



**RESEARCH PAPER**

**Governing Strategies in Re-Imaging Punjab Police: An Assessment**

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PAPER INFO	ABSTRACT
<p><b>Received:</b> February 28, 2022</p> <p><b>Accepted:</b> April 10, 2022</p> <p><b>Online:</b> April 15, 2022</p> <p><b>Keywords:</b> Colonial Legacy, Criminal Justice System, Good Governance, Mindset of Police, Public Perception, Public Service, Rule of Law,</p> <p><b>*Corresponding Author</b></p> <p>zulfiqar4192@g mail.com</p>	<p>Good governance is the framework of activities and behaviour of the state institutions with the pursuance of the career of the individuals to achieve the objective of the public good at large. Transparency, accountability and rule of law are the foremost checks in an efficient governance system (Pacific, 2012). Like other public sector departments of the Punjab, governance issues of policing are not unique to the Punjab Police. Mainly, the problems of governance in Punjab Police are due to the inherited legacy of colonial rule and mindset. The paper argues that inadequate and extremely varied ways the Punjab Police exercise its authority in the prevention and detection of crime is the source of dissatisfaction for the general public. The given preferences and adopting the policies to deal the community without considering the ingredients of good governance mismatch the Police at par with the community needs. The orthodox police governance is critical in maintaining public trust, upholding human rights, ensuring accountability, transparency, rule of law, and legitimacy (Suddle, Police-Executive Relationship in Pakistan, 2007). Qualitative policing depends on considerable changes in the criminal justice system for re-imaging police perception and impression to achieve the ultimate goal of good governance with transparency, equality and rule of law for the satisfaction of the community.</p>

**Introduction**

Governance is well defined as the process of decision making and implementations of the decisions (Imam, 2011). It is also designated as a process by which power is being exercised without clearly stating the ends being sought. Governance is defined as how authority is being exercised to achieve the target of public service delivery and the conduct of dealing with individuals within a regulating system in a global phenomenon. To elaborate, governance is the management of executive authority which ensures accountability, transparency, fairness, openness, responsiveness, rule of law, equity, inclusiveness, empowerment, and broad-based participation of the public affairs. The governance in most of the states depends upon the general behaviour and culture of the society. Public servants play a significant role in the advancement of any nation. The efficient and effective administration ensures rule of law which is a prerequisite of every democratic state. The disconnect between economic growth and public well-being is due to the misgovernance in every field of life (Haq, 1995). The inherited troubled system designed for the fulfillment of the interests of the British Raj has hardly resolved the public issues. The paradigm shift of

focus from national growth to individual welfare has been adopted by almost every modern state. The governance is linked with the duties as servants to the people and the state, fearlessly and honestly. Public service is the backbone of the state. Governments are formed, governments are defeated, prime ministers come and go, Ministers come and go but public servants stay on, and therefore, there is a very great responsibility placed on your shoulder (Azim, 14th April 1948).

Tragically, the plague of misgovernance rooted in the system has badly spoiled the police department due to its extraordinary involvement in the general public issues of justice. There are many critical instances relating to the misgovernance of the police system which needs to be addressed urgently with comprehensive transformation by dealing with existential challenges of police governance. One cannot change something without acknowledging or recognizing the issues of governance in Punjab Police in meeting the standards of values of freedom, equality, fair play, and justice. The citizens have serious reservations about the Police behaviour and practices that have evolved in the subcontinent over the decades aimed at restricting the freedom of the local peoples.

Efforts to modernize Police on the pattern of developed nations could not fit in the system of variable conditions as the western policing methods mismatch and contradict the cultural foundations of Punjab. The situation demands the open and transparent application of a fresh mind more than ever to figure out how to set the police on the right path with broadening choices of dispute resolutions to fulfill the will of the peoples. The status quo due to lack of coherent policies for the middle-level management in Punjab Police is the most specific problem which is a hurdle in improving governance. Another aspect contributing to misgovernance is that the bureaucratic elite enjoys sufficient freedom to exercise authority in managing internal affairs without proper check & balance of Punjab but the downward tilt in public service is a hurdle in competing with the global world (Rizvi, 2000).

