



POLICE REFORM IN BANGLADESH: AN ANALYSIS OF THE ROLE OF SELECTED INSTITUTIONAL ACTORS AND FACTORS IN ITS IMPLEMENTATION

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Dedication

This thesis is dedicated to

My beloved parents for their endless love, support, encouragement and sacrifice throughout my life

and

To all the golden sons of the soil who sacrificed their lives in bringing the independence of our motherland, Bangladesh.

Declaration

I hereby declare that this Ph.D. thesis entitled “*Police Reform in Bangladesh: an Analysis of the Role of Selected Institutional Actors and Factors in its Implementation*” was carried out by me for the degree of Doctor of Philosophy at the Department of Public Administration, University of Dhaka, Bangladesh. The interpretations put forth are based on my re0ading and understanding of the original texts and they are not published anywhere in the form of books, monographs or articles. The other books, articles and websites, which I have made use of are acknowledged at the respective place in the text. For the present thesis, which I am submitting to the University, no degree or diploma or distinction has been conferred on me before, either in this or in any other University.

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Certificate

This is to certify that the work incorporated in the thesis “*Police Reform in Bangladesh: an Analysis of the Role of Selected Institutional Actors and Factors in its Implementation*” submitted by Md. Moinur Rahman Chowdhury was carried out by the candidate under my guidance. Such materials as has been obtained from other sources have been duly acknowledged in the thesis.

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Md. Moinur Rahman Chowdhury

Abstract

Reform of the police is an official attempt that aims to restructuring or reorganizing the existing structure and its mode of functioning in the law and order management of a state. Such reforms can be variously defined, designed and implemented. Moreover, diverse stakeholders are involved in the process. One may identify this phenomenon of reforms with numerous names, such as change, transformation, restructuring, re-engineering, renewal, adjustment and it must evolve to a new form and format through a planned, systematized and well-directed process. However, it leaves some crucial questions regarding the objectives, stakeholders, outputs and the process of the reform. Moreover, security matters to individuals. It also emerged as a vital concern for underdevelopment. Strong institutions are necessary to mitigate internal conflicts and help to build better lives for citizens. Reforms in the police ensure the safety and wellbeing of people. Hence, the participation of relevant actors in reform is critical to achieve human security for a state.

There is only a very few qualitative empirical studies conducted on the topic that explains a direct correlation between actors' active involvement and the success of police reform (SSR) initiatives in the context of Bangladesh. Therefore, a major knowledge gap exists in the current discourse of police reform. On this backdrop, this study aims to analyze the role of selected institutional actors and factors in the implementation of police reform in the context of Bangladesh. The objective is to identify different areas of police reform wherein interventions are to be made for the improvement of police efficiency, effectiveness, and accountability. Moreover, this thesis analyzes the issues and challenges of police reform in Bangladesh; and identifies the role of the key stakeholders in turning police into democratic practice.

This thesis reviews and examines the role of selected institutional actors, factors and processes in the implementation of police reform in Bangladesh. The examination of selected factors assists us to identify the gaps and areas for further improvement. This thesis applies a mixed method approach that involves the collection or analysis of both quantitative and qualitative data. The data are collected concurrently or sequentially, are given a priority, and involve the integration of the data at one or more stages in the research process (Creswell, Plano-Clark, Gutmann & Hanson, 2002, p. 212). In-depth interviews and survey with semi-structured questionnaire are conducted to attain data along with the line of the major objectives and research questions of the thesis.

Finally, the thesis argues that police reform is being increasingly accepted as an important element of conflict management. A police service supported by the community and skillful of arresting insecurity can have a far-reaching impact on enabling lasting economic, social and political development. Police reform also can complement and encourage other programming in the areas of security sector reform, rule of law and good governance. Efforts to reform the police and improve their service delivery face daunting political, financial, logistical and historical obstacles. Its complexity can be intimidating, touching on issues of management, leadership, political will, attitudes, established behaviors and negative public perceptions. This study also emphasizes on the issue of information asymmetry between the stakeholders of the reform, which requires more attention for a successful and sustainable reform in the long run. For the policymakers, this thesis will demonstrate the gap in contemporary scholarship, so that, the findings of this study could be used to recommend policy options on the constructive engagement of diverse actors in the police reform process to address the crucial intersection of human security and development of a nation.

Abbreviations & Acronyms

ADB	-	Asian Development Bank
Add. IG	-	Additional Inspector General
APBn	-	Armed Police Battalion
BMP	-	Barisal Metropolitan Police
CHRI	-	Commonwealth Human Rights Initiatives
CID	-	Criminal Investigation Department
CMP	-	Chittagong Metropolitan Police
CPF	-	Community Policing Forum
CrPC	-	Criminal Procedure Code
DIG	-	Deputy Inspector General
DMP	-	Dhaka Metropolitan Police
DSB	-	District Special Branch
EPR	-	East Pakistan Rifles
FIR	-	First Information Report
FPU	-	Formed Police Unit
HRM	-	Human Resource Management
IGP	-	Inspector General of Police
KMP	-	Khulna Metropolitan Police
MoHA	-	Ministry of Home Affairs
MoPA	-	Ministry of Public Administration
NGO	-	Non-government Organization
OSCE	-	The Organization for Security and Co-operation in Europe
PCC	-	Police Contributing Country
PHQ	-	Police Headquarters
PIO	-	Police Internal Oversight

PRP	-	Police Reform Program
PS	-	Police Station
PSC	-	Police Staff College
PT&IM	-	Police Telecom and Information Management
PTC	-	Police Training Centre
RAB	-	Rapid Action Battalion
RMP	-	Rajshahi Metropolitan Police
RRF	-	Range reserve force
SAF	-	Special Armed Force
SB	-	Special Branch
SDPO	-	Sub-Divisional Police Officer
SMP	-	Sylhet Metropolitan Police
SP	-	Superintendent of Police
SSR	-	Security Sector Reform
UK	-	United Kingdom
UN	-	United Nations
UNDP	-	United Nations Development Programme
VSC	-	Victim Support Centre

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Chapter: One

Introduction

1.1 Background

Bangladesh police is one of the existing institutions that still strongly bear the mark of colonial legacy. The nature of colonial style policing is suppressive, heavy handed and politicized, and is primarily maintained to protect the interest of the ruling regime rather than to serve the interest of the common people (Huda, 2009). The primary focus of the colonial police was to prevent and detect crimes, but the underlying objective was to maintain colonial rule by controlling people. Most of the police laws and regulations, as well as major criminal laws like the Penal Code, Evidence Act, and Criminal Procedure Code are products of the 19th century colonial era (Chowdhury, 2006). The Bangladesh police force created by the Police Act of 1861, three years after the *Sepoy* Mutiny of the first serious rebellion against the British rule could not conceive the idea of policing either as a service or as a profession. The Police Act of 1861 is still the foundation of the basic police law of the land. Due to some lacunae in the law, the Police are still an instrument of coercion in the hands of politicians and the executive officials. By any objective measure, this Act is not consistent with democratic policing as the police was trained to exercise their authority for coercion and frightening the people. Its preamble mentions that "...it is expedient to reorganize the police and to make it more efficient instrument for the prevention and detection of crime (Government of Pakistan, 2006; 17). This act vested the superintendence of the Police directly in the hands of the political executives who have either used or abused them to fulfill their vested interests (ibid). Due to the provision made in this act, police could never act as an autonomous organization and always remained susceptible to political interference. Collusion between the executive and the politicians has made the situation worse.

