

## STATE OF WOMEN POLICING



Report of the Women's Parliamentary Caucus  
based upon the visit of the Women Police Station  
in Islamabad Capital Territory  
November 29, 2008

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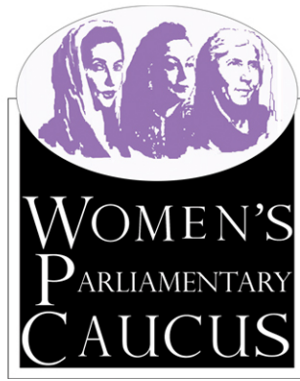
First printing February 2009

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This report has been developed with the assistance from SDPD(UNDP)



Designed and printed by  
Ace-Productions  
House no. 350, Street 64,  
I-8/3, Islamabad.



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First printing February 2009

Reprinting in 2012 with the assistance of  
UN WOMEN Pakistan



This report is dedicated to  
**Shaheed Mohtarma Benazir Bhutto**  
who laid the foundation of  
Women Police Stations in Pakistan

“This is a historic moment that I am inaugurating the  
first Women Police Station.”

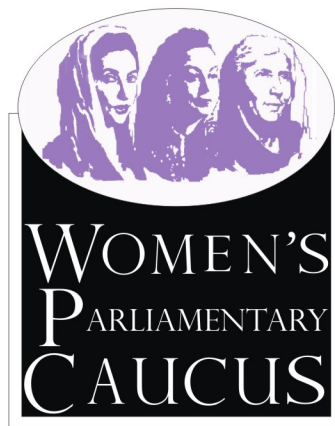
“The Government has decided to open Women Police  
Stations in the entire country so that women may get  
easy access to their legal rights.”

“Women Police Stations are a step towards justice.  
Today women are being treated as if they were the  
accused. I want you, the women of my country, to be  
recruited in the police so that you may catch the  
criminals and the accused yourself.”

Extracts from Shaheed Mohtarma Benazir Bhutto's  
Inaugural Speech on 24<sup>th</sup> January 1994



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## ACKNOWLEDGMENTS

The Women's Parliamentary Caucus (WPC) Secretariat would like to thank all those who contributed towards the compilation of this Visit Report to the Islamabad Capital Territory Women Police Station.


To begin with, the WPC is deeply indebted to its Patron, Dr. Fehmida Mirza, the Honourable Speaker of the National Assembly of Pakistan, for her support and guidance in the preparation of this Report.

We would like to thank Shahnaz Wazir Ali, Special Assistant to the Prime Minister Dr. Attiya Inayatullah, Bushra Gauhar, Chairman Standing Committee On Ministry of Women and Development, and Farzana Raja Chairperson Benazir Income Support Programme for their comments and insights. In addition we would like to thank the WPC Working Council Members (In alphabetic order): Asiya Nasir, Dr. Azra Fazal Pacheho, Dr. Donya Aziz, Begum Ishrat Ashraf, Khushbakht Shujaat, Nuzhat Sadiq, Saima Akhtar Bharwana and Reena Kumari for their contributions.

We would also like to acknowledge keen interest of the WPC Members who took part in the 2nd General Assembly of the WPC which discussed the findings of the team. Their valuable suggestions provided the basis to formulate the final recommendations. These include (in alphabetical order): Asma Arbab Alamgir, Begum Bushra Rehman, Justice (R) Fakharunnissa Khokhar, Farahnaz Isphahani, Farzana Mushtaq Ghani, Fauzia Ejaz, Fiza Junejo, Kashmala Tariq, Khalida Mansoor, Marvi Memon, Mehreen Anwar Raja (Minister of State for Parliamentary Affairs), Memoona Hashmi, Dr. Mehreen Bhutto, Begum Naseem Chaudhary, Nighat Parveen Mir, Nosheen Saeed, Parveen Bhatti, Qudsia Arshad, Raheela Baluch, Rubina Qaim Khani, Rukhsana Bangash, Samina Khalid Ghurki (Federal Minister for Social Development), Shaheen Ishfaq, Shahnaz Saleem, Shahnaz Sheikh, Mrs. Shakeela Khanum Rashid, Shereen Arshad Khan, Begum Tahira Aurangzeb, Tasneem Siddiqui, Begum Tehmina Daultana and Yasmeen Rehman.

The cooperation of Mr. Rehman Malik, Advisor on Interior and other officials of the Ministry of Interior was also of great value. We would also like to thank the Inspector General of Islamabad Police Mr. Asghar Raza Gardazi and his team for facilitating the WPC's visit to Women's Police Station and for the briefing on this issue. The enthusiasm and vigour of DSP Zahida Parveen, SHO Sadaf Basharat and other women police officials was equally moving.

Finally, the WPC is immensely grateful to Ms Marvi Sarmad, the National Programme Manager "Strengthening Democracy through Parliament Development in Pakistan (SDPD) of the UNDP for the generous financial support in the printing and publication of this Report.



(Nafisa Shah)  
Secretary  
Women's Parliamentary Caucus



(Syed Shamoona Hashmi)  
Coordinator WPC  
Deputy Secretary National Assembly

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## PREFACE

There's an old saying: "Women hold half of the sky."

I would further venture to say that 'Women are the axis about which this world rotates.' Their accomplishments vary from farms to factories, from cabbies to space shuttles and from the household affairs to National and International affairs. Our society would have surely not advanced to its present state, had it not been for women contributing endlessly and ceaselessly, in every sphere of life.



Society on the other hand has treated women as an orphaned child, never acknowledged or nurtured. Discrimination against women is as old as history itself whether it is the women of the East or the West.

This antiquated mentality has been festering in our society and impeding the path of progress and prosperity. It is high time that we realise that our country is deprived of the treasure trove that it possesses in the form of energy, talent and zeal from this one half of its population. The need for encouraging young girls and women to follow their dreams through equal accessibility to education, training, job opportunities, credit availability and other amenities is imperative to becoming active members of society. We must not forget that the women empowerment constitutes a valuable contribution to a nation's social and economic development.

The Founder of the Nation, Quaid-e-Azam Mohammad Ali Jinnah ascribed women to be "the prime architects," and demonstrated this conviction by according equal respect and regard to his sister Mohtarma Fatima Jinnah. The long spells of tyranny, however, derailed the nation from its chosen path as, like other marginalized sections of society, women too languished in despair.

