairly recruited and professionally trained police staff. KP Police like all other departments has specific allocation of budget for training. For the year 2018-19 initial

<sup>21</sup> Central Police Office data, KP Police Department

<sup>22</sup> <http://kppolice.gov.pk/elitewomen/>

training budget allocation was 34.5 million but later, after special allocation, it doubled and yearly training expenditure remained 70 million<sup>23</sup>. It is important to mention here that this expenditure is only 2% of developmental budget which is not a satisfying figure.

## 4.8 Public Service Initiatives

With visible performance and initiatives like following, KP Police Department has restored confidence in public<sup>24</sup>.

**4.8.1 Police Access Service (PAS):** it's a public service initiative launched for redress of public complaints accessible to people more conveniently. People can record a complaint through SMS, toll-free helpline, fax and by email. Complainant will be contacted by a responsible officer within 24 hours of lodging complaint.

**4.8.2 Police Assistance Lines (PAL):** KP Police has established public facilitation centers with comfortable ambience separate from main police station building. It offers one window solution to day to day matters like lost and theft reporting, child lost and found, police clearance and security certificates, rental agreements registration, CNIC and vehicle verification, legal advice and women facilitation counter.

**4.8.3 Dispute Resolution Councils (DRC):** Mr Nasir Durrani PSP, IGP KP Police, introduced these councils for alternate dispute resolution in year 2014. It works on principle of engaging both the disputing parties and the community to reach a re-conciliation by protecting safety and dignity of all.

**4.8.4 Public Liaison Council (PLC):** This initiative towards police reforms in KP Police was taken with aim of participation of community in daily police functions. Elected local body representatives and local citizen with good reputation were engaged for constitution of these councils. Initial tenure for the councils was kept for two years and extensive training sessions were carried across the province.

The Khyber Pakhtunkhwa Police Act 2017 is presently enforced in its original form and no amendments are made in it so far. This Act is largely based upon Police Order 2002 and KP Police authorities claims that the Law fulfills public aspiration to a large extent. Though they claim that this Act may be replicated in other provinces of country but this issue needs further deliberations. This debate will be carried in later part of the research after discussing situation in provinces individually.

<sup>23</sup> Central Police Office data, KP Police Department

<sup>24</sup> Strategic Initiatives and Institutional Reforms in Khyber Pakhtunkhwa Police, 2015-16

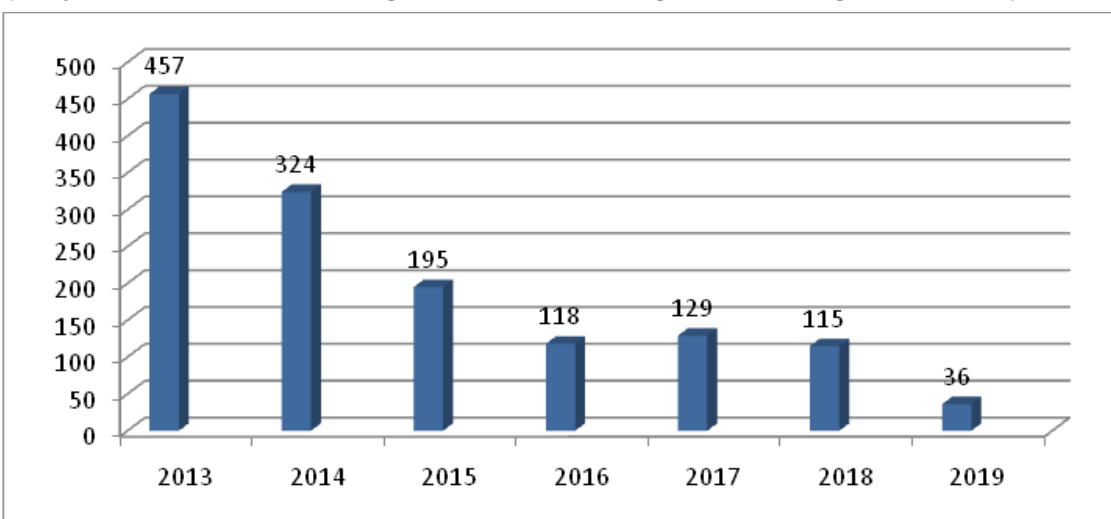


## 5. Baluchistan Police

### 5.1. Legal Framework:

Baluchistan Police is smallest provincial police organization with total staff of 36752<sup>25</sup>. According to Census 2017 Baluchistan is least populated province as well with population of 12,344,408<sup>26</sup>. Out of the total population 60% people live in larger cities or urban centers with is generally called settled area<sup>27</sup>. This area is under police jurisdiction while the remaining is under Frontier Corps. Provincial police is governed by The Police Rules, 1934 and Baluchistan Police Act, 2011. Baluchistan was one the two most affected provinces by decade long wave of terrorism along with KPK. After promulgation of National Action Plan in 2015 a significant decline occurred in incidents of suicidal and other bomb blasts, target & sectarian killings and sabotage. A decade long onslaught of terrorism was controlled to great extent with concerted operations of security and intelligence agencies. Following graph clearly shows the declining trend of terrorism incidents.

**(Graph 5.1: Suicidal, Blast Target & Sectarian Killings and Sabotage Incidents<sup>28</sup>)**



### 5.2 Police to Citizen Ratio & Budget Allocation:

Despite its largest area demographically in the country, the jurisdiction of police is limited to mostly urban areas and little more than half of the population. Due to this reason it

<sup>25</sup> Central Police Office, Baluchistan data

<sup>26</sup>

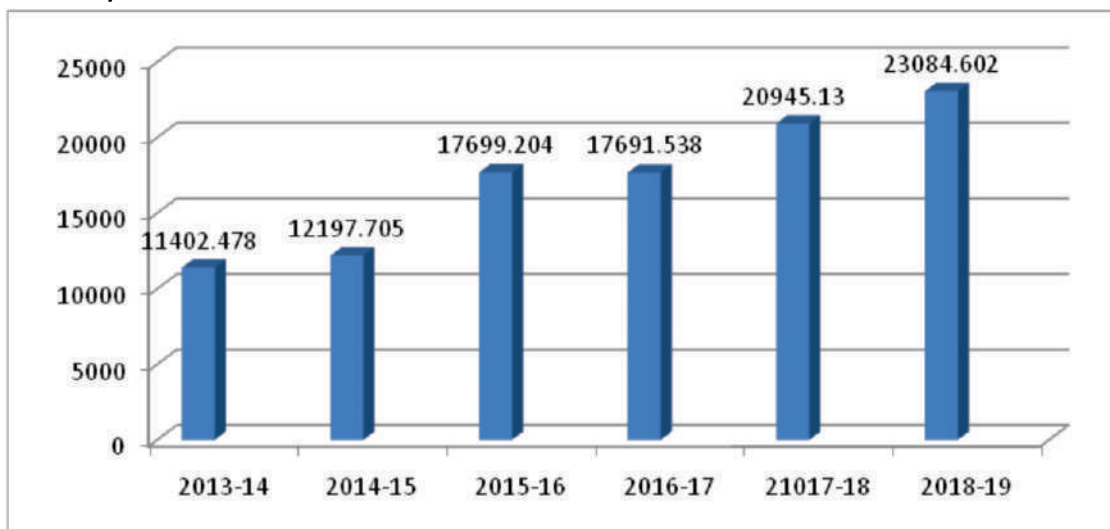
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<sup>27</sup> Central Police Office, Baluchistan data

<sup>28</sup> <http://www.balochistanpolice.gov.pk/allcrime>

has best police to population ratio of 1:183<sup>29</sup> among provincial police organizations of country. Total budget allocation for provincial police in year 2018-19 was Rupees 23,084,601,559 (23.01 billion rupees) as compared to rupees 25,075,850,110 (25.1 billion rupees) for year 2019-20 which is an increase of 8.5%. The chart below shows increase in annual police budget over a period of six years.

**Graph 5.2: Baluchistan Police Annual Budget form years 2013-14 to 2018-19 (Amounts in millions)<sup>30</sup>**



Although the increase in budget is gradual, ranging from 10 to 15 percent each year except major increase for year 2015-16 which was 45%, this increase was due to National Action Plan with Baluchistan being one of the two most affected two provinces of the country. This beefing up of budget had played major role in provincial police war against terrorism. Baluchistan Police was able to enhance their manpower as well as technical and equipment strength during this time.

Data of terrorism related incidents of subsequent years shows that this reinforcement had paid back significantly and these incidents have reduced to less than 10% in year 2019 up to date against the year 2013. Due to regular increase in budget over the years and smaller size of the organization, Baluchistan Police managed to continuously built police infrastructure. Presently out of total 130 police stations in the province only one is located in rented building and rest all are in official buildings<sup>31</sup>.

<sup>29</sup> Central Police Office, Baluchistan data

<sup>30</sup> <http://www.balochistanpolice.gov.pk/budget>

<sup>31</sup> Central Police Office, Baluchistan data

### 5.3. Tenure of IGP:

Posting tenures for IGsP of the province did not remain longer as these averaged to one and half year for each IGP. Still the overall indicators show positive developments which include continued war against terrorism with little resources and somewhat demoralized police force which had seen lots of martyrs amongst their friends and colleagues. This consistent effort started paying off after serious political will in 2015 onwards and provision of resources to police organization.