Now the basic question in front of us, what are the forces on which the authority of a ruling elites rests. In a country, ruling elites rest on the support of the governing parties, the instruments and the executive such as the police, the state bureaucracy, the articulated interest groups in the country and its popular base in the population at large have vied for the accumulation of power and influence from the very beginning, which has led to rivalry among them (Ahmed, 2014).¹ The Deputy Commissioner has been exerting more power than other two (SP and District Judge) historically by its control over executive, judiciary and revenue functions. As the police act provides authority to the government to exercise supervisory role over police without clarifying the term ‘superintend’, non-institutional or other arrangements have been possible to guard police from undue outside control and influence. Finally, the act did not outline objectives and performance standards, nor did it set up independent mechanisms to monitor and inspect the Police performance (*ibid*).

In democratic societies, law enforcement agencies are a vital part of the social fabric (Jones, Newburn, and Smith, 1944) and they are liable to respond to the needs of individuals and groups (Bayley, 1999). To do so, police needs to be equipped with necessary manpower, resources and autonomy. The metropolitan police laws in Bangladesh were an arrangement to reform old policing, which abolished the control of police directly in the hands of District Magistrate at the district level. Besides, other legislations that govern police also permits abuse by police. Politicians and executive officials take the advantage of these flaws in the police laws to abuse their power for vested interests. However, on 7 April 2009, the Awami League-dominated parliament passed the Code of Criminal Procedure Act 2009, effectively reinstating bureaucratic control the hallmark of

¹ See Musleh Uddin Ahmed, “Development Administration in Bangladesh: Concepts and Issues”, 3rd Edition, RRS, Publications, Dhaka, 2014, pp-100-101.

the 1861 system- over the various metropolitan police forces (International Crisis Group, 2009).² This study aims to analyze the role of selected institutional actors and factors in the implementation of police reform in the context of Bangladesh. As well as, to identify different areas of police reform wherein interventions are to be made for the improvement of police efficiency, effectiveness, and accountability.

1.2 Objectives

The objective of this study is to identify different areas of police reform wherein interventions are to be improved efficiency, effectiveness, and accountability of the police administration. Keeping behind the merit and spirit of the prime objective as delineated above specifically the following objectives have been set for this study:

- i) To analyze the issues and challenges of police reform in Bangladesh;
- ii) To identify the role of the key stakeholders in turning police into democratic practice;
- iii) To review and examine the role of selected institutional actors, factors and processes in the implementation of police reform in Bangladesh. The examination of selected factors will assist us to identify the gaps and areas for further improvement.

1.3 Research Questions

The proposed research aims at investigating the key issues or challenges in police reform in Bangladesh at macro and micro levels. The key research questions that will be addressed by the proposed study are:

- Who are the key Actors and what are the major institutional factors that influence the Police reform in Bangladesh?
- What are the key issues in police reform?

² The Code of Criminal Procedure Act 2009 again empowered the magistrates over the police which was a hallmark of the Police Act of 1861.

- What are the main barriers in reforming police to make it service-oriented, accountable and pro-people?
- What does make police reform adaptable to the needs and challenges faced by the police personnel?

1.4 Rationale of the Study

Historically Bangladesh bears the cultural heritage of indigenous, Islamic and Western civilizations that have strong bearings on the administrative set-up, political developments and cultural mindsets (Khan, 2013). Traditionally, Bangladesh inherited policing as a colonial legacy – which developed in the context of industrial Europe.

The role of selected institutional actors and factors that influence the police reform needs a thorough analysis to assess the reasons for dynamism in police administration. Inadequate information, data and statistics in this particular arena has led to a very poor knowledge-base as well. The police personnel themselves made an attempt to reform the police force in 2007 under the auspices of the then Caretaker Government. However, it has not seen any light yet.

The need for police reform is well recognized in the context of the role of police administration in Bangladesh. Police reform in Bangladesh is not an affair of police only-it involves strong political will, bureaucratic support and citizen-centric approach to make it a modern, proactive and accountable law enforcing agency.

1.5 A Brief on Literature Review

Due to the Police Act 1861, police's relation with the community has grown hostile and spurious as the police used coercion without maintaining any accountability measure. Despite a series of government sponsored commissions

and committees that began with Indian Police Ordinance Report 1902-1903 (Fraser Report) and have continued till creation of a Draft Police Ordinance 2007 by the then Caretaker Government, Bangladesh Police, and the UNDP, nothing significant has so far happened in the way of reform. The draft Police Ordinance kept clear-cut provisions to make police publicly accountable, operationally neutral, functionally specialized, professionally efficient, democratically controlled, and responsive to the needs of the community, even the drafters instead of identifying police as force renamed police as the Bangladesh Police Service (ibid). However, the government has not responded positively to the draft Police Ordinance 2007. A number of reasons behind this were identified, of which the most important is that the ruling regime and the bureaucracy do not want to lose their power over the police force. As a whole Police interaction with the public in the enforcement of law and crime prevention is much below than required level. Several examples of police misconduct, including cases of excessive force, brutality, and corruption, appear regularly in the news media. The media and the public view many police actions as arbitrary and express concern at the lack of accountability for such actions and inactions. The relation between the police and the public has reached a point where the citizens rather avoid reporting a crime to the police (Martensson, 2006).

In a National Household Survey done in the year 2007 by Transparency International Bangladesh and another study published in the same year by UNDP revealed that most of the households who interacted with law enforcing agencies experienced corruption and an overwhelming majority denied (67%-71%) having received required support from the police. The same study further pinpointed that four units, such as court police, traffic police, police in immigration services and Thana are frequently prone to bribes. These incidents quite sufficiently indicate that the police have not been pulled into line with the

modern democracy that Bangladesh is witnessing today. The UN International Police Task Force (1996) succinctly encapsulates what policing in democracies should be like: “In a democratic society, the police serve to protect, rather than impede, freedoms” (Quoted in CHRI, 2008; 11).

Generally the public demand from police is very high which is very unlikely to happen under present situation. People have a kind of tendency to brand every police action as arbitrary and high handed. This sort of unseemly public criticism of the police and vice-versa will in no way help either the police or the public. Instead, it will make matters worse, and the moral of the force will deteriorate further. Therefore, it is crucial to bring the police under a system of accountability that enjoys public confidence. Moreover, the increasingly sophisticated range of coercive, scientific, and technical apparatus at the command of the police requires stricter accountability controls. Ineffective accountability mechanism should be replaced with statutory institutions like the Independent Police Complaints Commission in the United Kingdom or the Public Safety Commission System in Japan (Huda, 2009).³

In order for Bangladesh Police to function more effectively, it is critical to define the precise contours of the executive-police relationship. In any democracy the ultimate responsibility for ensuring public safety and security lies with the people’s representatives and the police are the instrument by which this is achieved. Thus, the police and political executive are both bound together in the common endeavor of preventing and investigating crime, maintaining law and order and ensuring that the police have a well-functioning essential service

³ The Independent Police Complaints Authority in Britain consists of members of civil society and is mandated to inquire into serious complaints against the police, and one of the most important functions of the Public Safety Commission System in Japan is to ensure that police operations are uninfluenced by the party in power. Being in charge of administration of the police force in their respective jurisdictions, the apolitical Public Safety Commissions at national and prefecture level in Japan are meant to ensure that the police are insulated from the day to day debilitating influence of political control.

that protects life, property, and liberty and creates an environment within which citizens, especially those most at risk such as women, children, minorities, the aged and the disabled, can enjoy guaranteed constitutional rights to the fullest.

Democratic policing implies that it is supportive and respectful to human rights and prioritizes the protection of life and dignity of the individual. They must protect human rights and make a special effort to protect the freedoms that are characteristic of a democracy— freedom of speech, freedom of association, assembly, and movement, freedom from arbitrary arrest, detention and exile, and impartiality in the administration of law which are required for political activity. A democratic approach can place the police in a difficult position, if, for instance, they are required to enforce repressive laws and protect human rights simultaneously. Such situations require the skillful exercise of professional police discretion, which should always lead towards the prioritization of human rights. The police must undergo a process of “humanization” and sensitization and follow a policing philosophy based on rule of law and respect for human rights (CHRI, 2007). However, without community support and cooperation; it is not enough to achieve the goals of police only by reform.