Return to democracy has brought hope for women--- hope for a new beginning and equal opportunities. In Shaheed Mohtarma Benazir Bhutto, these hopes of the women of Pakistan were epitomized. A new era of women empowerment dawned on the country. Opening of First Women Bank, appointment of women judges, high-ranking officials, launch of 5000-strong women health workers programme and, most important: Women Police Stations (WPS) were few of the indicators of the radical change to the old doctrines.



Women Police Stations are a unique experiment and a great phenomenon for the Pakistani society. The idea of separate and independent women policing was seen as a major step towards a secure and protective environment where women would seek justice without fear and discrimination.

It is sadly noted that the progress report of WPS belies its founding ideals. Lack of resources, inefficiency and sheer neglect from the State has marred this courageous and daring step towards women's liberation. It also explains how the abrupt and successive change in priorities with the change of governments has hindered the growth of strong institutions.

The Women's Parliamentary Caucus is an innovative step towards attaining a strong and sustained representation and a voice to the vital issues of women in the society. This forum cuts across the party lines, the regional differences and religious sects. The fact that 76 women have reached the National Assembly and as many as 17 women currently sit in the Senate, calls for a greater and meaningful role from these Parliamentarians. It was in this very spirit that all women MNAs have joined hands to work together and be a medium of expression for the women's cause in the corridors of power. Realizing the importunate need of WPS, this caucus has made it the first test case, to study the working (or non-working) of Women police Stations. This Report is based upon those very observations, assessments and recommendations.

A humble effort on part of a newly-created forum, this Report nevertheless seeks re-focusing of priorities by drawing the attention of all stake-holders – the Parliament, the Government, its line departments, and the civil society to help create a better environment by rebuilding depleted, weak and crumbling institutions.

At the same time, it is the first stone in a quite pond of women suffering. That it will create a stir, initiating a chain reaction towards betterment, we all earnestly hope.



(Dr. Fehmida Mirza)



## 1. EXECUTIVE SUMMARY

The Women's Parliamentary Caucus (WPC) visited the Women Police Station on November 29<sup>th</sup> 2008. The objective was to give an impetus to the Women Police by constructively engaging with the Police Department.

The Women Police Station was a part of Mohtarma Shaheed Benazir Bhutto's vision and goal to empower the women of Pakistan. It was during her second tenure as Prime Minister when the scheme of separate Women Police Stations was launched and she herself inaugurated the "Model Women Police Station" in Rawalpindi on 25<sup>th</sup> January, 1994. Later, on 15<sup>th</sup> June, 1994, Mohtarma inaugurated the second WPS in Islamabad. This report is based on the visit of the same Police Station in Islamabad, focusing on its state of affairs 15 years after it was launch.

This report provides in detail the observations and recommendations of the visit and is a modest contribution of the women parliamentarians towards oversight and institution building.

The women parliamentarians have observed that these police stations are victims of neglect and budgetary constraints. It was observed that there was insufficient staff and a complete lack of facilities to the women police. It was of great concern to note that no proper building had been provided to the Women Police Station. The parliamentarians further noted that not a single crime was reported in the Women Police Stations since end of 2007. While talking to the police officials, it was realised that the objectives of the Women Police Stations seemed vague with operational responsibilities limited to receiving directives from and providing support to the mainstream police stations in the Capital Territory. It was obvious that the women officials have little space to make independent decisions and initiatives. It was also observed that women are poorly recruited. In the entire Capital Territory, there were only one hundred and fifty seven women officials. Further, there is inadequate capacity to deal with cases of sexual harassment and rape.

This report recommends that the concerned ministries, namely the Ministry of Interior and the Ministry of Women Development, prepare a detailed policy report and plan of action on strengthening women police and mainstreaming them. It further recommends that the Standing Committee on Interior in the Parliament should set up a permanent subcommittee on policing, so that the problems of law enforcing agencies are constantly under the surveillance of the Parliament. Here, special focus must be made on strengthening women police.

At the same time, there is a felt need of re-orienting police training on gender sensitive lines. The interviews conducted on the sidelines of the visit indicate that the general prevalent attitude in the police department is largely apathetic towards women.

On a more specific level, women parliamentarians recommend that:

- Higher budgetary commitments must be made for Women Police Stations;
- The development funds provided to the MNAs should have provision for their spending on police stations as well.
- Women police desks may be set up in every Police Station;
- Women Police desks may also be set up in every Civil Hospital in order to monitor and report women related crimes;
- Immediate recruitment of women police officials may be begun and the quota reserved for women in police should be filled;
- There should be an easy access, in form of a hotline, for all those NGOs working on women and crime to quickly reach the responsible officials.
- There should be counseling in all the colleges and universities to join women police force.
- The registrations which have been halted in the Women Police Stations must be resumed forthwith.

There are further recommendations on updating the police rules and procedures to facilitate Women Police and involve them in the general policing. It has been noted that a career line is missing and so the report recommends an immediate one step promotion to all the women police officials to increase their confidence in the police service and to motivate them.

## 2. BACKGROUND

The idea of separate Women Police Stations, with an aim to facilitate women, first came into prominence with the establishment of world's first Women Police Station in Saint Pulou, Brazil in 1985.

India adopted the idea in 1992 when the first female Women Police Station was opened in the city of Chennai, Tamil Nadu. Today, there are more than 600 Women Police Stations working in these countries.

In Pakistan, Women Police Stations are truly regarded as a legacy of Shaheed Mohtarma Benazir Bhutto, who set up these stations as a part of her vision of empowering the women of Pakistan. Initially, these stations were established in the cities of Rawalpindi, Islamabad, Karachi, Peshawar, Abbottabad and Saidu Sharif and later on opened in each district headquarter of the country.



Mohtarma Shaheed Benazir Bhutto Inaugurating the Women's Police Station in Islamabad, (January 25 1994)

These Police Stations were set up to provide a space to women to report crime and seek easy access to justice. At the same time, the creation of separate Police Stations for women put a greater focus on women's participation in law enforcement. These stations were originally conceived to be for both training and recruiting grounds for women police officials.



According to the initial plans, with the increase in the number of these stations, the recruitment of women in the police would increase automatically.

However, with the dismissal of the elected government, these police stations were completely neglected. No further recruitment of women took place and these police stations were marginalised as were women in the police. This can be assessed by the fact that no expansion of Women Police Station has taken place since the inception of the programme.