Another healthy sign remained that despite not very long posting tenures of IGsP, uniformity of policy of resolve against terrorism continued. During this time period of 4 years average posting tenures for RPOs, DPOs and SHOs remained 09, 13 and 05 months respectively<sup>32</sup>. Baluchistan Police Act 2011 does not contain any laws in this regard.

### 5.4 Women in Police:

Owing to largely conservative and tribal culture of the province, participation of women in police organization is marginal. Against 36,539 male officers, there is only 213 female staff in Baluchistan<sup>33</sup>. It makes ratio of 1:172 that is much less than 1%. The women police officers are all deployed in police lines on administrative positions or as reserve to handle any situation where female staff may be required.

No female staff or for that matter female investigation officers are posted in police stations. As far as specified women police station is concerned there is no station exclusively to handle matters regarding women. One Women Reporting Center is although working in City Police Station, Quetta. Furthermore no female officers are present in senior ranks also like from DSP/ASP onwards in the province.

### 5.5 Capacity Building:

Budget spending on training was found to be not much different from KP Police. Funds allocated for training for year 2019-20 is Rupees 549,706,000 (549.7 million rupees) which makes 2.2% of total budget as compared to 2% for KP Police. This analysis shows somewhat common feature of spending 2 to 3% on training amongst provincial police organizations.

### 5.6 Public Service Initiatives

Daily routine work at police stations is regularized through SOPs formulated for the purpose. Police complaints redress system is in place at Police station, DPO Office and RPO Office levels. This mechanism is monitored directly from IGP office through office of AIG

<sup>32</sup> Central Police Office, Baluchistan data

<sup>33</sup> Central Police Office, Baluchistan data

Complaints. Total 39 such complaints cells are presently functional in Baluchistan Police in all districts' police and RPO offices. Baluchistan Police has taken few initiatives towards better and easy services provision to public. These initiatives are as under:

**5.6.1 Child Protection Unit:** This unit was established in Central Police Office in July 2007 to protect rights of children as Juvenile Justice System Ordinance, 2000 especially while in conflict and in during contact with law situations. This unit is operational in CITY Police Station, Quetta and carrying out its functions of coordination & data collection, training and capacity building of staff and advocacy of the issue at various forums<sup>34</sup>.

**5.6.2 E-Complaint System:** This online complaint registration system is available for facilitation of public through official website of Baluchistan Police.

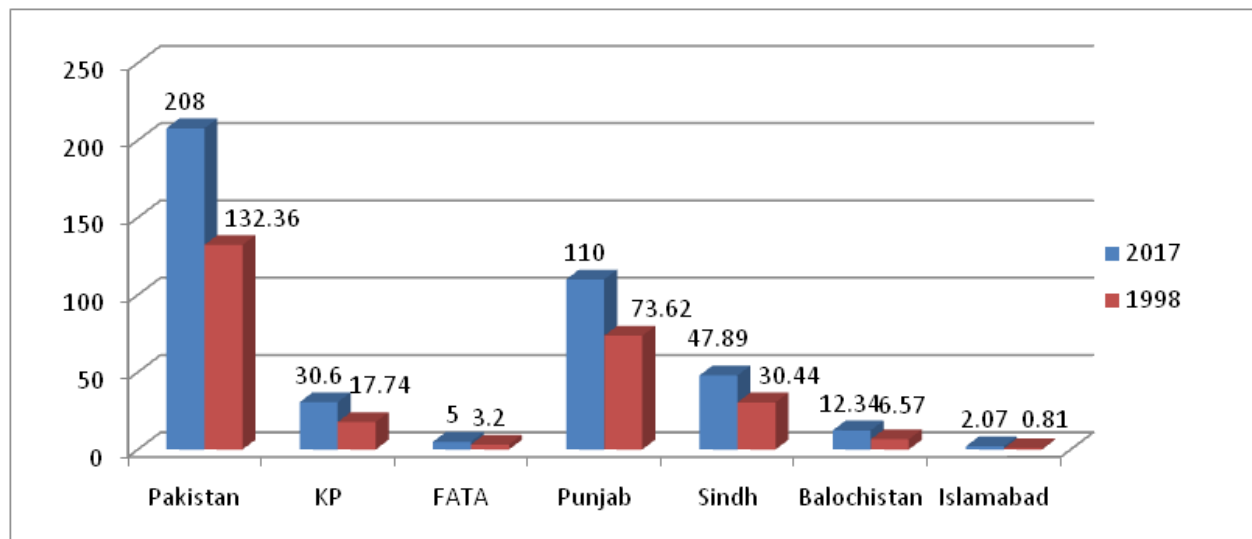
**5.6.3 Quetta Traffic Police:** Quetta Traffic Police has launched a website for public facilitation. It provides services about traffic flow and management, facilitation in acquiring driving license, managing traffic challan and fine payments and driving license verification.

## 6. Islamabad Capital Territory (ICT) Police

**6.1 Population Increase in last 20 years:** Country's capital city has its own police service know as Islamabad Capital Territory Police (ICTP). Capital City's population as 2017 census is 2,006,572 which doubled since census of 1998 when it was 805,235<sup>35</sup>. This increase is more than the corresponding increase in population of any other province of the country. This increase owed to various factors including urbanization and development factor to influx of larger populace form KPK due to decade long wave of terrorism and smaller portions from Sindh and other parts of the country. This enormous increase enhanced challenges for ICT Police.

<sup>34</sup> Baluchistan Police official website: <http://www.balochistanpolice.gov.pk/cpu>

<sup>35</sup> Official website of Pakistan Bureau of Statistics, <http://www.pbs.gov.pk/sites/default/files>

**Graph 6.1: Population Increase between 1998 and 2017 Census (Population in Millions)<sup>36</sup>**

## 6.2 Legal Framework:

Islamabad Police is still governed under Police Act 1861. Police Order 2002 clearly states in Article 1(3) that in Islamabad Capital Territory, Police Order 2002 will come into force as soon as local government assumes its office. Even after local government is near to complete its tenures, Police Order 2002 was never implemented. ICT Police is smallest police organization of country and police to population ratio wise stands better than all provinces.

**6.3 Police to Citizen Ratio:** Total sanctioned staff is 12004 but available number of staff is 10225. Police to population ratio in Capital City is 196. Out of the total staff 9919 are male and 306 female officers<sup>37</sup>. Interestingly number of staff posted in police stations is only 1938 which is 19% of total. Police to population ratio as per 2017 census is 01 police officer for 196 citizens.

**6.4 Police Stations in Official Buildings:** Area under jurisdiction of ICT Police is divided into 22 police stations. Out of these stations 14 are located in official buildings and remaining 08 are either on green belts or private buildings. Standard Operating Procedures are provided in police station to efficiently run day to day affairs.

**6.5 Women Participation in Police:** As mentioned earlier, 306 female police staff is working in Islamabad. One Women Police Station is established to deal with crime related to women. Dedicated women are not available in all police stations but sufficient female staff is posted in all stations to deal with female complainants and related crimes. Out of total female staff of 69 posted in police stations, 14 are ASI, 07 head constables and 48 constables. From this staff, 10

<sup>36</sup> Official website of Pakistan Bureau of Statistics, <http://www.pbs.gov.pk/sites/default/files>

<sup>37</sup> Official data from Islamabad Capital Police HQ

female officers are working as investigation officers in police stations.<sup>38</sup> Recently 05 senior female police officers from SP and ASP/DSP ranks remained posted in ICT Police.

**6.6 Budget:** Total budget allocation for Islamabad Police for year 2018-19 was 7096.5 million rupees and for current year, with an increase of 6%, is 7508.6 million rupees. Out of total budget 92.8% is allocated for salaries and remaining around 7% for other expenditures<sup>39</sup>. Budget allocated for training remained 4.99 million for year 2018-19 which is an increase from 3.0 million for the previous year.

**6.7 Tenure of IGP in Islamabad Capital Territory (ICT):** Posting tenures, like other provinces remained shorter for almost all officers including IGP to SHOs. Average tenure for IGP during last four years remained 09 months and for the post of SHO it remained 5 to 6 months<sup>40</sup>. It is observed that previous posting out of IGP presumably may have had political reasons. A high profile case of scuffle between two parties came to limelight which later got involved one federal minister as well. As the matter progressed and Supreme Court of Pakistan intervened, then IGP of Islamabad Police opted to be transferred out of office.

### 6.8 Public Service Initiatives

Islamabad Police remains active continuously in efforts to connect with public. Few of such initiatives are ICTP FM Radio 92.4, Facebook page of Islamabad Police, ICTP Family Gala, Symposium on Social Matters, continuous interaction with business community of Islamabad, 'Pehley Salam Phir Kalam' (*greeting first, conversation second*) motto and Summer School program for children. Further following public service facilities are provided in police stations also:

**6.8.1 Rescue 15:** Its first responding system of Police after a call is received in Rescue 15 center. This system works independent of police stations. First responders reaching at the scene of happening then takes appropriate action and later hands over the matter to concerned police station staff.