Community based policing allows both the police and community to work together in new ways to solve problems of crime, disorder and safety. It rests on two core elements – changing the methods and practice of the police, and taking steps to establish a relationship between the police and the public. It also encompasses strategies to reorient the public, who for frequently good reasons, have been suspicious and distrustful of the police. Building partnerships between the police and communities is a major challenge that confronts most of the efforts aimed at police reform but so far a very little recognition has been given to this challenge (Alexander, 2002). The concept of police as a ‘Service’

instead of a ‘Force’ encompasses the thoughts of viable responsibility, citizen centricity, and respect for human rights and the dignity of the individual. These values should permeate all aspects of policing. The preamble of the United Nations Basic Principles on the use of Force and Firearms recognizes that “the work of law enforcement officials is a social service”. The European code of Police Ethics states that the police shall be organized with a view to earning public respect.

Present coercive role of the police gives an impression that the rights of individuals are subsidiary to the concept of police duty. It must be recognized that the power of the State to use force is not an absolute power – it is tempered with the Fundamental Rights incorporated in Part II, Article 11 of the Constitution of The People’s Republic of Bangladesh.⁴ A balance needs to be struck between the imperative to use force, to uphold the law and respect the human rights of all concerned– the victim, the accused and the society at large. This is the essence of the rule of law. No other agent of government exercise more individual discretion than the police officer. Law enforcement officers make decisions every day that affect the quality of people’s lives and the vitality of their liberty. An officer is legally authorized to use force, even lethal force if necessary, to protect the community and its people. Society depends on officers to use good judgment when performing their responsibilities, and they are expected to be fair, honest, and professional.

However, rather than serving to protect the freedom and integrity of communities, the police are quite frequently accused of excessive use of force, torture, failure to follow due process, discriminatory behavior, and corruption. As a result, there is a lot of work to be done before police as organization is able

⁴ The Republic shall be a democracy in which fundamental human rights and freedom and respect for the dignity and worth of the human person shall be guaranteed, and in which effective participation by the people through their elected representatives in administration at all levels shall be ensured.

to make transition from a “force” to a “service”. Successive administrations have relied on ad-hoc measures and quick fixes usually involving the military rather than reforming the police as a long-term solution. More often than not, such short-sighted solutions have been supported by, if not undertaken at the insistence of, Bangladesh’s international donors for example the Police Reform Program (PRP) as has been initiated by UNDP. Not only have these measures diverted attention from police reform, they have encouraged crime and a culture of impunity, which the military has used as excuses to expand its influence over civilian affairs, of which the 11 January 2007 military coup is the most recent example. By any objective measure Bangladesh police do not come close to meeting above mentioned standard (CHRI, 2008).

The interrelationship of all components of the criminal justice system starts with the aspect of crime investigation by the Police. It has always been the fact that the effectiveness of the criminal justice administration is mainly based on the effectiveness of the crime investigation by the police. Most of the time, dissatisfaction of complaints emanates from the type of crime investigation conducted by the police. Although there are grievances in the prosecution and delay in court trial and injustice, the main grievances are related with the problem of clearance by arrest, recovery of stolen property, delay in the investigation process, misconducts, and unfair treatment by the Police. The public services that are supposed to be provided by the police are of central importance because they are directly related to the guarantee of individual and collective rights. On the other hand, in order to enforce the law, police officers have the individual capacity to detain arrest, subdue and under justifiable circumstances, injure or kill a citizen in order to perform their duties (Delord et. al, 2006). Life in the police force, on the other hand, is full of enormous difficulties –most of the time it is unrewarding for most of the police personnel. Working conditions are deplorable. Many officers are overworked, the transfer

system has become a major source of corruption within and out of the police, and salaries are abysmal, even by local standards. Pay raises and promotions are infrequent and do almost nothing to improve the lives of officers or promote competency in the force (*ibid*). Aside from the corruption associated with the process of recruitment and selection, the transfer system is also a major source of financial corruption in the police force.

It is imperative to critically view the reason behind the inefficiency and lack of accountability on the part of the police force. Available resources at their disposal should be assessed to judge their role. For instance, per capita expenditure on policing is USD 1.40 in Bangladesh, as opposed to USD215 in the United States (Shahjahan, 2005). On the other hand, the police also lack human resources. Consequently, police personnel work 24-hour shifts without a rest day. The national police to population ratio are 1:1300, and at the sub district level it is as low as 1:8000 (*ibid*). An obvious deficiency in manpower results in inefficient service. Officers at the Thana are often deprived of the basic necessities required to do their jobs. Public complaints cannot be written because paper is frequently out of stock and if a vehicle is available for use, it lacks fuel. Therefore, if the capacity of the police to go beyond their individual economic and social background, to become aware, humanitarian and sensitive to weaker sections, can be inculcated by continuing capacity building measures which should be a combination of raising of awareness and imparting of training to the police force. In reality Bangladesh police rarely get an opportunity of refresher training after the basic training.

For the safety and well-being of all citizens, national stability and longer-term growth and development, an accountable, transparent, and efficient policing service in Bangladesh is essential. It needs drastic reform in police administration. However, Police reform means different things to different

people. For some, it is change and development; for some, it is a process that moves a police institution toward being more accountable for its actions and having greater respect for human rights. However, police reform is about making police organizations more effective, more responsive, and more accountable. Therefore, the thrust of any police reform is to organize a police system, which is politically neutral, non-authoritarian, accountable, and responsive to the community, professionally efficient, and last but not the least, an instrument for the enforcement of the rule of law (CHRI, 2008).

There is no reason to assume uniformity in the dynamics of police reform. Reform patterns can vary from gradual and long-term changes to more sudden and drastic changes and all kinds of variants in between. Results are contingent, i.e., they can converge or diverge. Sometimes reforms succeed, sometimes they fail. “Police reform is always a contested terrain with differing visions of reform and a variety of sources of resistance to any particular reform vision”(Stenning and Shearing, 2005). Further, the reform strategy adopted by different countries depends upon the circumstances faced by the policing organization. For example, the reform required in a failed state or a post-conflict situation (e.g. Kosovo, Mozambique, Cambodia after the conflicts) required a total rebuild. Post-colonial or developing countries may require a different reform initiative than developed nations with more resources and infrastructure (Barnsley, 2011). Being a developing as well as a democratic country police reform in Bangladesh naturally should be based on democratic culture, norms and values. And when it is about democracy then maintenance of highest standards of human rights within the police organization of Bangladesh must be ensured. The urgency for police reform is reflected in increased media and public concern about the impact crime, level of social unrest and frustration with the justice system. Corruption, extortion, violence against women and kidnapping are viewed by many as alarmingly increasing. Transitional and large-scale organized crime

including human trafficking, money laundering, smuggling, white collar crime and crimes against the environment are also emerging in Bangladesh and are a significant problem for under-resourced and poorly trained law enforcement agencies. It has proven difficult to effect a demonstrable change in either the police or the public's attitude towards them. The police face major problems building legitimacy in societies where a uniformed officer is more a cause for fear than a source of protection and comfort. Legacies of mistrust are difficult to overcome; a new culture of trust and reliance is difficult to forge. The police service cannot function effectively without the trust and assistance of the public. The police service, for many, represents a litmus test for the change that is occurring in Bangladeshi society.