This state of neglect is evident from numerous studies, reports and observations by the Civil Society and the Press. According to one such report:

“Government interventions to protect women or to improve women's conditions lack focus and seriousness of purpose, and changes introduced by the Government only address the issue at a superficial level. The only instance of the police force being 'sensitive' to gender issues was the establishment of women police stations, an initiative that has failed to meet its goals. Women police stations were established by the government of Prime Minister Benazir Bhutto. Staffed by women, their objective is to facilitate victims of gender violence and to address women's reluctance to approach male-dominated police stations with their complaints. These police stations are also assumed to treat the women accused according to the law and to avoid the issues arising out of custodial power associated with policemen. In fact, however, the women police stations are ineffectual. They are not allowed to register and investigate cases; most of the staff is untrained, and some are reportedly even illiterate.

Women police stations often lack basic facilities such as telephones and means of transport. In some cases, these police stations have actually become examples of female disempowerment; in conservative areas such as Peshawar, the policewomen are not allowed to leave the police station without the permission of senior male police officers.”

Source: SDPI Research and News Bulletin  
Vol. 13, No. 2 & 3 (March - June, 2006)

### 3. THE VISITING DELEGATION OF WPC

Keeping its objective to oversee the working of government departments in the context of gender, the Working Council of the Women's Parliamentary Caucus decided to undertake a visit to the Islamabad Capital Territory (ICT) Women's Police Station, lead by the Speaker of the National Assembly and the Patron of WPC Dr. Fehmida Mirza.

The delegation comprised the following:-

a.	Dr. Fehmida Mirza	Patron
b.	Nafisa Shah	Secretary
c.	Nuzhat Sadiq	Treasurer
d.	Bushra Gohar	Member Working Council
e.	Dr. Donya Aziz	Member Working Council
f.	Saima Akhtar Bharwana	Member Working Council
g.	Farzana Raja	(On Special Invitation)

### 4. OBJECTIVES OF THE VISIT

The objectives for undertaking this visit were:

- To initiate a process for making law enforcement effective and sensitive to women's concerns in the country;
- To review the working of Women Police Stations and to understand the problems that are being faced by them;
- To come up with recommendations to enhance and strengthen women's participation in law enforcement and to suggest ways to improve the working of the Women Police Stations.



## 5. THE VISIT

The first part of the mission was to visit “RESCUE 15” Centre where a briefing had been arranged by the IG Police (ICT), Asghar Raza Gardezi. The second part of the visit was to the Women Police Station in Sitara Market area in Islamabad.



Briefing at the 15 to the Women Parliamentarians

### 5.1 The “RESCUE 15” Briefing

On arrival at the “RESCUE 15” Centre, the Islamabad Police presented a guard of honour to the Speaker of the National Assembly. Afterward, a briefing was arranged in which senior police officials of Islamabad Police, the IG, the SP, DSP etc. participated. The two senior women officials of the Women Police Station, namely the DSP Zahida Parveen and SHO Sadaf Basharat were present on the occasion as well.

In the briefing, the members of the WPC were informed about the present condition, the staff, the functions, and the constraints faced by the Women Police Station. The copy of the briefing is attached as Annex-I of this Report.

The delegation was informed that there are a total of 157 Women Police officials, including one DSP and one SHO.

The functions of women police were broadly:

1. To locate and search women criminals;
2. To guard and escort women prisoners to courts and then to respective jails,
3. To regulate women crowds at places of entertainment, markets, and public functions;
4. To assist male police in handling women in the processions;
5. To interrogate women criminals, or examine women victims and witnesses;
6. To investigate theft committed by the female servants;
7. To deal with scuffles amongst women;
8. To take up the case of abandoned women and children and transfer them to Dar-ul-Aman and Edhi homes;
9. To deal with applications of domestic violence against women;
10. To rescue and rehabilitate needy women.

The total number of cases registered since inception was two hundred and eight (208), out of which nearly seventy five per cent (75%) were theft cases, three (03) murder, ten (10) zina/kidnapping etc (See Table below).

Cases Registered Since Inception

OFFENCE	NO. OF CASES
MURDER	03
ATTEMPTED MURDER	06
HURT	35
ZINA/KIDNAPPING	10
THEFT	152
DACOITY	01
NARCOTICS	04

Source: Islamabad Police

The parliamentarians were briefed about the problems faced by women police, which were stated to be overworked and the double burdened of looking after home and families, and low social acceptability of women working for long hours.

Constraints cited in the briefing were:

- Shortage of staff;
- Insufficient accommodation and transportation;
- Poor salary structure;

- Lack of a lady prosecutor to handle the cases related to women in the courts;
- Lack of training in investigation skills.

The IG emphasized the point that Islamabad Police was paid less than Punjab Police and Motorway Police and had longer shifts because of poor staff position.

Similarly, Women Police Station had an acute shortage of staff, and as a result women police had to work long hours, with no remunerations.

## 5.2 Visit to the Women Police Station

The members of the delegation visited the Women Police Station, which is located in Sitara Market area of Islamabad. It was noted that the place was not adequately provided for as a police station. There was neither a proper reporting room, nor a record room, and the lock-ups were in a poor state. It is significant to note that despite being called a “police station”, no complaints were registered here during 2008. It is possible that this was more by design than default, as earlier the team had been briefed that the complaints are not recorded anymore in that police station.

The number of lock ups too was insufficient. There was a total staff of around 46 in the Police Station, provided with only one vehicle. Women police officials complained of shortage of staff and other facilities, low budgets and lack of transport for their day to day work. It was also informed that Shaheed Mohtarma Benazir Bhutto had allocated an amount of 10 million rupees for a separate building for the Women's Police Station, but after the end of her government, that project was left in abeyance. (For Mohtarma's Speech, see Appendix-III)

### Women's Strength in Police in Islamabad

S#	FORMATION	AVAILABLE STRENGTH						
		DSP	IP	SI	ASI	HC	Cs	TOTAL
1	CAPITAL CITY POLICE	01	-	01	02	02	40	46
2	CAPITAL SECURITY POLICE	01	-	01	-	07	67	76
3	TRAFFIC POLICE		01	-	-	-	11	12
4	SPECIAL BRANCH		-	-	-	1	06	07
5	HEADQUARTERS	-	-	-	-	07	09	16
TOTAL		02	01	02	02	17	134	157



## 6. OBSERVATIONS

### 6.1 Poor Budgetary Allocation

It seems that negligible budget is allocated to the upkeep and maintenance of Women Police Station. Although the group was not briefed on the budgetary allocations, it was told that funds were required even for simple day-to-day requirements such as the stationary used in the Police Station, the provision of food\* to those in the lock up and the maintenance cost. It is not clear as to what prevented the higher police officials from allocating required amount to Women Police Stations for their basic requirements.