**6.8.2. Complaints Helpline 1416:** this helpline system was introduced as redress system for complaints against police officers.

**6.8.3. Front Desk 8787:** this system is another complaint handling system for citizens for lodging or reporting any incident which requires police assistance. This system is linked to front desks of police stations and after receiving of complaint, the complainant is contacted and informed about status of his complaint.

<sup>38</sup> Official data from Islamabad Capital Police HQ

<sup>39</sup> Official data from Islamabad Capital Police HQ

<sup>40</sup> Official data from Islamabad Capital Police HQ

<https://nation.com.pk/11-Mar-2020/community-policing-a-major-tool-to-control-crimes-igp>

**6.8.4. Reconciliation Committees:** Reconciliation Committees are established under the government policy to ensure friendly policing in the federal capital. There is one committee in each police station and there are total 22 committees working in all police stations with 15 to 22 members from all walks of life. There is total number of 405 members including 362 men and 43 females, having sound reputation, qualification, and experience in various fields of life, are included in these committees.

**6.8.5 IG Complaint Email:** The Initiative was taken by the IGP–ICT to bridge trust deficit between the police and the citizens of the city. Any resident can contact police on the IGP’s email address “[ict.at.your.service@gmail.com](mailto:ict.at.your.service@gmail.com)” if he/she has any complaint against the police or some information about criminal activity, land mafia or encroachments in the city. The complainant would also be kept informed and updated about the action taken on the complaint/information. The initiative has not only helped in changing the perception of citizens toward police but also empowered them by providing easy access to the police.

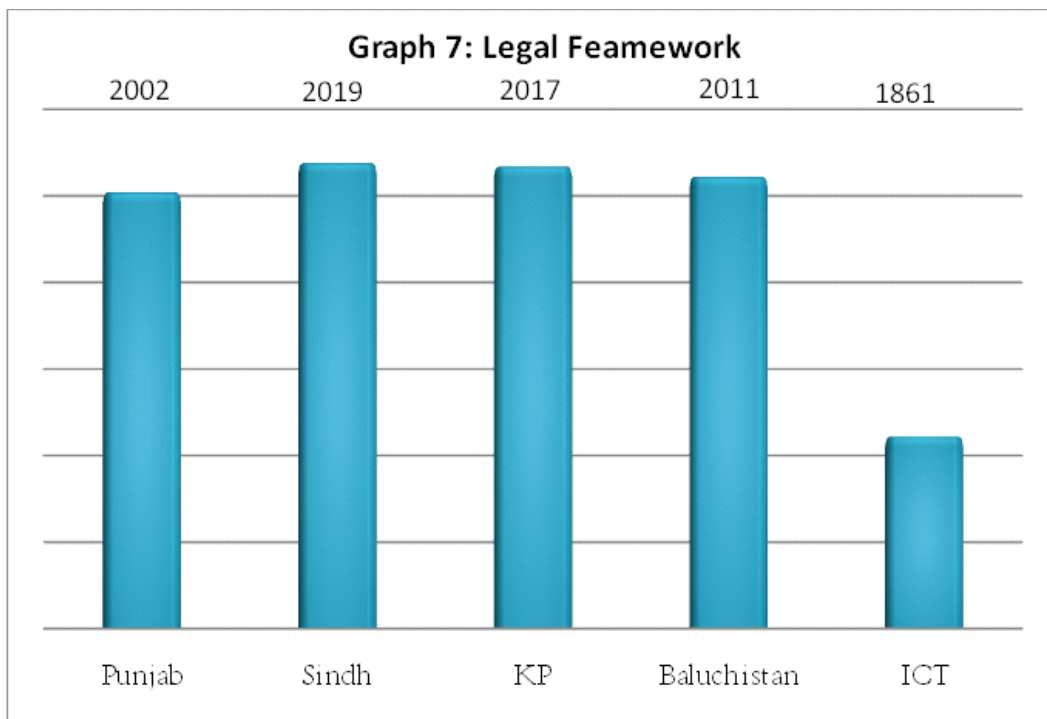
**6.8.6 Online Complaints:** An online complaint service has been launched by the ICT for the citizens to lodge any grievance or complaint at “<http://islamabadpolice.gov.pk/ipwe/reportcrime>” by simply access to a computer with internet facility, tap into the latest help lines and grievance cells created by the Inspector-General of Police of Islamabad and submit one’s grievance(s).

**6.8.9 Gender and child protection unit:** Islamabad Police has established a women and child protection centre at women police station in G-7 markaz to check incidents of violence against them. The centre serves to check violence against women and children and ensure protection to them. A mobile vehicle has been provided for this centre and response time is 5-7 minutes. The centre has been linked with all the help lines of Islamabad police and can seek further help or support if needed.

## Comparative Analysis of Pakistan Police

### 7. Provincial and ICT Legal Framework:

Since the promulgation of Police Order 2002 various amendments in the original law have been passed. Latest such amendment is carried in Sindh which is The Sindh (Repeal of the Police Act, 1861 and Revival of Police Order, 2002)(amendment) Act, 2019 (Sindh Act No. XI of 2019). KPK Police is currently functional under KP Police Act 2017. It is largely based upon Police Order 2002. Baluchistan Police is following its indigenous The Baluchistan Police Act, 2011 and The Police Rules 1934. Punjab Police is working under Police Order 2002 with various amendments from time to time. On the other hand ICT Police is still working under more than one and half century old law of Police Act 1861. Whereas Article 1(3) of Police Order 2002 clearly states that it will come into force when the local government assumes its office but even after passing of around two decades its enforcement is still pending.



### 8. Human Resources:

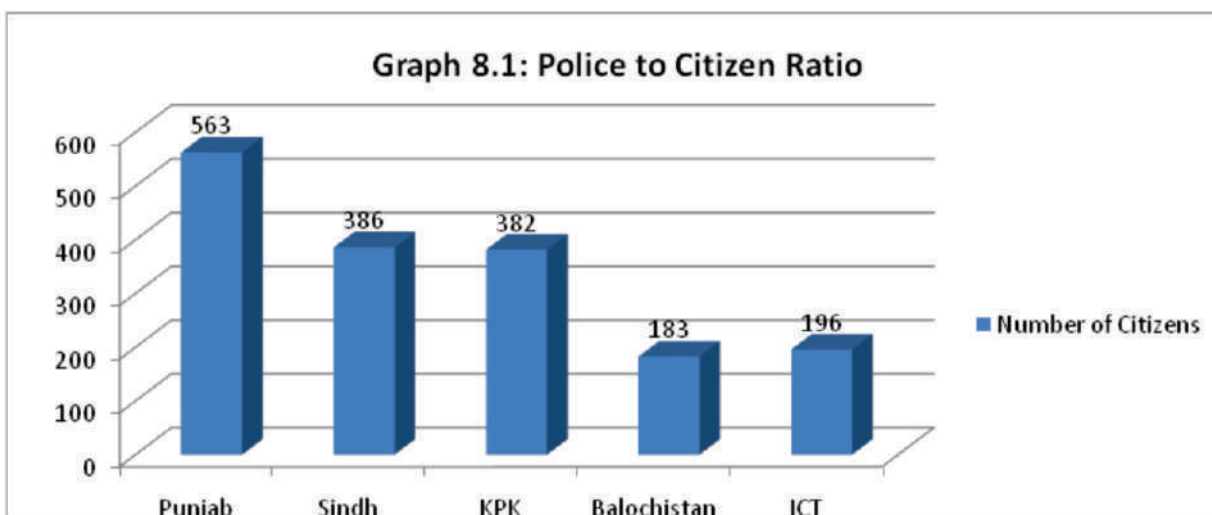
**8.1. Police to Citizen Ratio:** Police to population ratio is often considered criteria for judging sufficiency of police force in a country, city or smaller municipalities. While analyzing this phenomenon, surprisingly no officially declared police to population ratio was found internationally or within Pakistan. Often referred to Police Population Ratio by United Nations was also not available on its website. Nevertheless studying Police Population Ratio remains a



universally accepted criterion for gauging a specific police force sufficiency. This ratio is calculated as number of police officers per 100,000 people or number of citizens per one police officer. Despite no written or declared ratio exists, generally police to citizen ratio of 1:450 or 220 officers for population of 100,000 is taken as yardstick for analysis purpose.

A study of world's police forces shows that smaller or city states like Vatican City, Monaco and Brunei have higher police officers per capita ratio which is above 1000 police officers per 100,000 people. Bigger countries with high ratios are Bulgaria, Argentina and Spain having ratios of 694, 558 and 533 respectively<sup>41</sup>. In USA, Federal Bureau of Investigation (FBI) carries out its annual data analysis termed as Uniform Crime Reporting (UCR) data. Besides crime data it includes Police Officers Per Capita Rates for USA cities which are categorized in 5 categories based upon population<sup>42</sup>.