### **Role of Police Within Criminal Justice System**

Punjab Police is one of the most important components of the criminal justice system along with the prosecution, judiciary, and prisons. The Criminal Justice structure in Punjab is derived from the Code of Criminal Procedure (Cr. PC) and Police exercise its authority of prevention and detection of crime under the various sections of the said code. Police register first information report of cognizable offenses under section 154, arrest accused conclude its finding in the shape of investigation on 173 prescribed form for trial in the court of law (Pakistan, 1898). Between the Police and Courts, there is another department called prosecution which determines the case fit for trial or otherwise.

Courts established under the Constitution of the Islamic Republic of Pakistan. The Supreme Court of Pakistan (SCP) is the premier court of the country being the final authority in all legal and constitutional matters. There is one High Court headed by chief justice based in Lahore and having three benches namely Rawalpindi, Multan, and Bahawalpur in Punjab. The High Court is the appellate forum for all civil and criminal cases within the territorial limits of the province of Punjab. Under the Constitution, Lahore High Court will exercise both its original and appellate jurisdiction for the enforcement of Fundamental Rights and review of judgments/orders of the subordinate courts in civil and criminal disputes. The judiciary has been more proactive in highlighting the subjects faced by general public and has repeatedly warned those undermining rule of law (Aziz, 2010).

The District and Session courts are functional in every district, with civil jurisdiction under West Pakistan Civil Court Ordinance 1962 and criminal jurisdiction under Code of Criminal Procedure (Cr. PC) 1898. The Session Court is also a trial court for severe criminal

offenses such as murder, rape, armed robbery, and others. It also serves as an appellate court for civil suits of lesser value. There are multiple Civil and 'Judicial Magistrates' Courts in every tehsil and district of Punjab. A Magistrate under the powers of Section 30 of the Code of Criminal Procedure 1898 has the authority to hear criminal cases, excluding those cases that would involve the death penalty as punishment (GoP, Cr. PC, 1898).

### **Challenges Being Faced by Punjab Police**

Punjab Police is a hard institution in terms of accepting inside & outside changes. The challenges in the wake of deteriorating law and order situation where police is the front line department in war on terrorism, yet most of the report that Police is ill equipped, poorly trained, under staffed and lacking in the requisite infrastructure (Rohde, 2011). Besides all these, at the same time, this institution stood resilient by proving its strength whilst dealing pressures, emergencies and crisis situations due to its authoritarian governance. In today's world the survival of institutions depends on absorbing the emerging technologies and innovations. It is considered opinion of almost all segments of the society that Police system require certain changes in its procedures and practices. It is due to the false and outdated version of policing that even the good performances failed to attract the general public perception. Both victim and accused of the crime have serious reservations regarding police abuse and obtaining justice in a system that is rigged against them. Police have the reputation for hard work & overburdened due to hectic duty hours but does not suffice to alter its associated image of the bad governance. The overcrowded jails with under trial prisoners are a question mark on the frontline department of Police an integral part of criminal justice system. The trust deficient between the public and law enforcement is main factor of police impression and perception. Extrajudicial dealings to forced compromise for which no accountability appears to be horizon. The province of Punjab is a mix of politics & religion population of more than 110 million. The society is converted to security country due to bordering challenges and infiltrations with multiple challenges for security & law enforcement agencies (Suddle, 2008). In such a scenario, image of police by the general public as well as the government functionaries is equally bad due to excessive use of force. The other sections of society are not far behind in blaming police when confronted with unpleasant incidents. The general public, whipped up by the local pressures of stake holders' side by side influences of the non-stake holders having vested interests, is led to believe that police play havoc with failure of reforms to change perpetuation. Misgovernance followed by another span of misgovernance which culminated in embarrassment have portrayed politically tainted police processes (Assistance, 1994).