The Needs Assessment Report (2003) also argued that a well designed and implemented program, based on identified needs and on-going strategies assessment, has the potential to make a meaningful contribution to improving, efficiency and effectiveness of the Bangladesh Police towards a more pro-people policing model. This report outlines the rationale for a Police Reform Programme (PRP) to support the Bangladesh Police. In summary:

- Significant problems exist with law and order, corruption, rule of law and access to justice in Bangladesh, and these issues adversely impact the poor and vulnerable especially women and young people;
- The problems are so profound that they have serious implications for the social and economic well-being of Bangladesh; and
- The police alone cannot solve these problems and need to work in close collaboration with the Ministry of Home Affairs, Government of Bangladesh, relevant Ministries, other agencies in the broader criminal justice sector, civil society and NGOs, and media and development partners and the community.

According to UNDP (2007) among the serious constrains undermining the police systems of Bangladesh are:

1. An outdated legal and institutional framework (devised for 19th century India consisting of near static villages with hardly any urbanization or industrialization, and meant principally for a colonial rule),
2. Arbitrary and whimsical (mis) management of police by the executive authority of the state at every level (policemen were increasingly recruited, trained, promoted and posted without regard to merit and mainly for their subservience to people with influence and power),
3. Inadequate accountability,
4. Poor incentives systems,
5. Widespread corruption, and
6. Severe under-resourcing of law and order.

Policing issues ought to be heard above the clamor because the police are the most visible institution of the security sector and their reform is vital for lasting human security. Without law enforcement and the sense of workday safety, security, and order that the police dip dramatically. Therefore, developing a professional and accountable police service practicing a new style of policing that is responsive to the needs of local communities is increasingly recognized as important for sustenance of democracy and development.

As a matter of fact, reforming existing systems are more difficult than creating new ones because the mindset and functioning pattern is very difficult to alter. Similarly, systems such as police cannot be reformed in isolation if allied systems and laws (such as Cr PC and other parts of criminal justice system) remain the same. Reform must be undertaken in totality. There are no 'quick fixes' in police reform. Organizational change is complex and difficult process

that relies upon a number of internal and external factors, some of which may lie outside the foresight of the best possible plan and the control of those who steer the enterprise. Accountable, transparent, and efficient policing service in Bangladesh is essential for the safety and well-being of all citizens, national stability and longer-term growth and development, particularly the creation of a secure environment which is conducive to consumer and investor confidence (UNDP, 2003).

Reform must take the interests (as well as the values) of reformers and of the agencies to be reformed into account, and reformers must engage in the politics of change. Specifically, that requires a detailed understanding of how the police, the final implementers of any reform, think, talk, act and respond to demands on them. As stated above, various Commissions and Committees were set up in Bangladesh by the successive Governments (even the military as well as the caretaker governments) during the past four decades could not proceed without those assumptions, yet their suggestions were not substantially implemented due to financial, administrative, and other considerations.

1.6 Structure of this Report

This study contains seven major chapters. Features of these chapters are provided briefly below.

Chapter one: Introduction

The introductory chapter discusses the background, objectives, research questions and rationale of the Study.

Chapter two: Literature Review and Analytical Framework

Relevant literatures on reform, administrative reform, police reform, governance, and institutional theory have been discussed; and a conceptual framework for this study is developed in this chapter.

Chapter three: Methodology of the Study

This chapter details out the research methodology for the present study. It explains the research objectives and a suitable methodology to achieve those objectives. Areas covered include research methods, population, sampling and sampling techniques, data collection and analysis.

Chapter four: The Structure of Police Administration in Bangladesh

This chapter focuses on the emergence of police administration from ancient period to the modern era with the discussion of feature, structure and characteristics of policing in pre-colonial period, British period, Pakistani period and Bangladesh period.

Chapter five: Reforms and Challenges of Bangladesh Police

This chapter discusses the reform initiatives of police during the successive regimes.

Chapter six: Findings: The Role of Critical Actors and Factors in Police Reform Process of Bangladesh

This chapter has two broad sections. The first one discusses perception of major actors which analyze the perception and influence of the four major actors such as politicians, bureaucrats, and police and development partners regarding police reform initiatives. The second section analyzes the critical factors of police reform such as institutionalization of a functional political society, existence of a State bureaucracy, role of development partners, trust on police,

demand for police reform and information asymmetry among the major actors of police reform.

Chapter seven: Recommendations and Conclusion

This conclusive chapter divided into three major sections. The first section discusses the summary of the major findings; the second section describes the conceptual and empirical contributions of this study and the last section provide some policy recommendations for pragmatic police reform and innovation in Bangladesh Police. All the above mentioned seven chapters are briefly discussed in the dissertation.

Chapter: Two

**Literature Review and Analytical
Framework**

2.1 Introduction

Like many other post-colonial countries Bangladesh faces tremendous challenges in building-up a people-friendly, service-oriented and efficient police force. This is particularly important in the context of Bangladesh's search for establishing a viable democracy, rule of law and good governance. Under the democratic governance, the theoretical reasoning to create a "people-friendly" police force is vital as people, institutions and the economically, socially and culturally weaker sections of the society need support from the law enforcing agencies. In order to rebuild a citizen-centric police force it is paramount to bring meaningful reform initiatives. Police reforms have been introduced in the post-colonial period in all developing countries to make the police administration like other administrative branches to make it modern, effective, pro-people, supportive to government developmental activities.

There are a large number of studies on police administration. In most of those studies research scholars have identified different aspects of historical background, structure and functional coverage of police, comparative police system, police reform initiatives etc. However, a very limited number of empirical works is available on the Role of Selected Institutional Actors and Factors in the implementation of police reform initiatives. Developing countries have introduced changes and revamped police administration to make it people-centric, modern and capable to dispose its function effectively. In this chapter the recent literature on police administration have been analyzed to define the gaps and identify the research questions in relation to Bangladesh police administration.

This chapter has three sections which are as follows:

The first section describes the conceptual aspects of police reform, theory of governance and institutional theory and their importance and relevance to police administration. The second section discusses comparative experience of reforms initiatives of some countries' police administration; and the third section provides a conceptual framework for the study.

2.2 Concepts and Issues

2.2.1 Reforms in Police Administration

'Reform' is a complex notion. Considered as a noun, it is used to describe changes in policy, practice, or organization; and as a verb, 'reform' refers to intended or enacted attempts to correct an identified problem (Ruthanne and Green, 2008). 'Change and 'Reform' are often used almost synonymously. Other familiar concepts that are commonly used include 'modernization', 'reinvention', reorganization, 'renewal', and 'innovation'. It is generally accepted that 'reform' means a planned and deliberate action to bring about significant change in an important segment administration or the entire public sector. Most of the reform initiatives are bound to face opposition because bureaucracy has an inherent nature to resist change (Bhattacharya, 2006).¹

The Organization for Economic Cooperation and Development (OECD) has identified the following levers of reform: open government, performance budgeting and management, modernizing accountability and control systems,

¹ M. Bhattacharya, Administrative reform: Original Naivety to Contemporary Challenges, Paper presented in 'International Conference on Administrative Reforms in South and Southeast Asia', held in Bangladesh Public Administration Training Centre in 28-29 June 2006, pp 15-29.

restructuring organizations and reallocation, using market-type mechanisms for service, and changing public employment (OECD, 2005).

Halligan (2006) argued that reform activities begin to be implemented when governments take lessons from the failures of the past reform programs. The preconditions to make reform a success are: political will, resources, institutional support, time, and an explicit strategy². The other factors include: new legislation, new institution, recruitment of new people, and changing the formal processes and organizational structures. In order to introduce and sustain reforms and harvest benefits from these, the public sector must embrace a culture of collegiality and creativity (Shergold, 2004).