For Pakistan, a comparison of Police to Citizen Ratios, one policeman for number of citizens, of all provinces and Islamabad Capital Area Police is shown in graph below:



(Source: Provincial Police and ICT Headquarters data)

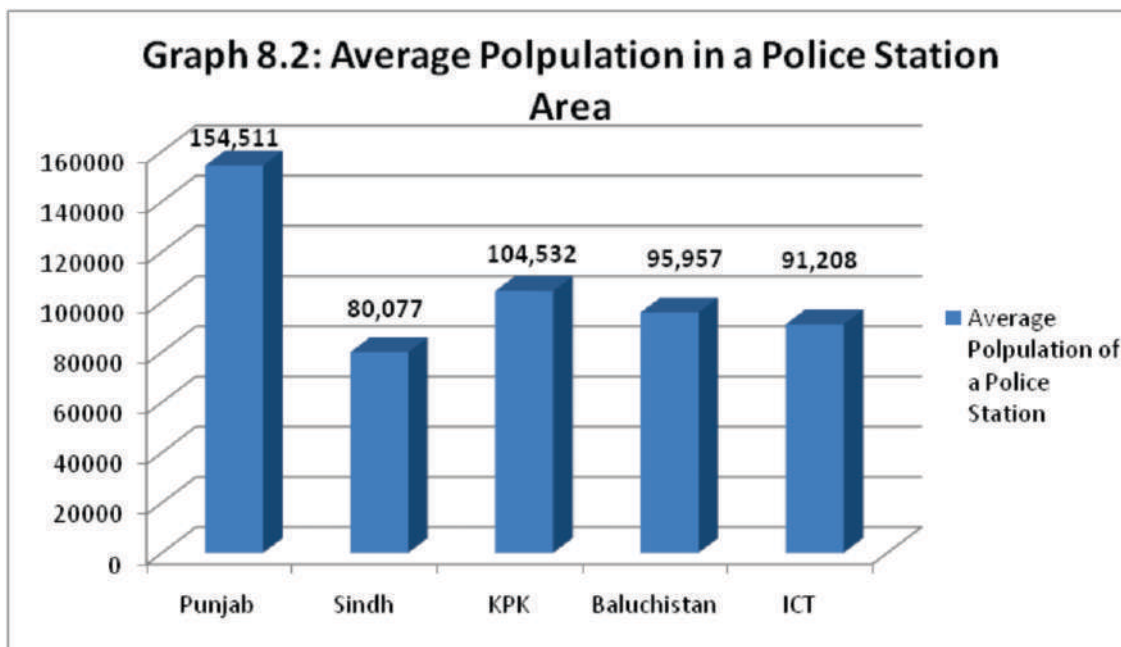
Above graph shows better Police to Population Ratio for Sindh, KPK, Baluchistan and ICT Police but on the other hand Punjab has the same quite low. It shows that ICT Police and three provinces were able to consistently recruit police staff with passage of time. Punjab seems to be lacking in this regard due to its larger population which ultimately needs more financial resources.

<sup>41</sup> Owuor Otieno, Mark . "Countries With the Most Police Officers Per Capita." WorldAtlas. <https://www.worldatlas.com/articles/countries-with-the-most-police-officers-per-capita.html>

<sup>42</sup> <https://www.governing.com/gov-data/safety-justice/police-officers-per-capita-rates-employment-for-city-departments.html>

Besides other factors affecting Police Population Ratio, population is one major factor. Other factors remain political priorities and budget constraints in determining police employment levels. It is pertinent to mention that number of police staff used for calculations includes staff employed on office, administrative and support duties also. Number of staff deployed in police stations is much less than that. If ratio is calculated only on basis of staff deployed in police stations only then it will further be reduced to half.<sup>43</sup> Comparison was carried for Sindh and Islamabad. According to data provided by Sindh Police, 55000<sup>44</sup> officials were appointed in police stations which are 33% of total strength of Sindh police. In Islamabad out of total 10225 police officials only 1938<sup>45</sup> are appointed in police stations which make only 19%. By using these number of staff posted in police stations, the population to police ratio for Sindh will be 871 people for each police officer and for Islamabad it will be 1068. It shows that calculations done with staff posted in police stations the population to police ratio is more than doubled.

**8.2 Average Population in a Police Station Area:** Population within a police station area can be one but not only criteria for ascertaining its jurisdiction. Other factors are number of criminal cases registered every year, geopolitical area and administrative reasons. Data shows that average population in each police station of Punjab is 154,511, Sindh is 80,077, KP is 104,532, Baluchistan is 95,957 and for ICT it is 91,208. Keeping in view the average in all provinces and ICT, it can be safely said that Punjab needs more police stations.



<sup>43</sup> Police Headquarters' Data of Provinces and ICT

<sup>44</sup> Sindh Police Headquarter Data

<sup>45</sup> ICT Police Headquarters Data

(Source: Official Data of Provincial and ICT Police Headquarters and National Bureau of Statistics)

## 9. Police Station Infrastructure:

It was found during course of the study that smaller provinces of Khyber Pakhtunkhwa and Baluchistan were able to develop their basic police infrastructure better than Punjab and Sindh. Baluchistan has only one police station in rented building out of total 130 which makes number of stations in official building almost 100 percent. KP police is not as successful in this regard but still better than Punjab and Sindh. Out of total 292 police stations it has 273 stations in official buildings.

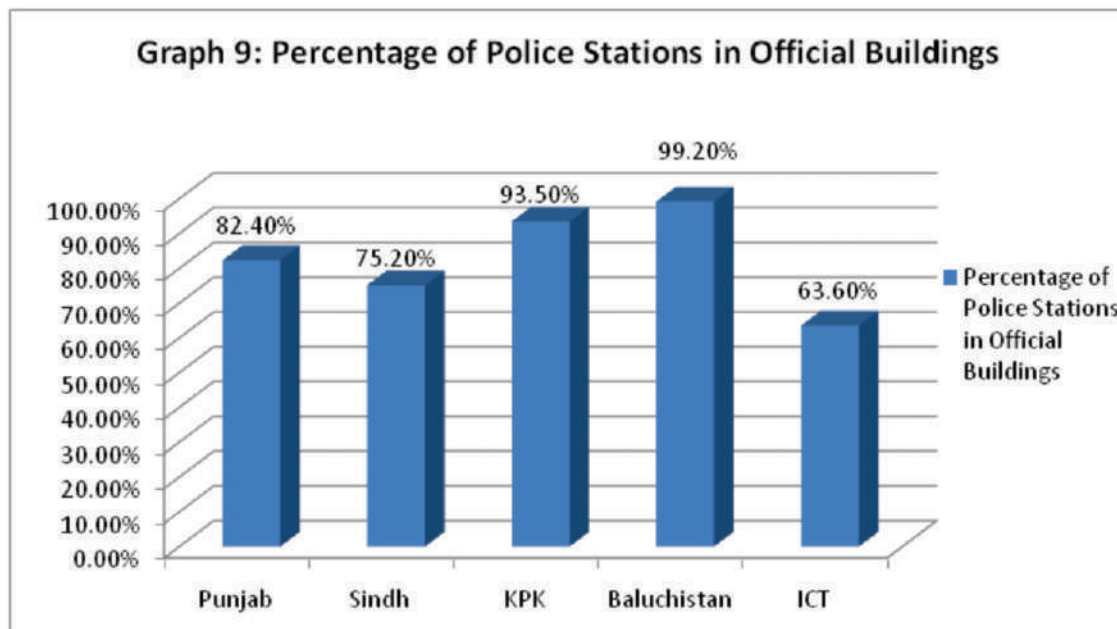
Punjab, Sindh and ICT still have long way to achieve success in this regard with 127, 148 and 8 police stations working in rented or non-official buildings respectively. ICT still has an advantage of being smaller in size and only has to plan management of 8 police stations in official buildings. Although existing percentage of police stations in official buildings is only 64% but they are paying rent for 3 buildings only. Remaining 5 are either constructed on green belts or are located in donated buildings<sup>46</sup>.

To achieve police stations' infrastructure independency in Punjab and Sindh much more serious and consistent funding plan is required. Every year funds are allocated for construction of new police stations and repair and renovation of existing ones. Since the police infrastructure in these two provinces is much larger than the rest, heavy budgeting is required for construction of remaining police stations buildings.

In Punjab and Sindh millions of rupees are spent every year in the head of rent for hired buildings. Still it is pertinent to mention that construction projects need much more funds than monthly rental payments. The graph bellows shows comparison of provincial police setups and ICT with reference to location of police stations in official buildings.

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<sup>46</sup> Official Data of Provincial and ICT Police Headquarters



(Source: Official Data of Provincial and ICT Police Headquarters)

## 10. Public Service Initiatives:

During last two decades generally and last one decade especially many initiatives are taken by Provincial and ICT Police Organizations to improve service delivery to citizen and police image. Phenomena like Human Rights, Women and Children Protection and Police Access and Complaint Services have acquired significance in policy making processes of governments and police departments.

Initiatives taken in this regard by all provincial and ICT Police Departments are discussed in this paper in relevant portion of each organization. Some services from these have acquired institutional strength and stability with continuity of policies and tenures of officers. Few on the other hand could not sustain the changing governments and officers and lost their efficacy. Nonetheless increasing number of such initiatives with each changing government and police command has given a permanent importance to above mentioned universally accepted mandates and duties of police organizations.