### 6.2 Staff and Responsibilities

The Women Police Station has insufficient staff and unclear decision making and ambiguous operational responsibilities. The linkages with mainstream police are also not clear.

### 6.3 Lack of Infrastructure Facilities

It is a matter of concern that till date, no proper building has been provided to the women police. The present building is a Sewing Centre of the Capital Development Authority of Islamabad and hence is an adhoc arrangement. The location of the Police Station does not provide easy public access. Furthermore, the lock-up and residential facilities were both inadequate. There was only one vehicle allocated to the Station, which is insufficient to meet the requirement of the staff and their workload. There was no fax facility, photostat machine and no security cameras installed in the Police Station.

### 6.4 Low or Negligible Reporting of Crime in Women Police Stations

In 2008, not a single crime was reported in the Women Police Stations. This is so because of the decision of central police to shift crime reporting to other Police Stations as there seem to be no investigating officers available in the Women Police Stations. According to the information gathered by the parliamentarians, the case register was closed in 2007. Since the inception in 1994, in a period of 14 years only about two hundred cases were registered. Surprisingly no cases of rape, harassment or domestic violence were registered in this period.

### 6.5 Supplementary Work of Other Police Stations

The objectives of the Women Police Stations seem vague with operational responsibilities limited to receiving directives from, and providing support to the mainstream police stations in the ICT. The main function of the Women Police Station is to assist or supplement their male counterparts. The police station seemed to service the female prisoners of other police

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\* It has been reported that the detainees of the lock-up are not provided with meals as they are asked to arrange the same themselves.

stations, to take them to courts for hearings. In other words, the Women Police Station was working like a women's lock up service rather than a police station where crime was registered, processed, and charge-sheeted. With no registration of crime, the operational capacity and the investigation side of the women police stand undermined. The women police officers here seem to be working under the direction of the main police, with no clear roles and responsibilities which should be assigned to them in rules and procedures.

#### 6.6 Lack of Autonomy in Operational and Investigative Matters

It was obvious that the women officials had little space to make independent decisions and initiatives. Most activity was directed by higher officials, including raids. As no cases were registered in the Women Police Station, the women police seemed further disempowered as they could now neither register nor investigate the cases as was their original mandate.

#### 6.7 Poor Recruitment of Women in the Police

It was informed in the briefings that only 157 women police officers were there in Islamabad as compared to the male staff which comprised of about 10,000. However, no reasons were given as to why women were not recruited all these years, despite the admission that there was shortage of women police.

#### 6.8 Inadequate Capacity to Deal with Harassment or Violence against Women Cases

Women were not trained to deal effectively with women victims of abuse. At the police station, the delegation heard women police staff favouring mediations in case of complaint of domestic abuse. It is unlikely that such complaints are even registered. Even within women police staff, there were cases of complaints of harassment. However, in the absence of rules, these complaints did not seem to be adequately addressed by the male staff.



## 7. 2<sup>nd</sup> GENERAL ASSEMBLY OF WPC AND THE BRIEFING ON “GENDER REFORMS POLICE” BY ADVISOR ON INTERIOR

The observations of the above-stated visit by the Working Council were placed before the 2nd General Assembly of the Women's Parliamentary Caucus, which was held on December 18, 2008. Apart from the heated discussion on the issue through an active participation of the WPC members, a briefing on Gender Reforms in the police department was also given to the members by the Advisor on Interior, Mr. Rehman Malik. The said briefing is attached as Annex-III.

This meeting of the General Assembly was also attended by the then Director General National Police Bureau, Mr. Tariq Khosa. Mr. Khosa assured the WPC General Assembly that assured on behalf of the Ministry of Interiors that the recommendations from the parliamentarians would be given due importance and weight



Mr. Rehman Malik, Advisor on Interior briefing the General Assembly on Gender Reforms

## 8. RECOMMENDATIONS

In the light of the briefings, observations, and after a detailed discussion on the subject in the General Assembly of the WPC, held on December 19, 2008, the Women's Parliamentary Caucus makes the following recommendations to the Ministry of Interior, the Ministry of Women Development (MOWD) and the Ministry of Law.

### 8.1 Comprehensive Policy for Improvement and Enhancement of Women Policing

The group recommends that the Federal Ministries of Interior and Women Development jointly prepare a comprehensive policy for improvement and strengthening of women policing in Pakistan, and provide such recommendations to the provincial governments as well.

This policy should assess the need and the areas where women should be included in the larger proportion in law enforcement, provision of security, Traffic Police etc.

The proposed policy should also define the linkages between Women Police Stations and the mainstream police, and consider enhancing the inclusion of women in paramilitary forces and other law enforcement agencies as well. The policy should also include a 'Plan of Action' which gives a time frame for implementation of the policy.

### 8.2 Review of Police Order 2002

With reference to 8.1, it is strongly recommended to have a detailed gender-based review of Police Order 2002. The fact that the said legislation does not even mention Women Police Station or women police force clearly reflects the fact that women policing is not recognized as an entity and hence has not been provided with a defined infrastructural support in shape of well-defined powers, facilities, responsibilities and duties.

### 8.3 A Parliamentary Subcommittee on Policing under Standing Committee on Interior

The WPC recommends that a Parliamentary Subcommittee on Policing may be set up to oversee the functioning of the police in general, but it is suggested that within this committee, focus should be placed on women police so as to emphasise parliamentary oversight on the working of Women Police Stations as a permanent concern.

### 8.4 Provision of Budgetary and Infrastructure Facilities to Women Police Stations

The Ministry of Interior may provide for a larger share of budgetary resources in keeping with the requirement of the job. As an immediate measure, as a result of the visit, the WPC would like the Ministry to provide additional vehicles and announce an allocation that Shaheed Mohtarma had made for a separate building for the Women Police Station.



### 8.5 Amendments in Rules and Procedures

The setting up of Women Police Stations necessitated amendments in rules and procedures to clarify the role and responsibilities of women in the police. As this was not done, the Women Police Stations functioned as an adhoc measure.