2.2.2 Administrative Reform

Administrative reform is an official attempt aimed at restructuring or reorganizing the existing governmental structure and its mode of functioning. However, administrative reforms have been defined in various ways. There are numerous names given to this phenomenon of reforms such as administrative change, administrative transformation, administrative restructuring, administrative reengineering, renewal, adjustment (Kauzya, et al, 2005) and it must evolve to a new form and format through a planned, systematized and well-directed process.

The wide divergence that exists among scholars regarding the meaning of administrative reform and its consequences was pointed out in late 1960s by Caiden, the foremost theoretician of administrative reform. Caiden observes that

² John Halligan Global Paradigms of Public Sector Reforms: Responses and Lessons' Paper presented in 'International Conference on Administrative Reforms in South and Southeast Asia' held in Bangladesh Public Administration Training Centre in 28-29 June, 2006, pp 53-64.

there is no universally accepted definition of administrative reform. However, the term has been applied, for instance, to all improvements in administration...to general administrative overhauls in difficult circumstances...to specific remedies for maladministration...to any suggestion for better government (Caiden, 1969:4). Caiden is one of the first scholars who attempted to understand and define the concept of administrative reform. For him it means the ‘artificial inducement of administrative transformation against resistance’ (Caiden, 1969:65). Administrative Reform, according to Caiden, contains three interrelated properties: moral purpose which points to the need for improving the status quo, artificial transformation which leads to a considerable departure from existing arrangements and administrative resistance when opposition is assumed (Caiden 1969:65).

Anisuzzaman and Khan (1980:29) interpreted the definition of administrative reform this way: (1) administrative reform is subject to human change (artificial) and it involves persuasion, argument, and advocacy as opposed to forcing (inducement); (2) it leads to or is part of a change (transformation); and which (3) generates some opposition to the changed proposed (resistance).

Quah questions the definition of Caiden on three grounds: (1) it does not indicate the goals of administrative reform; (2) it does not provide an adequate description of the content of administrative reform; and (3) the element of resistance is not a distinguishing feature of administrative reform (Quah, 1981:39) in Khan 1998:3). Quah defines administrative reform as ‘a deliberate attempt to change both (a) the structure and procedure of public bureaucracy (i.e., reorganization or the institutional aspect) and (b) the attitudes and behavior of the public bureaucrats involved (i.e., attitudinal aspect), in order to promote organizational effectiveness and attain national development goals’ (Quah, 1981:44 in Khan 1998:3).

Saxena (2012:13) presents reform as ‘improvement’ or the creation of good administration.³ Administrative reform refers to ‘change of broad scope and intensity in the governmental organization’ (Leemans, 1976:13 in Khan 1998:4). It is unlikely that reform action will affect the reorganization process unless it has the support of people or groups who can exercise a good deal of influence. Khan (1980:57) defines administrative reform as ‘those efforts which call for or lead to major changes in the bureaucratic system of a country intended to transform the existing and established practice, behaviors and structures within it’.

It seems that administrative reform is an artificial inducement of administrative transformation against resistance. Obviously, reforms do not take place by themselves. They are pre-meditated, well studied and planned programs with definite objectives in view. Reform is an induced and manipulated change, for it involves persuasion, collaboration and generation of conviction for betterment. It is more than a series of incremental changes or marginal adjustments, though it may result from the accumulation of small changes, which periodically creates requirement for comprehensive and systematic efforts. Administrative reform paves the way for a new order. It refers to the formal, mechanistic and mediated process of structured change.

Why Administrative Reform is Needed?

Society has to change in order to free itself from the shackles of traditionalism, to cope up with the changes in environment, to adopt fresh innovative culture, new knowledge and technology and crave for a new order through elimination of the old structure and system.

³ N.C Saxena, Administrative Reform for Better Governance, National Social Watch, Dannish Books, Delhi, 2012, p-13.

Throughout the world, the structure and organization of governmental apparatuses need redesign and the behavioral patterns of public servants as well require modification to meet the ever-changing demand of the society. These concerns are premised on three fundamental beliefs about limitations of public organizations – the imperfectability of human institutions, the conservative nature of large public organizations, and the slowness of innovations to permeate public organizations (Caiden, 1985:459). These premises point to the crucial and omnipresent role of administrative reform in the field of public administration as well as underscore the importance of appropriate and timely implementation of major administrative reform measures to improve delivery of public services, to enforce greater accountability of public servants to political leaders in power and to increase the accessibility of citizens to public offices (Khan, 1998). Administration must also correspondingly change to be in step with the outer modernization process. Otherwise, disequilibrium would set in, resulting in imbalances, dysfunctional ties, maladjustments and goal displacement.

According to Riggs (1970) administrative reform is a “problem of dynamic balancing”⁴. Since public administration functions within a political context, its basic character, content and style of functioning is greatly influenced by the political environment, its institutional dynamics and process, not only merely setting national goals, priorities, or deciding between competing values, and allocating resources but also in devising the most effective instrument for translating these policies into successful program realities. Added to this, the advances in information and communication technology (ICT), and the state’s pervasive role in managing national assets and resources, controlling the entire

⁴ Fred William Riggs, Administrative Reform as a Problem of Dynamic Balancing. Philippine Journal of Public Administration, 1970, pp- 101-135

economy through regulation and development, ensuring a just and equitable economic order, correcting age-old social imbalances through newer forms of institution-making, and ushering in an egalitarian social system, has thrown up new tasks for administration.

Approaches of Administrative Reform

The characteristics of an administrative system are determined by the effectiveness and efficiency for fulfilling different functions and achieving different goals. Therefore, clarification of the overall goals of an administrative reform is a fundamental requisite for success. Usually, an administrative reform will be a multi-goal-oriented endeavor. This makes it all the more necessary to examine the consistency of the various goals and to establish necessary priorities. A few possible administrative reform goal clusters may be as follows:

- a) Traditional “administrative efficiency”, in the sense of saving money through form simplification, procedure change, and duplication reduction approaches;
- b) Reduction of perceived weaknesses, such as corruption, favoritism, political spoils and so on;
- c) Changing a particular main component of the administrative system so as to meet some ideal image.

This again includes a large variety of main goals, such as introduction of a merit-based civil service, introduction of a planning-programming-budgeting system, moving towards automated data processing and integrated data and information banks, increasing the utilization of scientific knowledge, and many more. Adjusting the administrative system to advancing overriding societal objectives,

such as accelerated modernization, changing the division of labor between the administrative system and the political system is crucial. For instance, either in the direction of reducing the power of the senior civil service and making it a more obedient servant of the political processes or increasing the professional autonomy of the administrative system and strengthening its influence on policy. Reforms change the relations between the administrative system and the population or selected population segments as it revamps the *locus* of decision making through relocation of decision centers (centralization vs. decentralization), “democratization” in the sense of participation, and “democratization”. This shift requires changes in the composition, quality and skill base of personnel. Administrative reform can also serve purely political functions, such as making administration serve as a scapegoat, gaining support through distributing spoils, or receiving a foreign loan.

Thus, administrative reform takes multidimensional approaches. With the nineties came the market reforms, and there was an emphasis on structural adjustment. The market based reforms, derived from incorporating the idea of neo-liberal economic model, resource allocation and competition into public organizations. There has been a push to introduce a market-led model.

The governments of all countries focus on accountability, efficiency, effectiveness, transparency and decentralization to improve governance practices. With the focus on good governance today, there has been a greater change in the conventional role of the state, the government and the bureaucracy.

Today, there is a shift from responsiveness to partnership and collaboration. The importance is given to people’s participation in governance and the involvement of the multiple actors. With citizen’s participation and collaboration taking a center

stage, the government has to act as partners with the citizens. Administration cannot fulfill the newer roles with the traditional organization and methods. It has to be people-friendly work on public trust. Hence, the bureaucracy has to change to adapt to the new role. These needs for change in turn necessitate reforms.