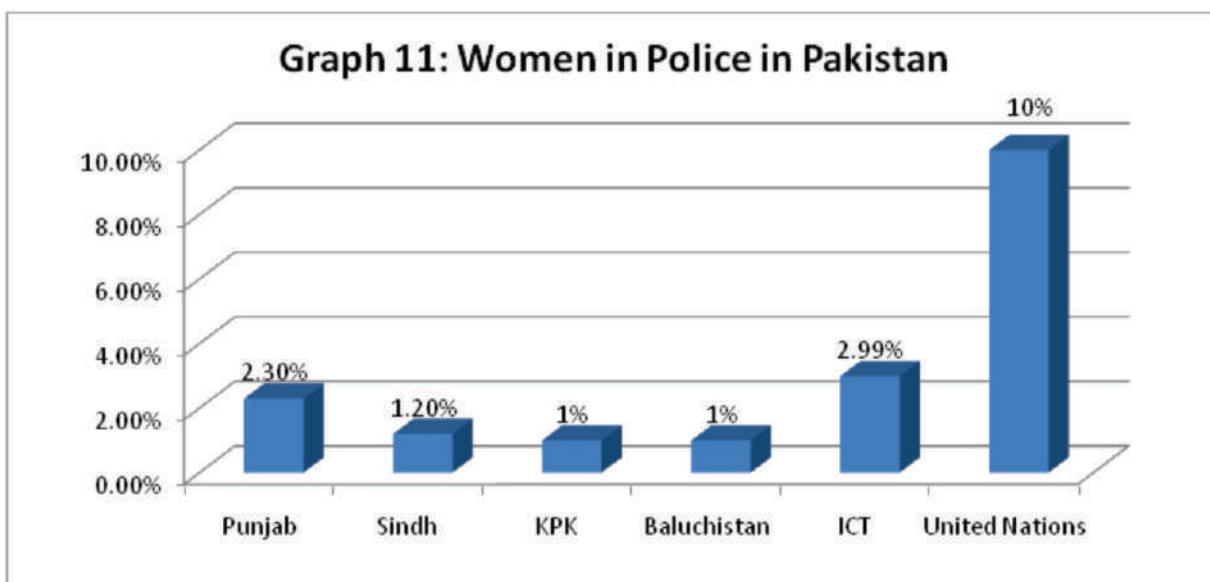
## 11. Women in Police:

Gender balance and diversity has acquired its significance in police services all around the world. United Nations acts as torch bearer for most countries in the world in this respect. United Nations gives importance to gender-sensitive police work in regions of its deployment

where law & order and peace is mostly in shambles. Special attention is required to be given to women and children in these areas.

As reassurance to this phenomenon, United Nations, in year 2009, started increasing number of female police officers for deployment in it. Resultantly number of female police officers increased from 7% in 2009 to 10% in 2016. United Nations has reaffirmed its objective further through Security Council Resolution 2242 (2015) to double female police officers representation by year 2020.<sup>47</sup>

Pakistan did not lag much behind during last one decade and a half. Special attention is given to increase female representation in public sector employments. Provincial as well as ICT Police made efforts to increase women participation in recruitment processes. Although number of female officers has increased slightly during this time but still it is much below in comparison to a standard declared by United Nations. The graph below shows women participation in all Provincial and ICT Police organizations.

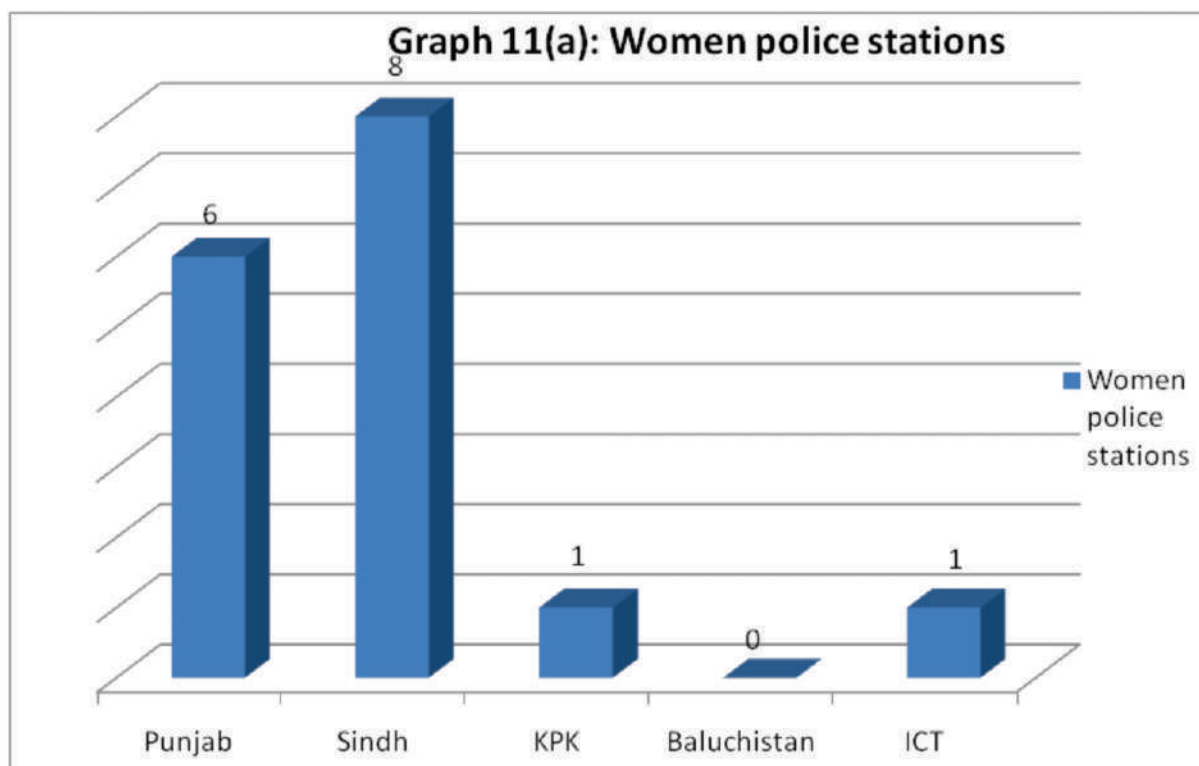


(Source: Official Data of Provincial and ICT Police Headquarters)

Female representation is quite dismal in almost police organizations of the country as against standard of 10% achieved by United Nations in year 2016. Consistent policies are in place for female induction in recruitments made by keeping fixed quota for females and relaxed physical parameters. In KPK and Baluchistan female representation is lowest and available staff is either kept only in police lines or appointed in provincial police headquarters.

<sup>47</sup> United Nation Official Website: <https://police.un.org/en/un-police-gender-initiatives>

All provinces except Baluchistan have dedicated Women Police Stations. Punjab, Sindh, KPK and ICT have 06, 08, 02 and 01 dedicated Woman Police Stations respectively to deal with female complainants or cases where women are victims of a crime or violence. Most staff in these stations is female except for male staff for operational duties.



As for the case of female Investigation Officers (IO) is concerned all Provincial and ICT Police Organizations lack in this regard. Presence of female investigation officers in police stations is found to be scarce or negligible. It is further found that female staff is mostly appointed on office duties, in police lines as reserves to handle any law & order situation and in Women Police Stations. For general presence in all over province Punjab has been successful in ensuring female representation in whole province by appointing female staff on Front Desks in all 723 police stations<sup>48</sup>.

During last more than fifteen year induction of female staff is encouraged by lower physical fitness criteria as compared to male candidates. Special quota of 10% seats is also fixed by Governments for females in recruitments carried in all departments including police. At the rank of Assistant Superintendent of Police (ASP) and above every police organization including ICT has its share of female officers in senior ranks owing to 10% mandatory quota for them also.

<sup>48</sup> Official Data, Punjab Police Headquarters

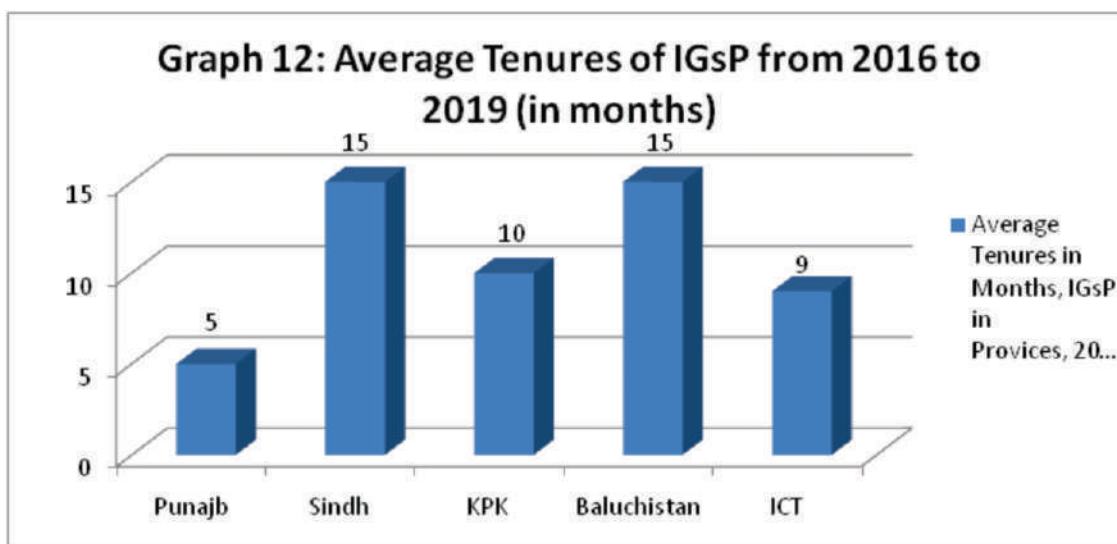
In the ranks of ASP and SP/SSP Punjab has 47, KPK has 08, Sindh 14, Baluchistan Nil and ICT Police has 04 female officers.