### **Traditional Policing in Fierce Political & Religious Division of Society**

Irresponsible handlings of the incidents by Police are daily reported in electronic, print and social media which tarnish the image of Police. Pakistan had been facing internal security threats since its inceptions mostly due to uneven playing ground at home. The inside phobias of religion, cast, creed and culture played role in shaping the mode of the society. The basic instinct of the inhabitants is peace loving but growing tragedies shifted the mode of the nation. The Jihad's policy of the state during Afghan War (1989 to 1998) under the military rule in Pakistan to curtail USSR expansion triggered the divide of left and right wings duly sponsored by United States. The state of Pakistan willfully closed its eyes on the growing menace of intolerance, extremism, radicalism, sectarianism and injustices in the society (Waseem, 1994).

The complex dynamics of the Pakistani society remained source of concern for all stake holders of the state. Due to the short-sighted goals of the political parties the efforts for nation building could not be materialized which caused further divide of the people.

Otherwise, the people of Pakistan are peace loving as they proved it at the time of partition and accepted the leadership of modern great leader Muhammad Ali Jinnah. They were united regardless of any internal divide. The strife relationship with the neighbouring countries like India and Afghanistan added fuel to the fire. Not only this but many more factors contributed in the hazard security situation not only for inhabitants but also for the other countries of the region and globe.

### **Mistrust Engulfed**

The delayed promotions in junior ranks is itself gulf which needs to engulfed with fair play and timely promotions. The clerical delays in promotions in the name of so called static rules are duly endorsed by the CSP class. It has never been deliberated that time scale and otherwise promotions on the analogy of central superior service cadre promotion policy be given to the junior rank officers. The juniors are striving for justice of their basic rights and at the same time seniors are in search of loyalty amongst the subordinates rather than with the system. The varied class system of haves and have nots within the Police department is a hindrance in the way of deliverance (Waseem, 1994). Misgovernance can further be attributed in most spheres to the ineffective leadership that has been unable to govern due to rigid approach. Lack of discipline with too much disciplined approach is a liability on the seniors and source of worry for the junior ranks. The inability to deal with chaotic aftermath utter lack of competence. To evaluate someone's performance there should be quantifiable criteria but in Punjab pick & choose policy is adopted to evaluate one's performance. The no availability of KPIs is source of deprivation for those who can deliver better results. This is vexed question with no easy answers in an atmosphere where varied sections within the institution of haves and have nots exists.

### **Crisis Management through Authoritarian Role**

The authoritarian role designed for Police at the time of its inception in 1861 helped out in dealing with the crisis situations and emergencies. The front-line role in nerve fight against terrorism is a glaring example in favour of Police. To support United States after 9/11 accelerated the wave of terrorism in Pakistan. The countering strategies did not produce positive results. The Pakistan became the second battle field to pay back the Afghan war cost. The multi-dimensional Jihads growth is the direct impact of US sponsored Afghan war. The "Safe Havens" not only tarnished image of Pakistan across the globe but also threatened the innocent lives of citizens (Woodward, 2011). It was Punjab Police who turned the table in its favour with fierce action against the terrorists. Secondly, during the outbreak of COVID-19 pandemic, Police played an effective role in materializing the government policy of general and smart lock down. Due to the tight enforcement, it was possible that Pakistan remained safe as compared to the other nations on the globe.

### **Quality of Governance and Role of Leadership**

The incompetence & inefficiency are more dangerous elements which ruin the system as compared to the other mischievous acts of the officials. The legacy of challenges of governance within the Police can be overcome with active participation of the middle tier management in the decision-making process of the future policies. The visionary leadership enables the system to move ahead by listing others with established procedures to achieve the ultimate goal of good governance. The distraction by the seniors from the genuine problems of the field operations destroy the moral of the Police. The haphazard arrangements of every incident never bury problems but they spark again from the ashes. The reluctance to accept the existence of junior rank's officers opinion in administrative

affairs will continue spoiling the system as they are the real men in the field to deal with the community.