It is recommended that Police Rules and Procedures are reviewed by the Ministry of Law and Ministry for Women Development to create space for women in decision-making, encourage recruitment, provide upward professional mobility and skills development opportunity, job security, improved work environment and conditions and motivation.

The rules and procedures also need to be reviewed to ensure that human rights of citizens, especially women, are not violated when maintaining law and order, during registering of cases and/or in police custody etc. Institutional grievance redressal procedures for harassment or Standard Operating Procedures(SOPs) must be devised specially to address cases of domestic violence, sexual harassment, rape and other gender-based violence.

### 8.6 Recruitment of Women

The negligible recruitment of women in the police has contributed to their invisibility. More recruitment would give a head-start to women's policing. At present, there are only 157 women in the ICT police compared with 9344 male police, which is about 1.68 per cent. The policy makers may start with the women police by enforcing the 10 per cent quota reserved for women which is now a part of budget allocation. To prepare grounds for this recruitment, women specific posts must be immediately created and recruitments should be carried out against new vacancies.

### 8.7 Gender Based Training

The women staff states that they prefer mediations between men and women, when there are complaints of harassment of women or cases of domestic violence. Gender based training is a prerequisite to address the complexities of complaints of violence and harassment that women face in their everyday lives.

At the same time gender training is required by the male police as well so they know how to communicate, escort and deal with women prisoners, protestors, processions, gatherings etc.

### 8.8 Reopening of the Registration of Crime

The group strongly recommends reopening of the registration of crime in the Women Police Station in accordance with their original mandate as an immediate measure. The SHO Women Police Station should have the same authority and power to carry out operation exercises. In

addition an Investigating officer (IO) should be appointed.

#### 8.9 A Career Line for Women Police Officials

As there are no separate allocations at present for women police in higher ranks, there seems to be little motivation to join the police as women see little growth in their careers. Promotions for women police are slow thereby causing de-motivation in their ranks. It is recommended that more posts be created for women officials at various ranks so as to give a career line to the officers, and a system of quicker promotions. As an immediate measure, women police officers may be encouraged by giving all of them a quick promotion.

#### 8.10 Mainstreaming Women Police

At present Women Police Stations are pigeonholed and marginalised units, which have little authority and support to implement their mandates. Women Police Stations need to be expanded across the country by including women's special cells in each of the major police stations, with their head-offices in the Central Women Police Stations. In this way, women police officials would work alongside the male staff and perform their functions as a part of mainstream force.

#### 8.11 Women Police Desks in All Police Stations

As a predominant number of cases are first reported to the nearby police stations, and while the Women Police Stations are only restricted to the district headquarters, it is recommended that every police station should have women desk, managed by a woman police officer. All cases, pertaining to women be reported and monitored from this desk.

#### 8.12 Women Police Desks in All Civil Hospitals

The group also recommends setting-up women police desks in all the Civil Hospitals so as to take into account the cases of domestic violence, harassment, rape etc. This is essential so as to bring on record those “missing cases” of injustice against women, which are usually not reported in the police stations.

#### 8.13 Two-Digit Hotline --- Women-in-Distress Helpline

There should be an easy access, in form of a two-digit hotline (like 17, 18, 15 etc.) for all those NGOs working on women and crime to quickly reach the responsible officials in case of an emergency. Besides, such a line would be highly beneficial for any woman in distress and in need of urgent help and care..

## 9. CONCLUSION

The project of Women Police must be expanded and completed in accordance with the vision of Mohtarma Shaheed Benazir Bhutto, who conceived of this institution as a key instrument to give confidence and power to the women of Pakistan.

The constitutional commitments, as enshrined in Articles 25, 26, 27, and 34, which guarantee to protect women, and then promise to ensure that there is no discrimination on the basis of sex, necessitate the strengthening of this very important section of policing.

Strengthening women policing is not only a step towards empowerment of women, it is also a necessary step to improve the overall law enforcement and policing. The words of IG Police Gardezi, are significant here:

“We need more women in the police for our effective functioning”, admitting therefore that women's inclusion in police would strengthen mainstream policing as well.”

This admission shows that as such there is no gender bias to the inclusion of women in policing and is a felt need of the department. Since it is a requirement of mainstream police, women's involvement in law enforcement services, Traffic Police, security etc. is imperative to the goal of a better police force.

Visibilities of more women police officials will increase a sense of security among women and will help address the serious issue of discrimination against women.

The proposed observations and recommendations are a small effort by WPC to give an impetus to the Government to create a systemic strengthening of women policing in Pakistan.

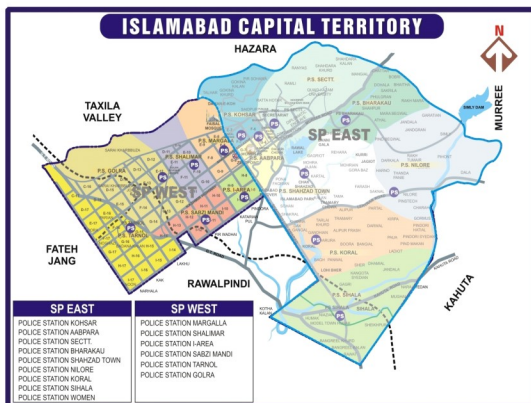
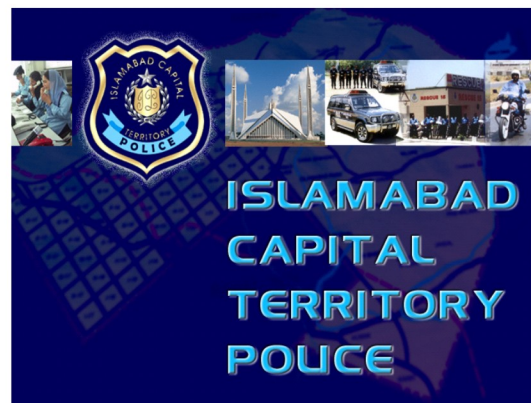


## APPENDICES

- I. Presentation by the Islamabad Capital Territory Police (ICT) on 29<sup>th</sup> November 2008
- II. Report on Women Police Stations by the ICT Police
- III. Presentation by the Advisor on Interior in the WPC's 2<sup>nd</sup> General Assembly, 18<sup>th</sup> December 2008
- IV. Copy of Shaheed Mohtarma Benazir Bhutto's Speech at the Inaugural of the ICT Women Police Station on 24<sup>th</sup> January 1994

## Annex-I

Presentation by the Islamabad Capital Territory Police (ICT) to the Women Parliamentary Caucus  
on 29<sup>th</sup> November 2008