Types of Administrative Reforms

Administrative reforms, according to Gerald E. Caiden, can be of four types-

- Reforms imposed through political changes;
- Reforms introduced to remedy organizational rigidity;
- Reforms through the legal system; and
- Reforms through changes in attitude.

Reforms Imposed through Political Changes

Administration is shaped and influenced by political forces. The change in political scene also affects administration. Structure and working of administration is affected by political changes.

Reforms Introduced to Remedy Organizational Rigidity

Bureaucratic structures have to change to be flexible. The rigidity in the structure of administration has to be removed. The changes can take place in the form of restructuring, reinvention, realignment, rethinking and reengineering.

Reforms through the Legal System

Laws pertaining to administrative reform can lead to significant changes in administration. Legislation is normally preceded by consultations and deliberation in several forums such as committees, commissions, press etc.

Reforms through Changes in Attitude

Human beings are an important part of any organization. Change in their attitude will help bring reforms. No legal, structural and political change can lead to desired reform unless and until these are appreciated and accepted by the people working in the organization.

Actors of Reform

Actors in reform initiatives get involved in the process of reform. Policies are formulated and implemented by certain actors in order to achieve specific goals and objectives and they consist of certain courses of actions to be taken in certain processes (Popoola, 2016). Policy actors are called policy subsystems as they establish a forum where they discuss policy issues, persuade and bargain in pursuit of their interest. During the course of interaction actors often give up or modify their objectives in return for concessions from other members of the subsystem. Institutions shape the behavior of actors by conditioning the perceptions of their interests and affecting the probability of realizing them by constraining some choices and facilitating others. Nature of actors varies by country, policy sectors or domain or over time.

Actors may be classified into two major groups – internal and external actors. Internal actors include government agencies, judiciary, executives, legislatives etc., and external actors include interest groups, research organizations, civil society, media and international bilateral and multi-lateral development partners. Among the internal actors, members of the executive/cabinet play the crucial role in policy formulation and implementation. Their main strength is their access to vast information which is arsenical for effective policy formulation. Civil society, media and development partners also pay a vital role in framing the national policy. International actors influence policies through conventions, treaties etc.

Aminuzzaman (2007) argues that the external actors (multi-lateral and bi-lateral donor agencies) also play a role in the process of designing and implementing and prescribing governance practices. He concludes that-

- views of the members of public bureaucracy/ professional are not duly recognized and or appreciated by the external actors in formulation and setting of reform agenda;
- donor-assigned international and national consultants take a lead role in setting the reform agenda;
- Political leadership plays a weak/ inactive role in setting the policy guidance for setting the reform agenda.

Anderson (1979) also categorized the vital actors in the policy-making process into two – official and unofficial policymakers.⁵ These categories of participants are engaged in one way or the other in the policy process. These actors have critical and influential role in the sub-processes of policy initiation, formulation, implementation and evaluation. Anderson described that the official policymakers are those who hold legal authority to involve in the formulation of public policy. Those engaged in this category are the legislators, the executive, the administrators and the judiciary. Each of these actors performs responsibilities of policymaking in a different system from the others (Popoola, 2016). On the other hand, unofficial policymakers are those who do not occupy formal public positions or political offices. They play a significant role in policy making although they are not in the government. Actually, they harness their interests and demands, match them and influence official policymakers in the policymaking process.

⁵ James E. Anderson, "Public Policy-Making". New York, USA: Holt, Rinehart and Winston, 1979, pp-124-135

Factors of Reform

Reforms in public administration have been influenced by various factors, i.e. new domestic demand, and changing international systems that place increased burdens upon the nation-state. The multiplicity of government's role in social and economic development and the participatory and deregulation-based reforms, nature of new international engagement and interactions have created conditions for the state to become more entrepreneurial and competitive.

Khan (1980) has suggested a conceptual model with the empirical evidence that in-built and inherent resistance of the higher bureaucracy is one of the prime factors that subverts and destabilizes the reform initiatives in the context of Bangladesh. Khan also asserted that "political will" is one of the most critical elements in initiation, conceptualization and operationalization of administrative reform process.

Li and Basu (2000) assert that the key to reform is to properly incentivize the key actors generation, whose cooperation is needed in the design and implementation process of such reform process.⁶ They further observed that a simple buy out strategy of reform may not always work. Under certain conditions, information asymmetry / imperfection between the reform agents and agency to be reformed affect the process of its implementation.

⁶ David Li D and Susanto Basu, A Theory of the Reform of Bureaucratic Institutions, University of Michigan, 2000, PP-23-25

Obstacles to Reform Efforts

The circumstances giving rise to bureau pathologies are likely to inhibit the progress of administrative reform. The paradox is that countries most in need of administrative reform are the least able to implement it. If they had what it took to maintain competent public management able to reduce public maladministration and lessen the need for reforms, they would not find themselves in such a mess and would be better able to adopt the necessary remedies and antidotes (Caiden: 2011). In them, everything seems to conspire against reformers. Circumstances are never propitious.

Caiden (1991) identified seven universal obstacles to administrative reforms as geography (isolation, size of country, poor communication, low mobility); history (colonial legacy, past reform failures, inertia, bi-culturalism); technology (absence of or low level); cultural diversity (linguistic barriers, paralysis of public will, corruption); economy (scarcity, low savings and investment, monopoly, low managerial skills, poor labor-management relations); society (intense social conflict, traditionalism, tribalism); and polity (lack of consensus, weak and divided governments, entrenched bureaucracies, rigid constitutional arrangements). In fact all administrative reform efforts face more resistance from the bureaucracy and the political system. They arise from a lack of conviction that change is needed, dislike of change and a general preference for maintaining status quo.

The timing is never appropriate. Resources cannot be found. Competence is at a premium. The so-called Third World fares the worst. What does one do in a country like India, the world's largest democracy, where the then prime minister said this about his public bureaucracy in December 1985-

We have government servants who do not serve but oppress the poor and the helpless ... who do not uphold the law ... but connive with those who cheat the state and whole legions whose only concern is their private welfare at the cost of society. They have no work ethic, no feelings for the public cause, no involvement in the future of the nation, no comprehension of national goals, and no commitments to the values of modern India. They have only a grasping mercenary outlook, devoid of competence, integrity and commitment (Cited in Ranjan2012).⁷

It seems that like many countries implementation of reforms is a major problem in Bangladesh. Some of the major factors that hinder the implementation of administrative reform are as follows-

Lack of Political Commitment

The commitment of political leadership is a driving force behind implementation of administrative reform efforts. Indeed, political will on the part of politicians in power acts as the main driving force behind successful implementation of major administrative reform measures. Political leadership must be willing to take risks and own both failures and successes, and try not to shift the blame on the faceless public servants. However, this significant variable remains clearly absent in cases of major reform implementations. The experience in Bangladesh clearly suggests that politicians have not been serious in overhauling the inherited bureaucratic system. They talked about reform but did almost nothing about it (Khan, 1998).

Limited Capacity of Government

Administrative reforms need concerted efforts on the part of the government in power. Unless it can demonstrate its capacity, its reform agenda is bound to fail to

⁷Quoted by N.C Saxena, *Administrative Reform for Better Governance*, National Social Watch, Dannish Books, Delhi, 2012, p-13.

deliver the desired results. For example, the successive governments in Bangladesh have miserably failed to demonstrate this capacity. The failure in the institutional structure of the state has been quite alarming in recent years. The rule of law is in limbo, crippling public lives in all spheres (Sarker, 2004). Moreover, there has been a systematic abuse of the office of the police force by politicians (CPD, 2001a). On the other hand, the judicial system is subject to some fundamental and procedural problems. Administrative failure in the form of inability to provide basic services such as public goods and services, economic infrastructure, law and order, judiciary, etc., is quite evident (Haque, 2001a).