## 12. Posting Tenures of Provincial IGPs:

Article 12(1) of Police Order 2002, states that term of office for Provincial Police Officer shall be three years from date of his posting. Procedure of posting before this term is also prescribed therein which states that Provincial Government with agreement of Provincial Public Safety Commission may do that. Same are the terms of posting for City Police Officer and District Police Officer as narrated in Article 15(2)<sup>49</sup>.

On the other hand posting records acquired from Provincial Police Headquarters show a different scenario. Police Departments of KPK and Baluchistan could have relatively consistent and longer tenures of IGsP. These two provinces were most affected in decade long terrorism wave. Political interference was comparatively less due to overall engagement in war against terror.

Organizational and infrastructure development remained more consistent as shows the better percentage of police stations located in official buildings. Sindh Police also had longer tenures of its Chiefs from year 2016 to 2019. During this time police organization was able to take initiatives in public service delivery and organizational capacity building.



(Source: Provincial and ICT Police Headquarters Data)

Situation in ICT and Punjab Police remained discouraging as far as posting tenures of its heads are concerned. During last 4 years no IGP of ICT Police could complete one year of

<sup>49</sup> Police Order 2002

tenure<sup>50</sup>. Not many infrastructure development projects could be taken during this time. Despite its smaller size it still has 40% of its police station working in rented, private or buildings on state land. Situation in Punjab remained worst of all police organizations of the country.

In last two and half years seven IGsP were appointed as head of the Police Organization<sup>51</sup>. For the year 2017 backwards, then IGP had posting tenure of more than 3 years. It was during that time that Punjab Police took many major infrastructural and organization capacity building initiatives that include but not limit to Punjab Safe City Authority, Police Station Record Management System, Human Resource Management Information System and Provincial Monitoring Room.

## 13. Financial Aspect:

**13.1 Budget Allocation:** Annual budget allocation size of each province and ICT generally corresponds to size of provincial police and ICT Police. Total allocations for year 2019-20 for Punjab is 115.07 billion rupees , for Sindh 98.5 billion rupees, KPK 44.047 billion rupees, Baluchistan 28.08 billion rupees and for ICT it is 7.51 billion rupees. Comparative study of budget allocation shows a trend of budget increase ranging from 9 to 10 percent and for ICT Police it remained 6%<sup>52</sup>.

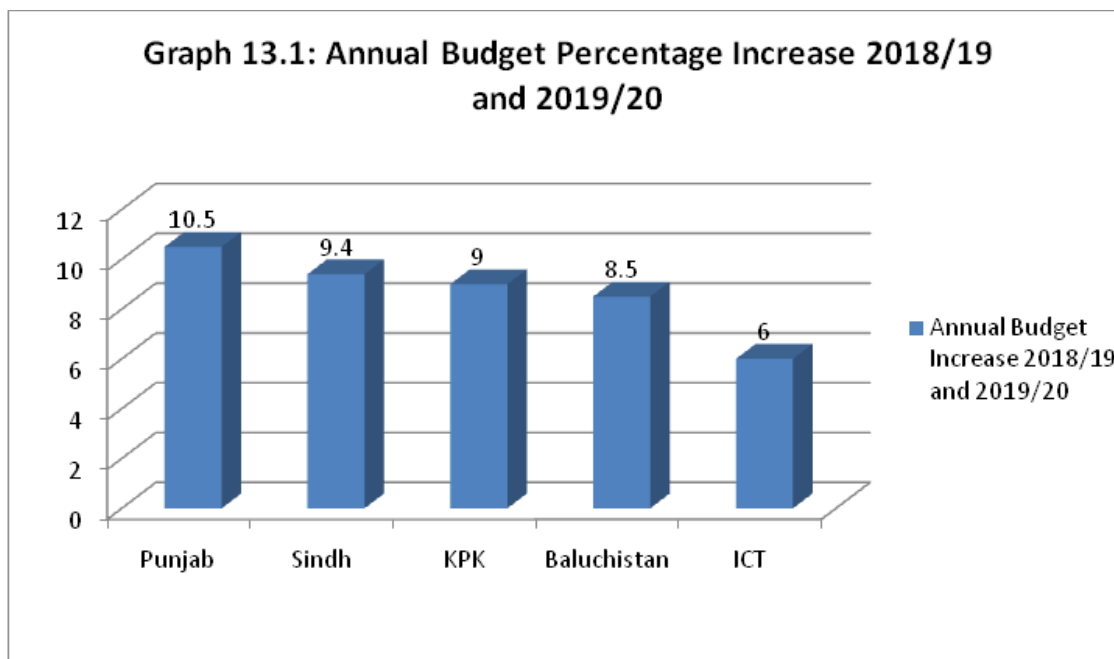
These increases are due to few regular features like yearly increments, some additional allowances announced by governments and salaries of new recruitments. Budget figures also show that salaries constitute 83-84% share of budget and further non developmental expenditures add another 9-10%. Same is the situation with training budgets. Major portion of budget is normally spent on salaries.

<sup>50</sup> Official Data, ICT Police Headquarters

<sup>51</sup> Official Data, Punjab Police Headquarters

<sup>52</sup> Official Data, Provincial Police and ICT Police Headquarters



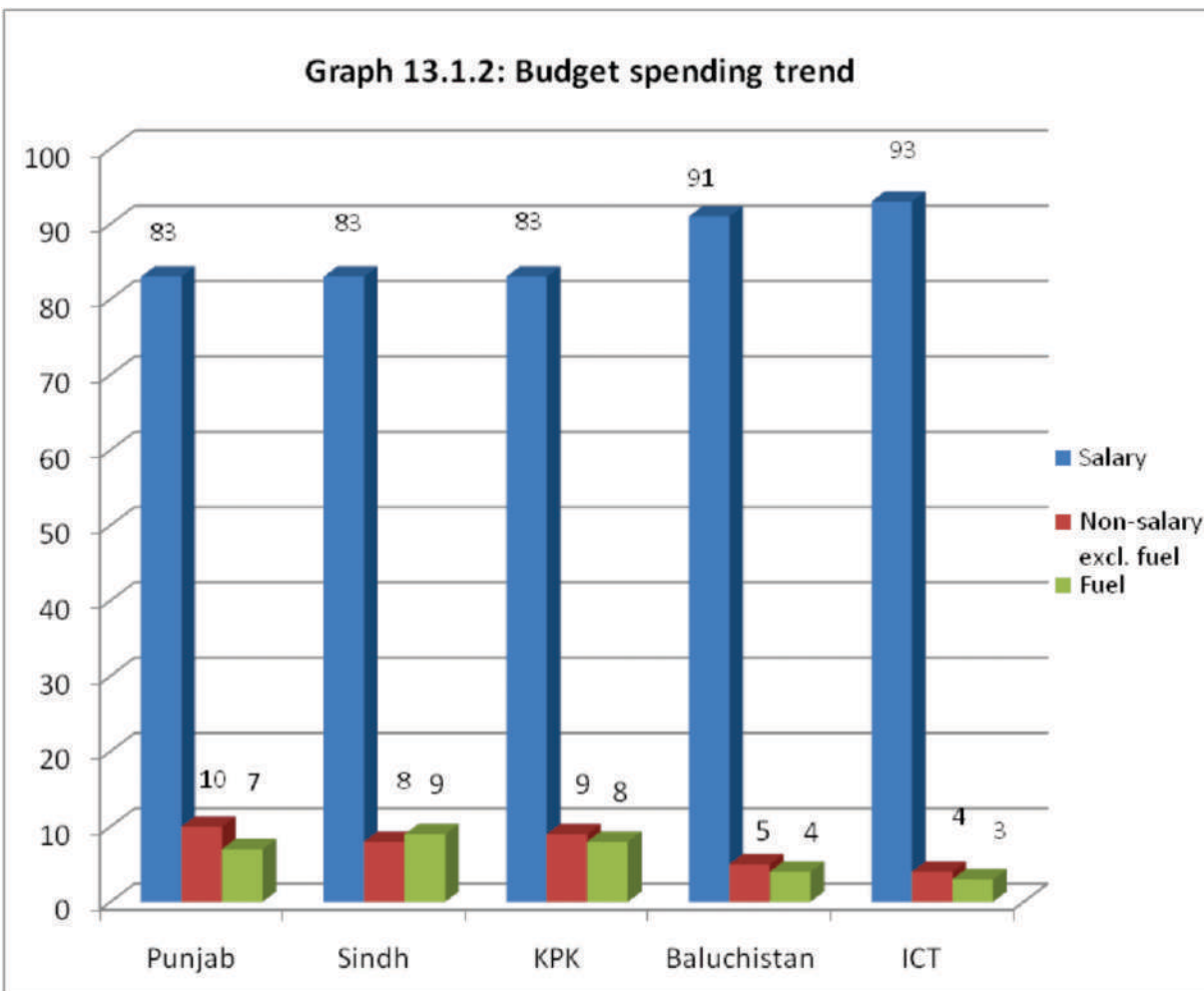


(Source: Official Data from Provincial and ICT Police Headquarters)