### REMARKS BY MOHTRAMA BENAZIR

*It is a special privilege to inaugurate the first Women's Police Station. I pray that the Women's Police Station will help curb crime against women.*

*With good wishes.*

*Benazir Bhutto*

### RATIONALE OF SEPARATE PS FOR WOMEN

- OURS BEING AN ISLAMIC SOCIETY, HANDLING OF WOMEN BY LADY POLICE OFFICERS IS MORE ACCEPTABLE
- EASIER ACCESSIBILITY
- EASIER FOR WOMEN TO DISCUSS THEIR PROBLEMS AND ISSUES WITH LADY OFFICERS
- LADY POLICE OFFICERS PROVIDE MORE COMPASSIONATE HEARING TO THE OPPRESSED WOMEN

## HUMAN RESOURCE

S#	FORMATION	AVAILABLE STRENGTH						
		DSP	IP	SI	ASI	HC	Cs	TOTAL
1	CAPITAL CITY POLICE	01	-	01	02	02	40	46
2	CAPITAL SECURITY POLICE	01	-	01	-	07	67	76
3	TRAFFIC POLICE		01	-	-	-	11	12
4	SPECIAL BRANCH		-	-	-	1	06	07
5	HEADQUARTERS	-	-	-	-	07	09	16
TOTAL		02	01	02	02	17	134	157

7

## HUMAN RESOURCE AT PS

S#	HEAD	IP	SI	ASI	HC	Cs	TOTAL
1	SANCTIONED STRENGTH	01	02	02	04	60	69
2	PRESENT STRENGTH	-	01	02	02	40	45

8

## FUNCTIONS OF WOMEN POLICE

- ASSISTING THE DISTRICT POLICE IN RAIDS
- GUARDING AND ESCORTING WOMEN PRISONERS
- REGULATING CROWDS INVOLVING WOMEN
- SEARCH
- ARREST
- INTERROGATION
- RESCUE AND REHABILITATION

9

## CASES DEALT BY THE LADY POLICE

- THEFT COMMITTED BY THE MAID SERVANTS
- SCUFFLES AMONGST WOMEN
- ABANDONED WOMEN & CHILDREN RECEIVED AND TRANSFERRED TO DARUAL -AMAN AND EIDHI HOME
- APPLICATIONS OF DOMESTIC VIOLENCE AGAINST WOMEN
- MARRIAGE ISSUES

CONT .... 10

## CASES DEALT BY THE LADY POLICE

- PREVENTIVE ACTION U/S 55/109, 55/110, 107/150 & 107/151 CODE OF CRIMINAL PROCEDURE
  - ACTION AGAINST VAGRANTS AND VAGABONDS
  - ACTION IN CASE THERE IS CHANCE OF DISTURBANCE TO PUBLIC PEACE
- ACTION AGAINST FEMALE BEGGARS U/S 9,10 OF BEGGARY ACT

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## CASES REGISTERED SINCE INCEPTION

OFFENCE	NO. OF CASES
MURDER	03
ATTEMPTED MURDER	06
HURT	35
ZINA/KIDNAPPING	10
THEFT	152
DACOITY	01
NARCOTICS	04

12

## CRIME ANALYSIS

OFFENCE	2002	2003	2004	2005	2006	2007
MURDER	-	-	-	-	-	01
ATTEMPTED MURDER	-	-	-	1	-	-
HURT	3	2	-	1	6	01
ZINA	3	2	-	-	-	03
KIDNAPPING	-	-	-	-	-	0
THEFT	9	9	25	15	52	6
DACOITY	-	3	-	-	1	-
NARCOTICS	1	-	1	-	1	-

## CRIME REGISTERED IN 2008

- CASES REPORTED BY WOMEN : 72
- CASES REPORTED AGAINST WOMEN : 39

OFFENCE	2008
MURDER	05
ATTEMPTED MURDER	01
HURT	15
ZINA/KIDNAPPING	35
THEFT	11
DACOITY	03
NARCOTICS	13

14



### WORKING ENVIRONMENT

- EQUAL OPPORTUNITY IN POSTINGS
- CORDIAL AND HEALTHY WORKING RELATIONSHIP WITH THE MALE POLICE
- SYMPATHETIC HEARING ACCORDED BY SENIOR POLICE OFFICERS IN CASES OF NEED
- CERTAIN TABOOS ATTACHED WITH WORKING WOMEN IN OUR SOCIETY HINDER FRESH ENTRY

15

### PROBLEMS FACED BY THE LADY POLICE

- OVER WORKED
- NOT ONLY A POLICE OFFICER BUT A MOTHER AND WIFE AS WELL
- LOW SOCIAL ACCEPTABILITY

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### CONSTRAINTS

- SHORTAGE OF STAFF
- INSUFFICIENT ACCOMODATION AND TRANSPORTATION
- NO LADY PROSECUTOR TO HANDLE THE CASES RELATED TO WOMEN IN THE COURTS
- LACK OF TRAINING IN INVESTIGATION SKILLS

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## Annex-II

Report on Women Police Stations by Islamabad Capital Territory Police  
(As presented to the Women Parliamentarians on November 29, 2008)

## History of Women Police Station

- The norms and values of the Islamic society and the local socio-cultural environment had necessitated the establishment of separate women Police Station.
- The constitution of five independent Police stations in country took place in 1994.
- Women Police Station, Islamabad was inaugurated by the former Prime Minister of Pakistan Mohtarma Benazir Bhutto on 15th June 1994.

## Human Resource

- Mohtarma promised a 5% quota of women in recruitment of Police at every level i.e. direct appointment and promotion cases.

<b>HEAD SANCTIONED STRENGTH</b>	<b>DSP 1</b>	<b>INSP 1</b>	<b>SI 2</b>	<b>ASI 4</b>	<b>HC 6</b>	<b>CS 60</b>
<b>PRESENT STRENGTH</b>	1	NIL	1	2	2	39
<b>NO. OF SEATS VACANT</b>	NIL	1	1	2	4	21

- The present strength of the police station is not sufficient to meet the duty demands in the District.
- The current status is as tabulated below, which shows that a number of seats are still lying vacant.

## Functions of the Women Police

Woman police in Islamabad is generally utilized for the following functions.