Bureaucratic Resistance

The issue of comprehensive administrative reform has to be seen in the context of the role and influence of the public bureaucracy. Administrative reform needs appreciation and support by the civil servants who are responsible for implementing reforms that are likely to impact on them. Most civil servants adopt a protectionist attitude toward the existing power configuration, which usually benefits vested interest groups including themselves. They see reform attempts as downgrading their present status, position, and power and orchestrate resistance to frustrate reform implementation (Sarker, 2004). Weak political leadership further bolsters bureaucratic resistance to administrative reforms.

Factionalism in Public Sector

Instead of implementing broad-based reform programs, successive governments have been interested in playing with the existing factional strife within the public bureaucracy, in maintaining status quo, and in building up their own support base (Sarker, 2004). The factionalism in public sector has many dimensions: rivalry between the generalists and the specialists, spoils system entrants versus recruits

through competitive examinations, freedom fighters versus non-freedom fighters, pro-Awami league versus pro-Bangladesh Nationalist Party civil servants, civil servants with a military background versus civil servants with civilian backgrounds, and factionalism based on district affiliation (Siddiqui, 1996)⁸. All these groups bargain with the political leadership regarding matters affecting their own interests. If the reform program threatens the interests of particular groups, they tend to mount all-out efforts to halt implementation.

Corruption

Corruption is an old phenomenon and is really an intractable problem for many countries. It is considered as a factor impeding the reform programs. Even in a highly privatized economy, the government will always be required to carry out powerful regulatory measures, and so its responsibilities for raising taxes, maintaining law and order, administering justice, providing primary health care and basic education, implementing environmental codes etc. In discharging all these functions, government officials may continue to have ample opportunities to indulge in corrupt practices (Siddiqui, 1996: 23-24). For example, Bangladesh administration has been plagued by both political and administrative corruption (Sarker, 2004).⁹

The Role of International Donor Agencies

Aid-dependence makes a country to remain liable to the pressure of the international donor agencies in formulating and reformulating its reform agenda. Again, the displeasure of the donor community about the efficiency and

⁸ See, Kamal Siddiqui, "Towards Good Governance in Bangladesh: Fifty Unpleasant Essay, University Press Limited (UPL), Dhaka. 1996, pp-96-105.

⁹ See, Abu Elias Sarker, "Administrative reform in Bangladesh: Three Decades of Failure, International Public Management Journal, Vol-7, No-3, 2004, pp-365-384.

performance of public servant of the recipient country is an open secret. However, there are both successes and failures of the donor agencies in reform programs.

The barriers can be summarized as follows:

- a) Reform measures have been ill-conceived and are unclear about their objectives;
- b) Administrative reform efforts have not been integrated with socio-economic development;
- c) Administrative reform efforts have been politically motivated and often geared to partisan or individual rather than overall national interests;
- d) Resistance towards reforms is generated and sustained by civil servants who perceive their interests to be adversely affected as a result of implementation of proposed reforms;
- e) Lack of professionalism among civil servants, who handle administrative reform, denied the necessary discipline and systematic approach;
- f) Lack of adequate and sustained institutional support for administrative reform;
- g) Dependence on colonial administrative system which is not in tune and sometimes in conflict with indigenous institutions, social customs and values.

Finally, strong centralization of government, excessive bureaucracy, political instability, and lack of public participation in policy making processes, lack of transparency, corruption, strong oral tradition, and influences from different legal environments due to historical ties and excessive weight of external forces hampers administrative reform.

2.2.3 Police Reform

The challenges of reform in police administration are not different from other administrative services or organizations.

Reform of police forces has been central to the reconstruction of governments whether they were emerging from authoritarianism or conflict. [...] the dominant template of police reform is now described as democratic policing, and the encouragement of democratic police practices has become the common goal of assistance to police by the international community, whether undertaken by individual countries or under multilateral auspices. The assumption behind the priority given to police reform in transitions to democratic government is that what the police do critically affects the character of government. [...] Authoritarian police are the hallmarks of undemocratic governments. (Bayley, 2005).¹⁰

The police, as a significant institution in civilian security governance, cannot exist without democratic control and oversight mechanism (Sedra Ed., 2010; Caparini and Cole, 2008).

In a centralized democratic state, the reform programs favor a centralized democratic control to ensure proper oversight over the police (Sklansky 2008; Tanner, 2000; and Marenin, 2000). Both these centralization versus decentralization approaches raise two questions: (a) what kind of policing is required in a democracy? How does policing (as part of the civilian security governance) impact the democratization process of the state?

Police administration reform has to face tremendous challenges in its effective implementation. Hossain (2014) argues that lack of proper orientation and training,

¹⁰ David H. Bayley, "Changing the Guard. Developing Democratic Police Abroad UK: Oxford University Press, 2005, p-17.

misuse and abuse of police by powerful section of the society, poor accountability, organizational failure to control and the inhuman terms and condition of their service desperately makes the police ineffective and non-accountable, and a meaningful reform can bring significant progress and prosperity. Major challenges for reforming Bangladesh police, observed by the author are lack of political will, bureaucratic hegemony by the police personnel, corruption, malpractices and lack of stakeholder's commitment.

For effective implementation of police reform requires to reduce the existent malaise and corruption of police force because there act as the major constrains. Crisis Group (2009) emphasized on developing its miserable working condition, overloaded work, transfer system and lower salaries; and it is easy to use a corrupt and politicized police force for the narrow interest of government agents. They bring a critical analysis of UN sponsored Police Reform Program (PRP) which was previously scuttled by BNP-led government and resuscitated by the military-backed caretaker government. It also provides some recommendations for enacting effective reform in police.

Institutional capacity is also a great factor for making the public oriented police reform successful. Asian Society in their report "Stabilizing Pakistan through Police Reform" provided a framework for police and law enforcement reform in Pakistan and hoped that policy makers and political actors of the county would incorporate police reform into the national agenda. This report mentioned lack of equipment, technology, personnel, intelligent capability, training and mostly lack of political will in addressing the police reform issue. It emphasized on the improvement of quality curriculum for Pakistan's police training issue, adequate

technological resources and updated police equipment for improving police performance (Asian Society, 2012).

The Organization for Security and Co-operation in Europe (OSCE) in their study “Police Reform within the Framework of Criminal Justice System Reform” developed the strategy and action plans for the extensive and holistic police reform. This study portrayed the ways to translate legal criminal justice provisions into policies and regulations in order to simplify better co-operation between all relevant actors for improving access to security and justice, and increasing the effectiveness and efficiency of the criminal justice process along with human rights norms and standards (OSCE, 2013). Li and Basu (2000) assert that the key to the reform is to properly incentivize the key actors generation, whose cooperation is needed in the design and implementation process of such reform process. They further observed that a simple buy out strategy of reform may not always work. Under certain conditions, information asymmetry/ imperfection between the reform agents and agency to be reformed affect the process of its implementation. Comparative police reform initiatives and experiences are analyzed by Dr. A K M Iqbal Hossain and Sanjay Pal. Dr. Hossain have delineated police reform initiatives of some developed and developing countries like the United Kingdom, Japan, Australia, South Africa and Pakistan. Along with constructing a comparative scenario of police reform of those countries, the author has emphasized on the need for reforming police of Bangladesh. Finally, he suggested some lessons from the experience of those countries which can help greatly in a meaningful police reform in Bangladesh (Hossain, 2015). Sanjay Pal explored the diverse experience of India, Pakistan, Northern Ireland, South Africa and Kenya regarding police reform in order to extract some lessons which Bangladesh police can learn to enact an effective reform initiative. Four themes of analysis had been used in exploring the

comparative reform initiative – the dynamics between the police and the executive, different ways to achieve democratic accountability of police, use of exceptional power by police, and how the police can perfectly engage with community (Sanjay Pal, 2012).