**13.1.1 Budget allocation for Investigation Cost:** Comparative study of funds for Cost of Investigation for Punjab and Sindh was carried out due to availability of data for these two provinces. It is surprising to see that Punjab has five times more cases registered than Sindh but cost of investigation is even less than double as compared to Sindh. Total cases registered in Punjab for year 2018 were 409,030 and funds allocated for investigation were 510 million rupees for year 2018-19<sup>53</sup>. For the same period for Sindh, 321 million rupees were allocated for 83,336 cases registered. Average fund allocation for investigation of each FIR registered in Punjab is 1,247 rupees only and for Sindh its 3,852 rupees. Keeping in view the comparison of average investigation cost allocated to Sindh, the allocation to Punjab shall be rupees 1,576 million rupees that mean three times more than the current allocation.

**13.1.2 Budget spending trend:** All provinces have increased the budget for the police institute however; most of the budget spending is dedicated for salaries, pensions and other allowances of the police staff. Punjab, Sindh, KPK, have dedicated 83% of its budget for salaries and in Baluchistan and ICT 91% and 93% of the budget is spent on the salaries of the staff.

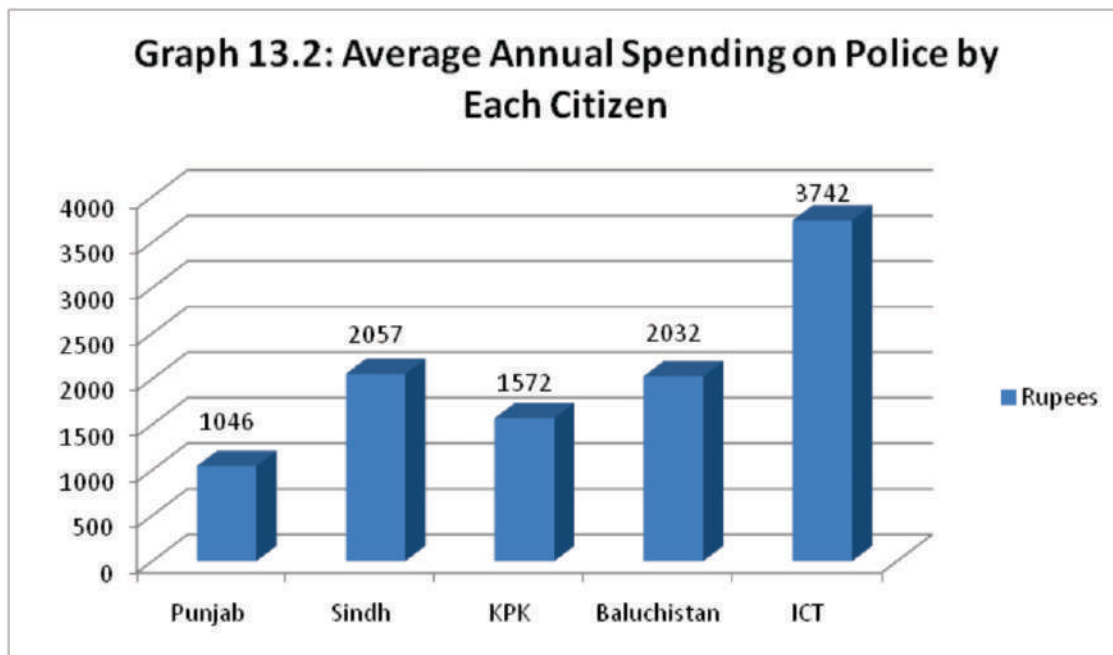
<sup>53</sup> Official Data, Provincial Police Headquarters Punjab and Sindh



### 13.2 Average Annual Spending on Police by Each Citizen:

Comparing total budget allocations to provincial and ICT police organizations against population of relevant jurisdictions show that Punjab surprisingly is the most under budgeted provincial police organization. Average annual spending on police can be calculated by dividing population of province and ICT with total annual budget allocation.

The calculation implies that each person living in Punjab is spending only 1046 rupees on its Police Department. Other provinces are better as in Sindh each citizen spends 2057 rupees, for KPK it is 1572 rupees, Baluchistan is 2032 rupees and for ICT it is best with 3742 rupees spent by each person living within its jurisdiction.



(Source: Provincial & ICT Police Headquarters Data and Data from Census 2017)

Most suitable comparison for Punjab Police for budgeting purposes is Sindh Police as both of these provinces' demography, economy and policing is more comparable than other provinces. Keeping in view this comparison budget of Punjab Police needs to be at least doubled.

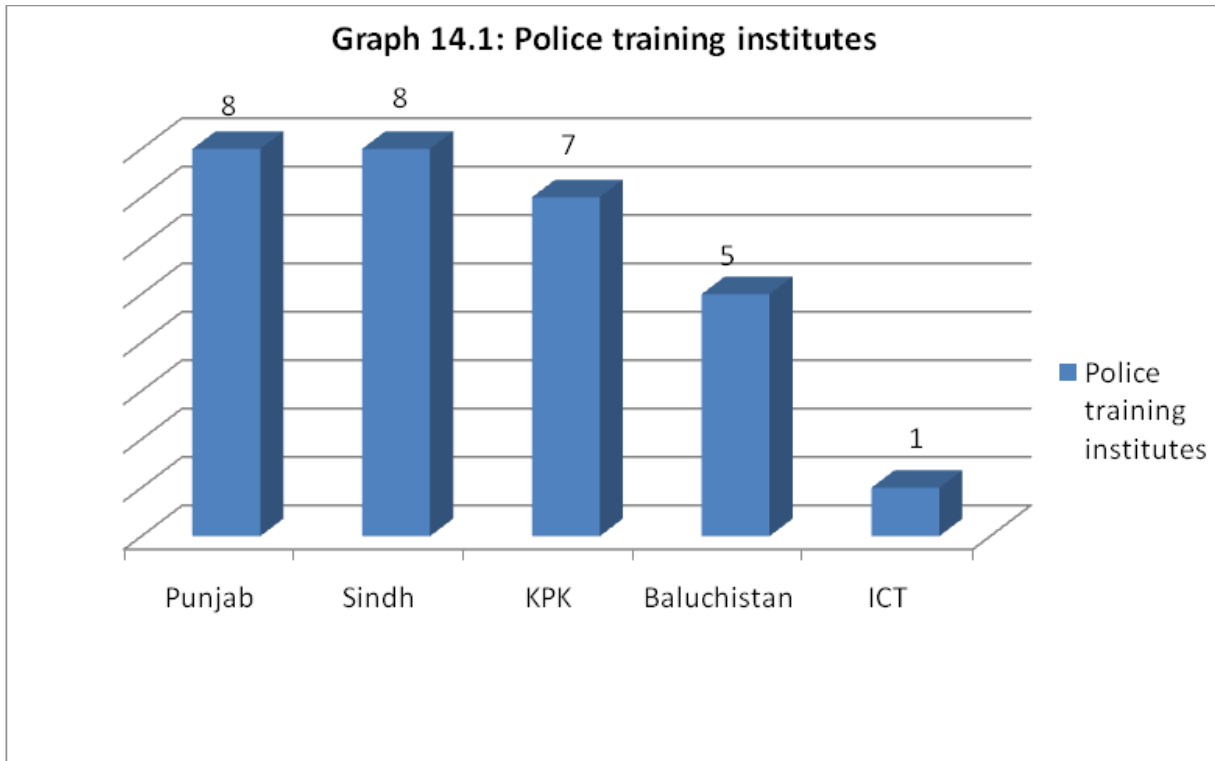
Out of total budget allocation to Provincial Police Departments, each district is allocated its share of budget. This district police budget has two major portions which are salary and non-salary. Non-salary portion includes funds for fuel, stationary, utility bills, cost of investigations, rewards and others. Further allocation or distribution to the level of police stations is carried by head of district police keeping in view his operational and administrative requirements.

## 14. Capacity Building:

**14.1 Police Training Institutes:** Over the years, training and capacity building in police has attained more importance. The decade long war against terror fought by law enforcement agencies played major role in identifying importance of training and capacity building. During this time, provincial police organizations raised new counter terrorism forces or enhanced capacity of existing ones. Overall emphasis on training increased also including basic recruits' training to specialized training in Pakistan and abroad.