### **Perception over Misuse of Authority**

Police while on duty is exposed to the general community and media, which portrays a pitiable impression and poor image on general public. The media hawks and other deviant behaviours are having close eye on the movements of Police. In case any loophole is identified it came out in shape of media hypes. It is essential for law enforcer representing a disciplined force that his general conduct and movement should also be reflected from his outward appearance and body language. There is general notion that Police is seen to be compromised neutrality and impartiality in the performance of its routine functions. The tagged bullying behaviour is much irritating as compared to the red tapism by any department. Although it exists in almost every level of the bureaucratic hierarchy of government sector but due to more public interaction Police is much exposed in rigidly dealing the general public. The failure to ensure free registration of criminal cases and their free and impartial investigation is a big question mark on the face of Police. The accountability is unleashed only on the junior ranks which had an impact on how officials in field assignments are approaching the tasks (UNESCAP, 2012). A wave of fear through officialdom affecting the initiatives. Throughout the history, every political government believing in 'make shift arrangement, used Punjab Police for the oppression of the opponents. In the year 2002, a dedicated effort came out in the shape of Police order 2002, when policing was made the provincial subject. The present government of Pakistan Tehrik-i-Insaf won the election on the basis of manifesto of reforming the Police. After coming to power in 2018, the Punjab government on the direction of prime minister made a commission headed by former inspector general of police KPK, Mr Nasir Khan Durrani for steering the police out of political influences and interference but after few months Mr. Durrani resigned from the post owing to the differences over the frequent transfer/ posting of Provincial Police Officer, Punjab.

### **Public Perception Associated with Punjab Police**

Public perception is an important tool of statecraft. In democracies, governments mold their policies on the basis of public perception. It is unfortunate that Police could not succeed in building public perception despite of its sacrifices. Although viewing the Police in mainly negative terms but it is the institution of concern to the public and the government. Although more recently police in Punjab has played a vital role in war on terrorism, yet police as an institution has been largely viewed by public as an inefficient and incapable of combating crime (Suddle, 2008). The unpopular and discriminate policies for the higher and lower ranks simply promoted the interests of the elite hierarchy of the Police with direct bearing on governance. Very different behaviours of various Police officers with different training methods have impact on the Police governance. On the analogy of the middle-class role in uplifting any society, middle ranks officers of Punjab Police should be empowered to exercise authority delegated to them by law by stopping undue interreference by the senior hierarchy on the pretext of their capacity issues. Although committee formed for such issues give its recommendations and were incorporated into the, Police Order 2002. The authority may be measured with the accountability in the shape of outcomes of their decisions. The double standards to gauge the competence, professionalism and accountability amongst various cadres with mounted pressures have compromised the principles of good governance in Punjab Police having direct bearing on the performance to achieve the goal of public service delivery.

The public perception associated with the Punjab Police can be rectified by replacing the outdated version of policing in the biggest province of Pakistan. The importance of Provincial Public Safety Commission for developing mechanism for liaison between aggrieved citizens and police for providing relief has been established but without practical actions (GoP, 2002). It will highlight the de-linking lines of senior-junior hierarchy within Punjab Police which is a barrier in achieving the goal of good governance. The general perception that Police is an instrument of oppression rather than upholders of laws. The political interference in Police affairs have reasons for compromised performance with transparency. Strategically, to command the police and evaluate its effectiveness is not possible without understanding the role of police in a society along with ongoing practices of the department in the given criminal justice system. It is the government that must diagnose the core problem of governance and take lead in mainstreaming the middle rank officers.

### **Addressing Policing Issues—Way Forward**

The continuous tilt of the population towards urbanization is a threat to policing in cities. The urban proportion in big cities of Punjab is source of penetrating crime. To assist Police in urban areas, the high technological based e-surveillance is the solution as people feel offended by orthodox search and sweep methods but at the same time huge budgetary issues and maintenance cost is integral challenge in this regard. The project of Punjab Safe Cities Authorities established for the safety and security of the Lahore through modern technology was a costly initiative made operational at the cost of rupees 20 billion approximately in 2017 but dissatisfaction of the community continuing owing to weak operational monitoring enforcement. On an average 35% cameras out of 7569 totally installed cameras in the metropolitan city need to be addressed on daily basis (PSCA, 2021). The extended scope of Punjab Safe Cities Authorities project is a way forward to the future issues of urban policing.