- Locating and searching of women criminals.
- Guarding and escorting of women prisoners to courts and then to respective jails.
- Regulating women crowds at places of entertainment, markets, and public functions.
- Assisting male police in tackling agitating women in the processions.
- Interrogation of women criminals, examination of women victims and witnesses.
- Rescuing and rehabilitating needy women.

Though women police is not in position to handle all these problems independently but are able to overcome that with some support of male constables as well.

## Equipping the Police Station with Modern Gadgets

- With the e-enablement of Islamabad Police, every station is upgrading its data to have an easy access to the requisite information in short period of time.
- The station does have the system installed at the station but it is not being utilized properly as FIRs don't get registered at the Women Police Station any more. Only the daily diary is computerized.
- There is no fax facility, photostat machine and no security cameras installed in the PS.

## Access to Justice Programme

- Every women coming to the PS, whether a victim or a complainant is given due respect and patient hearing.
- They are escorted to the courts the courts, assisted in the medico-legal cases and provided shelter in certain cases. They are also provided security from their enemies.
- Investigation of cases is carried out in presence of lady officers thus they do not feel un-comfortable before men.
- Women are not hand cuffed and given harsh treatment during investigation.

- Body search is done by women police officials.
- Legal advice is also provided. In family cases, they are guided to the relevant courts.

### Problems at the Station

Women police station since its inception has been encountering a lot of problems. Being the first Women Police Station in Pakistan, its inauguration was received by the majority as nothing more than governmental politicking by the then Prime Minister. With the passage of time, the station worked very hard to combat crime hands in gloves with the other Police Stations. However the following problems are still the same.

#### 1 Building of the Police Station

The present building of the station is a hired building from CDA, originally being a Sewing Centre. There are no facilities of mess, kitchen, and residential barracks to accommodate the ladies properly. Reporting room, considered to be the soul of PS, is not presentable. one which is the soul of the station. Therefore, a new building having all these facilities is urgently required.

#### 2 Human Resource

The strength of the PS is not sufficient to meet the truckload of duties in the District. As the statistics show, the PS is still short of the sanctioned strength. Apart from that, fresh recruitment is the need of hour.

#### 3 Shortage of Transport

There is only one official vehicle for the PS which is insufficient to provide transport to the lady officials on duty. At least 2 vehicles should be provided to facilitate the staff.

#### 4 Special Budget

The PS needs funds for the following:

- Stationary used in the PS
- Providing food to those in lock-up
- Maintenance Cost

## 5 Promotion Structure

- Due to slow promotions, the lady staff feels demoralized. Thus there is a need to rationalize the promotion structure.
- There is no separate allocation of female seats at higher ranks.

## 6 Over Stretched Work Force

- Due to shortage of strength, there is no shift system.
- The lady officials fail to give time to their family as mothers and wives.

## 7 Lack of Recreation and Sports Activities

- Due to long duty hours they are not able to spare time for recreation.
- No sports facilities are available for women.

## 8 Poor Salary Package

- In some cases they are sole bread earners of the family.
- Poor salary package kills the motivation.



## Annex-III

### Presentation by the Advisor on Interior in the WPC's 2<sup>nd</sup> General Assembly, 18<sup>th</sup> December 2008



#### SEQUENCE

- International Obligations
- Constitutional Framework
- Gender and Police Law
- Gender Reforms under Benazir Bhutto
- Latest initiatives of the Interior Ministry
- The Way Forward

#### International Obligations

- Pakistan is signatory to the Convention on the Elimination of Discrimination Against Women (CEDAW).
- Pakistan is signatory to the Convention on the Rights of the Child (CRC).

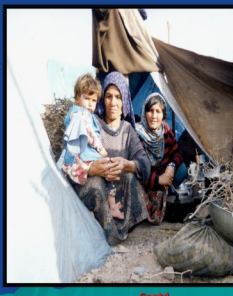


#### Constitutional Framework

- Article 25 places all citizens as equal before the law and 25 (2) states that there shall be no discrimination on the basis of sex alone.
- Article 34 states that steps shall be taken to ensure full participation of women in all spheres of national life.
- Article 33 binds the state to discourage parochial, racial, tribal, sectarian and provincial prejudices among the citizens.
- Article 35 binds the state to protect marriage, the family, the mother and the child.

#### Provisions Regarding Gender and Child in Police Law 2002

- **Article 3 (c).** It shall be the duty of the police to guide and assist members of the public particularly women and children who are either lost or find themselves helpless on the streets and other public places.
- **Article 3 (d).** The police is duty bound to aid individuals who are in danger of physical harm particularly women and children.



#### Provisions Regarding Gender and Children in Police Law, 2002

- **Article 4 (r).** It is the duty of the police to prevent harassment of women and children in public places.
- **Article 4 (2) (a).** It is the duty of police to afford relief to people in distress situations, particularly in respect of women and children.
- **Article 8 (2) (j).** The police is to be organized along functional lines and have a 'crime against women' section in each general police area.

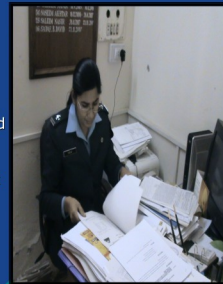


## Gender Reforms under Prime Minister Benazir Bhutto



## Gender Reforms under Prime Minister Benazir Bhutto

- Establishment of women police stations staffed by female police officers in major cities of Pakistan like Karachi, Lahore, Islamabad, Rawalpindi, Faisalabad, Hyderabad, Larkana, Peshawar, Abbottabad and Quetta.
- 5% quota for women in government services.
- The induction of the first female Assistant Superintendent of Police (ASP) in Police Service of Pakistan.



## Recent Initiatives of the Ministry of Interior

- Upgradation of Gender Crime 'Cell' to 'Centre' with a DIG as Director of GCC.
- Steering Committee of Police on Gender Issues at NPB.
- Formulation of Gender Responsive Policing Strategy for police services.
- Formulation of Standard Operating Procedures (SOPs) on how to deal with victims/perpetrators of violence against women.
- Female Police Officers to be sent on junior command course at Bramshill UK.



## Recent Initiatives of the Ministry of Interior

- Police Complaints Centre at NPB and monitoring of cases of honour killings and VAW.
- Imparting of Gender Sensitive Training designed by ROZAN in National Police Academy and all police colleges and schools.
- State of the art DNA laboratory as part of forensic capacity building project with DNA testing which enables us to establish the identity of the perpetrators of sexual violence and will go a long way to deter sexual abuse of women in custody, care and control and even cases of forcible rape by unknown person will be easier to solve.