Each provincial police has developed elaborate training facilities during last decade to fulfill its requirements. Punjab has 08 police training colleges or schools, Sindh has 08 also, KPK

has 07 and Baluchistan has 05 training institutions for its police department. Total training capacity of Punjab Police training facilities is at one time is more than 7,000 trainees and for Baluchistan it is 2010.<sup>54</sup> Data for Sindh and KPK was not available.



#### 14.2 Capacity building of Police Staff:

During the study, it seemed that Punjab Police has continuously taken lead in the field of training of its officers. Punjab Police has declared its training branch mission as “To build the capacity in the human resource of the Punjab Police to tackle the policing challenges of 21<sup>st</sup> century.” Punjab Police got its two training schools that are Police Training College, Lahore and Police Training College Sargodha certified by International Organization of Standardization (ISO 6001-2000)<sup>55</sup>.

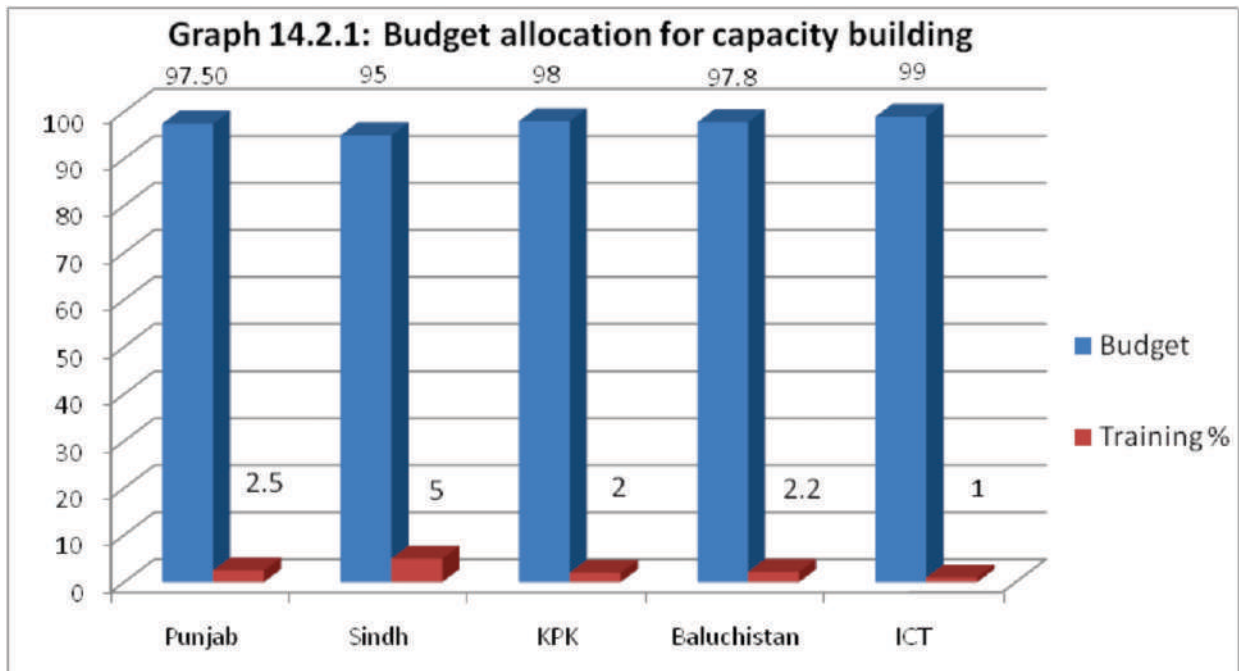
Besides Punjab, other provinces kept improving their training facilities to enhance capacity of their human resource. During last one decade to undertake war against terrorism, all provincial police departments raised special anti-terrorism forces or enhance capacity of existing ones. During this process, police officers also undertook many foreign courses. During year 2015-16, 79 officers from Punjab Police underwent foreign trainings of different kinds to improve skills and professional knowledge.

<sup>54</sup> Official Web Sites of Punjab and Baluchistan Police

<sup>55</sup> Official Website Punjab Police: [https://punjabpolice.gov.pk/training\\_branch](https://punjabpolice.gov.pk/training_branch)

**14.2.1 Budget allocation for capacity building:**

Despite of the different and eminent initiatives taken in regard to capacitating the police staff by all the provinces and the ICT police a prominent raise in budget dedicated for trainings is need of the hour. Sindh has dedicated the highest portion of its budget for capacity building that is only 5%. Punjab, KP, Balochistan and ICT has dedicated 2.5, 2, 2.2 and 1 percent of its budget for the training initiatives in the institute.



## 15. Recommendations:

There is no denying the fact that Pakistan needs serious reforms in policing mainly related to infrastructure development, legislation that governs the police department, human resource development, and financial resources and last but not the least capacity building of police officers. Active Participation of both genders is the need of the hour. Disjointed and limited reform efforts would have little impact on the overall situation. Although lack of resources is a big hindrance in effective police functioning but merely throwing money to tackle the issue is not a prudent decision. Political will is earnestly needed to bring a paradigm shift in policing. Following are the recommendations in this regard:

- a) Nationwide implementation of Police Order 2002 is recommended. All four provinces and ICT Police should be governed by the same law with minor changes as per local needs. The Police Act of 1861 (along with the Police Rules of 1934) , a colonial legacy meant to suppress the people rather than to serve them, was ironically applicable in Pakistan with minor modifications until 2002, before the promulgation of Police Order 2002. The autocratic nature of that old law badly affected the professionalism of police. The new law should be implemented in all provinces in its letter and spirit.
- b) Article 12(1) of Police Order 2002 which gives tenure safety to IGP of the province, should be complied with. In the same way Article 15(2) regarding tenures of City and District Police Officers should also be complied.
- c) Police to population ratio needs to be improved especially in Punjab to achieve bare minimum international standards in this regard. More recruitment must be carried in phases spread over recommended period of 4 to 5 years. Rationalization of existing staff is of utmost importance. Furthermore, priority should be given to maximum personnel deployed in police stations.
- d) Another impediment that hinders the capacity building of police is disproportionate allocation of funds. This study has shown that Sindh, KPK, Baluchistan and ICT Police Organizations are better financially resourced than Punjab. Due to its sheer size though largest budget allocation to a Police Department of country becomes proportionately smallest when divided with population of province and size of infrastructure. Though the budget of police departments has seen a gradual rise but this increase mostly owes to increase in salaries and inflation. Increase in the salaries of police officers is a positive step but far from what is needed for the transformation of the institution. A prudent prioritization in resource allocation is recommended.
- e) Major infrastructure development projects for police departments should be taken by provinces and ICT. These projects shall include police stations, offices and residences and can be taken up in phases over a period of five years.

- f) There is a need of a public information campaign centered on police accountability and citizen's rights. Legitimacy of democratic governance is contingent upon an independent and effective police service. For this purpose provisions of Safety Commissions and Public Complaint Authorities given in Police Order 2002 must be complied with and these bodies be constituted.
- g) District and Provincial Police Complaints Authority as per Article 37 of police Order 2002 should be set up in each district. Its primary focus must be on complaints made by the public of police excess, unlawful arrest & detention, false implication in criminal cases, custodial torture and death in police custody. Allegations of extortion, land or house grabbing and incident involving serious abuse of authority can also be filed. The Authority should also play an advisory role in making appropriate recommendations to the Police Performance as well as to the government and the National Human Rights Commission
- h) Like Punjab, police stations should have a Women and Child Protection Desk to record complaints of crimes against women and children and initiate appropriate action. All Police Organizations of country should declare targets of achieving 10% of female participation.
- i) Female officers should be appointed on key postings at all levels. Punjab Police has appointed lady officers as District Police Officers, it should further be extended to important assignments in junior ranks also.
- j) The aim of capacity building of police force cannot be fulfilled without emphasis on specialized training and capacity building of investigating officers. Centralized coordination in fields of training and capacity building should be done amongst the provincial and ICT police through National Police Bureau. Investigation is one of the major job of police. It has one of the most influential impacts on police image and reputation. Better qualified young people should be recruited as Investigation Officers and be specially trained also.
- k) Serious concerns are often observed regarding professional capacity of police officers which includes lack of forensic capabilities, modern investigation and interrogation training. Thus, due to this, police usually resort to torture to elicit confessions and earn bad reputations. Resultantly, masses are reluctant to report a crime to police and to communicate their grievances. Modern investigation tools and techniques should be taught to police and acquiring forensic evidence and safely transporting it to forensic labs are needed on urgent basis. All three provinces and ICT should take initiative to establish forensic labs on the model of Punjab Forensic Science Agency (PFSA).
- l) Postings in training institutes should be made mandatory part of career structure for all top performing officers. Officers appointed in institutes should be judged for their aptitude and educational background. Training institute appointment should be considered key assignments with fixed tenures. Presently these are considered sideline assignments. Officers posted on these assignments are here for decades so limiting the opportunities of new methodologies and initiatives.







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