It would be fairy tale to say that the concept of separation of operations from investigation practiced in Lahore under the umbrella of police order 2002 have solved the mystery of policing. Likewise, the experiments of specialized wings demonstrated cosmetic improvements. The specialized of Homicide and Narcotics Control units failed to prove their existence due to low conviction rate. Similarly, the poor economy of the province of Punjab cannot bear the heavy burden of various sidelined units i.e. Punjab Highway Patrol, Police Respond Unit, Dolphin, Elite Police Force, Special Protection Unit, Quick Response Force, Anti Riots Force, Police Constabulary. The only success story of the Counter Terrorism Department is directed associated with huge funding with least checks and balance system. To go with separate cadres, require resource generation by the department instead of relying on the public exchequer. The present allocation is not even sufficient to meet the day-to-day expenditures. More than 70% obsolete fleet on the charge of police have outlived its utility and is a liability, which require immediate replacement but fiscal needs cannot be fulfilled from the low GDP growth rate province. The enhanced POL requirement for operational duties on expanded roads is also a challenge for the government. Although police are not a revenue collection department for the government but it can build its own welfare projects on the pattern of Gujranwala, Sahiwal, Lahore, Mianwali and Sheikhpura districts. The most expectations are with the police station system and at the same time it is the most neglected unit in terms of assigning resources. The senior ranks are in the habit of saying do more to the station house officer without provision of resources and things are mostly done with it. No one ponder upon that if this system of ordering and nodding acquaintance is being done why and how? The police station which is basic unit of policing needs to be strengthened with ethics, human resource and logistic support. By amalgamation of all police into basic unit and introducing rotation wise shift system at police

station level can produce better results of public service. The constitutional amendments are required for community participation in decision making processes of the police stations. This way disputes will be resolved at local level and burden of piling up of cases in the courts will be lowered. The culture of protecting the sacred cows of the department, administration, tycoons and political elite needs to be abandoned altogether. Pay the police for the services required for personal interests.

The glorified stories of KPK government that special intelligence school and special investigation schools have changed the face of the police have nothing on ground. It was mere personality cult stories associated with former IGP Mr. Nasir Durrani as whole building was nowhere seen after his departure from the scene. In a mixed complex culture of Punjab, policing is not less than a jack of all trades to address the question whether incidents repeat in the course of history? The simple answer is big no. To have expertise in one incidence of crime is not solution to the other incidents although of similar nature but varies methods. Foreign courses and implementing western cultural trends in different cultural norms of Punjab are another aspect contributing in bad governance. The dichotomy of traditions, approaches, and issues cannot afford foreign policing here. Instead of wasting money and time on luxuries of foreign tours, there is need is to make the existing laws in compatible with the behaviour and requirements of the local community. The simple formula is that local problems demand for local solution.

### **Crafting Oneness in Society**

The vulnerabilities and sparks of extremism, intolerance, injustices and various divides are ruining the fabric of society (Waseem, 1994). Media hype in the shape of live coverage of petty issues created feelings of insecurity. The governments had tilted to support party workers rather than the general public policy. The polarizing conduct is source of frustration for the aggrieved parties to the case, thereby having direct bearing on the performance of Police. The cult of personality has further aggravated the institutional misgovernance as every officer implements his own choices for transitory results. The high chanting slogans of KPK Police during the tenure of Mr. Durrani is glaring example of personality cult. The problem-solving techniques with competence approach of facilitation are rarely applied in the Police system. The space created by the incapacitated politicians is filled by the “establishment” especially backed by the military elite who claim to be the stake holders of the state in the name of security (Waseem, 1994). Even the internal peace and security is safeguarded by Police with the support of army.