## Parliament Asserts

- Implementation of the Protection of Women (Criminal Laws Amendment) Act, 2006 enacted 1st December, 2006 has led to removal of the right of police to detain people suspected of having sex outside of marriage, instead requiring a formal accusation in court. Adultery and non-marital consensual sex is still an offence but now judges are allowed to try rape cases in ordinary criminal courts. This does away with the need for the four witnesses and allows convictions to be made on the basis of forensic and circumstantial evidence.



## Parliament Asserts

- The amendments change the punishment for someone convicted of having consensual sex outside marriage to imprisonment of up to five years and a fine of Rs10,000. Rape is punishable with 10 to 25 years of imprisonment but with death or life imprisonment if committed by two or more persons together, while adultery remains under the Hudood ordinance and is punishable with stoning to death. It is the change in the punishment for fornication and rape which is the major source of controversy. The Bill also outlaws statutory rape i.e. sex with girls under the age of 16.



### Present Government's Reforms in Context of Gender and Children

- An Anti -Harrassment at Workplace Bill has also recently been approved by the Cabinet which will go a long way to eliminate discrimination at workplace for women.
- The Government has also taken several other steps including mandatory judicial enquiries by District and Sessions Judges into cases of custodial rape; recruitment of more women police officials and women prosecutors, magistrates and judges; and gender sensitive syllabus and curriculum revision in police training schools, colleges and the National Police Academy.



### Present Gender Policy Perspective

- First Female Speaker of the NA
- Female Governor State Bank
- Caucus of female parliamentarians
- Gender Crime Centre

### The Way Forward

- Parliamentary Committee on Gender Issues.
- Working Group of Ministry of Interior, Ministry of Women Development, Ministry of Law & Human Rights and Ministry of Information to evolve a National Gender Responsive Strategy.
- More effective role of NCSW.
- DG NPB in MoI as National Focal Person on VAW.



## Annex-IV

### Copy of Shaheed Mohtarma Benazir Bhutto's Speech at the Inaugural of the ICT Women Police Station

It is going to be historical moment that I am inaugurating first Women Police Station of the country. It is a new experience but in accordance with the needs of our environment and social requirements. As Inspector General of Police stated that the decision of induction of women into police had been taken in the regime of first elected Prime Minister of Pakistan, Shaheed Zulfikar Ali Bhutto. Now your government is blessed with this task to implement this programme.

We are endeavoring for having a respectable and prestigious place to the women in the Society. They should perform their duties shoulder to shoulder with male community for the progress and development of the country. They could also support their families and bring betterment in their financial status.

Government has decided to set up separate police stations for women in the whole country by that way women do not face any problem to get their lawful rights. Your People's Government has full sense of duty that if the country has to meet all the requirements of 21st century, then the whole population will have to participate in the national development and advancement in the best possible way. The efforts to get the legal rights and prompt justice are the symbolic acts by the government.

The government is implementing a comprehensive programme for giving the women their other social and economic rights as well. The decision to appoint women judges, striving to reserve the seats in assemblies for women, setting up a separate Women Bank and providing the facilities to women in the sphere of trade and Industrial activities also include in this Chair of women development. In this programme, thirty-five thousand lady health workers will also be recruited. After proper training they will move from village to village to work for Mother & Child healthcare. In our society the social and financial unevenness and inequality have been immensely affecting our women since centuries. The obsolete taboos of the society shackled them. These fetters will not be broken only by the various steps of the



government. Woman will have to come forward with velour and courage and I know that women would also do it with firmness.

If we look at the fast changing world, we will realize that Pakistani society has been lagging far behind in the field of development. The basic amenities like education, and per-capita income are much lower than the international standard. These aside, if we even look at the standard of developing countries, the situation of Pakistan is not encouraging. But we should not become despondent with this situation. The only reason of discussing this is that we have to take on these challenges in future and we cannot ignore the requirements of development. The People's Government is aware of the fact that the protection of life and property, dignity and honour of all citizens is the responsibility of the government and the government is struggling hard for improving the law & order situation in the country in order to achieve this purpose.

Women Police Stations is the first step towards justice. Today, women are being treated as if they were the accused. I want you, the women of my country, to be recruited in the Police so that you may catch the criminals and the accused yourself.

The I.G. has mentioned some requirements for the successful running of the Women Police Station. I agree with his proposals that there should be not ban on the recruitment of women in PSP cadre at a time when Women Police Station are being opened. Similarly, we would like that by the end of this century, at least ten percent posts in the police department should comprise of women. Moreover, I would also like to ask the provincial governments that they should make a separate arrangement for women being recruited in the Police Department. Whereas the matter for the building of Women Police Station is concerned, you have forwarded your suggestion in this regard and also have asked for more funds for the Women Police Stations. On this very day, I make the announcement of ten million rupees grant on behalf of the Federal Government for the purpose. In this connection, I would also ask you for the computerization of this newly established Women Police Station. This model Police Station must be set up on your part so that we also gain an experience about the computerization of crimes in our country and see how much benefit we get in this regard.

Before concluding, of my speech, I would like to appreciate the I.G. Police Punjab. In fact, I would like to seek an explanation from the Federal Minister for Interior and the Federal Secretary that why have they not succeeded in organizing Federal Women Police Station so



far and why have you not made any recruitments. This task has been achieved by the Punjab Police and for this, they deserve our commendation. I would also like to urge upon other provinces to follow their footsteps. Ours is an Islamic country and we should spend our lives according to the social norms of our country. Women are victimized, but we cannot go anywhere to ask for justice due to our sense of shame. But now, Pakistan will establish its character before the world that if any one goes against Muslim women, the government will punish the culprit and will protect the daughters of its soil by providing them justice.

The Federal Minister has not given me any answer but I hope that you will soon establish a Federal Women Police Station and other provinces will follow the footsteps of Punjab.

In the end, I would like to congratulate the I.G. Police Punjab and all others who have play their role in establishing women Police Station.

Thanks.

PICTORIAL

Visit to the Women Police Station, 29<sup>th</sup> November, 2008



The Speaker National Assembly receives the Guard of Honour on her arrival



The WPC Delegation with the Inauguration plaque of the WPS



The Officials of WPS



Sharing views with Women Police Officials



2<sup>nd</sup> General Assembly of the Women's Parliamentary Caucus, 18<sup>th</sup> December, 2008