### **Media Management**

The yellowest journalism ruled the decade which weakened the foundations of the state institutions. The incapacitated civil institutional failing to coup with this menace. On the other hand, too much securitization in the name of national security and national interests are source of irritation for the general public. Due to the inadequate arrangement and engagement by the political governments throughout their rule have resulted in lack of trust among the masses that civil institutions are incapable to bring them out of this fussy situation. The poverty ridden class is easy tool and pray in the hands of anti-state actors. The economy of the state has direct link with the security of the country and vis-a-vis. The corruption and allegation of corruption by mostly the mainstream political parties ruled the last decade. The rigging in poles is common phenomenon to get power at the cost of the development. The credibility of Police is always doubted

### **Community Mobilization Approach**

Once the people feel disgraceful while reporting their genuine issues, especially relating to sexual abuse with children and the public awareness to report such incidents without any hesitation is a shift of behaviour and a sign of awareness. Times has gone when public avoided to argue Police for their rights. Even the exaggerated first information reports are recorded in police stations to put pressure not only on Police but also to the accused party of the case. The visible change in public narrative is posing pressure on police to perform well. Alternate dispute resolution methods with the active involvement of the citizens in the resolving local issues is an old technique but have not been given standing by law. The collective impact approach may solve the riddle of misgovernance.

### **Approach to Decision Making**

Valuing the expertise is framed on the proverb "to give the devil his due". The leadership should be capable enough to select the right person for the right job for better performance of the department. The jack of all trades and master of non are best suited to the Police due to variant natures of the job in the country of weak economy whereas specialist cadre are suited to the strong economies. The cultural variants also demand the mixed policing method approach in a country like Pakistan. The incidents are never repeated therefore expert of any single incident may not handle the second incident of the same offence but with a different scenario.

### **E-Policing**

There is dire need to minimize public interaction by paradigm shifting from physical policing to the e-policing for the public. The policing services from home may help grow better public perception, especially for those who are well versed in using IT applications. Shifting trend of policing by consent, not coercion by tailoring to the needs of the citizenry as per their choice is required. The online access to the police stations may reduce behavioural and other related issues of problem solving. The automated unified number, e-mail, WhatsApp, Twitter, Facebook, Helpline and other IT based policing initiatives relating to criminal offences be accessed to the general public with dedicated login for every citizen to lodge cognizable reports while sitting at home. By this way, at least Police can settle petty crimes without physical interaction with the proactive community. However, at the same time laws should be modified with heavy fines for false reporting of incidents to save time and resources spent on such activity.

### **Conclusion**

Punjab Police is a case study of providing internal security to the inhabitants and maintain law & order that is a primary responsibility of the state. It has a distinctive role of self-governance in different demography's across Punjab consisting of more than 120 million people (PBS, 2020). In Punjab Police, the governance issue is more acute as the leadership vision and supervision failed to channelize the consistent performance. Punjab Police is perceived to be heavily influenced by the senior's involvement in the process of policing during the course of registration of cases, investigations and other processes. This sends wrong signals to the gross root level officers and such a mode of governance cannot produce desired results of public service delivery. It would be far advisable for the senior hierarchy to empower and trust the middle managerial field staff officers to get them perform in their daily routine businesses. In the present situation, good governance does not seem to be visible in Punjab Police due to too much centralization of the authority. The need of the hour is to focus on the better performance delivery by implementing established rules



of procedures compatible with the modern world. It may also be kept in mind that Police is reflection of the society and policemen are selected from the same community & vicinity. That the police are what the society behaves and acts. It is question for all community members that why it is felt that Policemen go against the norms of the area after joining the department. Perhaps, the basic unit of society which is family thinks differently about Police but Police practices are altogether different with the requirements of the society. The second approach is that Police did not left aside the colonial mindset of ruling the public instead of serving the community according to the aspiration of the community. By considering both side of approaches it would be more practical to reform family unit, society as well as police so that compatible relationship could develop for harmonious policing with taking cares of mutual interests of the society and government.

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