2.2.4 Police Reform as a Part of Good Governance

The idea of “governance” is as old as human civilization, which in the recent time the scope and the meaning of the concept have much been extended. Due to this, there is no consensus on the definition of the concept of governance. There is no harmony among the scholars and the donor agencies over the concept ‘govern’. The World Bank provides two definitions for the concept of governance. The first definition is completely related to the exercise of political power to deal with the nation’s affairs, while the second focuses on the use of power in the management of a state’s social and economic resources for development (Ashraf, 2014).

Governance practices in Bangladesh reflect an evolving relationship between competing interests whose members are located at pivotal points of control in the overarching systems of political, administrative, economic, regulatory and legislative power (Alam and Teicher,2012) Governance is a process of making decision and the techniques by which decisions are implemented or not implemented. The term governance defined by the Oxford dictionary as the act or method of governing, of exercising control or authority over the actions of subjects, a system of regulation. At the same time the government is one of the actors in governance. The military, civil society organizations, media, political parties, and NGOs are the other actors in the process of governance (UNESCAP, 2012).

Good Governance

The term ‘Good Governance’ may appear recently in the donors’ lexicon as a condition precedent for aid in developing countries, but actually be traced back to the ancient Greek period. In defining state, Aristotle argued that “the state came into existence for the sake of mere life” but continued for the sake of good life. The essence of Aristotle reveals the component of good governance of the present day. Good life begins with the guarantee of the protection of life, liberty, and property for all, the underlying conditions of the origin of state, which Thomas Hobbes, John Locke, and Jean-Jacques Rousseau indicated in their Social Contract theories (Ashraf, 2014).¹¹

The concept of good governance came into the policy and administrative debate in the late 1980s, at a time of unprecedented political changes. The collapse of the Berlin Wall on 9 November 1989 set off the breakdown of the Soviet Union which as a consequence also led to the decay of the political and economic alliances of the Eastern bloc. These political changes created the breeding ground and generated serious discussion on how a state has to be designed in order to achieve social and economic development. The discussion on good governance was at the heart of the debate.

In the last twenty years, both the concepts governance and good governance have become widely used in both the academic and donor communities. These two traditions have dissimilar conceptualizations.

¹¹ P. Ashraf, “The Role of Media in Good Governance: Paid News Culture of Media and the Challenges to Indian Democracy”, *International Research Journal of Social Sciences*, 2014, Vol. 3(3), pp-41-43.

First, there is the academic approach, which focuses mainly on the study of the different ways in which power and authority relations are structured in a given society.

Second, there is the donor community approach, which puts emphasis on the role state structures' play in ensuring social, economic and policy equity and accountability through open policy processes (Debiel and Terlinden, 2004). Good governance has also been described elsewhere as the striving for Rule of law, transparency, responsiveness, participation, equity, effectiveness and efficiency, accountability, and strategic vision in the exercise of political, economic, and administrative authority (OECD, 1992).

The World Bank has been a prolific producer of documentation discussing governance as a general tool in the international development process. However, during the course of the 12th Replenishment discussions for the International Development Association (IDA), the concept of good governance was specifically mentioned in the context of institutional assessment criteria. The World Bank's perspective of good governance is set out in general terms, and then the view of the same concept as expressed in the IDA discussions is mentioned specifically in the 1992 report entitled Governance and Development. This term is defined as the manner in which power is exercised in the management of a country's economic and social resources for development (World Bank, 1992). The World Bank identified three distinct aspects of governance:

- a) The form of the political regime;
- b) The process by which authority is exercised in the management of a country's economic and social resources for development; and

- c) The capacity of governments to design, formulate and implement policies and discharge functions.

The first aspect is deemed to be outside the World Bank's mandate, thus its focus has been on the second and third aspects.

Main Features of Good Governance

Good Governance and Accountability

Accountability is a fundamental requirement of good governance. Government departments and constitutional entities have an obligation to report, explain and be answerable for the consequences of decisions they make on behalf of the community they represent.

Good Governance and Transparency

People should be able to follow and understand the decision-making process. This means that they will be able to clearly see how and why a decision was made – what information, advice and consultation were considered, and which legislative requirements (when relevant) were followed.

Good Governance and the Rule of Law

This means that decisions are consistent with relevant legislation or common law and are within the powers of the organizations. In the case of local government, relevant legislation includes the local government act and other legislations related to the role and functions of all ministries, corporations and constitutional agencies such as the Public Service Commission, Anticorruption Commission, or other regulatory commissions.

Good Governance and Responsiveness

Government agencies should always try to serve the needs of the entire community while balancing competing interests in a timely, appropriate and responsive manner.

Good Governance and Equitable and Inclusive Approach

A community's wellbeing results from all of its members feeling their interests have been considered by the government agencies in the decision-making process. This means that all groups, particularly the most vulnerable, should have opportunities to participate in the process.

Good Governance and Effective and Efficient Administration

Government agencies should implement decisions and follow processes that make the best use of the available people, resources and time to ensure the best possible results for their community.

Good Governance and Participatory Administration

Anyone affected by or interested in a decision should have the opportunity to participate in the process for making that decision. This can happen in several ways – community members, interested parties, civil society groups, employee associations, employers' association, chambers of commerce and industry should have some sort of participation and be provided with information. These groups may be asked for their opinion, given the opportunity to make recommendations or, in some cases, be part of the actual decision-making process.

Good Governance and Police Reform

A modern state without a modern police administration will fail to govern. It is also important that the police service is undergone a process of transformation to

make it equipped to provide services well. Police administration should have the structure and functional competency to pursue strategies to prevent and disrupt crime, with a focus on transnational, serious, complex and organized crime, cybercrime and cyber safety, child protection, and countering terrorism and violent extremism. The protection of national interests, including protecting people, assets and critical infrastructure remains a key focus for the police administration. The police administration requires building internal resource competency through building its local and global policing partnerships. It needs to attain demonstrated leadership in delivering assigned responsibilities for a safer country.

This transformation is not immune to the governance mechanism of the state. The police are the state's primary legal enforcers and embodiment of the law, providing in principal protection, access to justice, and redress. Police actions to detect crime and bring perpetrators to the attention of the courts for punishment are critical to the effective functioning of any criminal justice system, therefore, is an utmost significant organization for good governance.

The service people receive from the police and other agents of the criminal justice system has an important effect on their perception of the government's fairness and effectiveness, and correspondingly, on whether they accept the right of the state and its enforcers to govern behavior (Bayley 1995; Marenin 1996; Tyler 1990). If people can have trust and confidence in rules, institutions, and authorities, they are likely to believe that good governance exists in voluntary compliance with the laws of the state.

In understanding the contribution of a police organization in the overall governance of a state, it is important to understand the concentration of power in

the executive. Moreover, another critical issue in the governance system is the challenges in the police oversight mechanism. Bayley (1996: 5) has suggested that a democratic police force in a governance system is characterized by accountability to “multiple audiences through multiple mechanisms”. Greater control over the police would be reflected, inter alia, by mechanisms to hold the police accountable to the budget committees of the legislature, to courts and prosecutors, to ombudsmen and oversight commissions. Non-governmental or social control of the police is also fundamental and can include such Actors as the press, human and civil rights organizations, and external auditors. Police reform process must address such a broad and functional accountability system, which has proved problematic in developing countries like Bangladesh.

Therefore, the police reform process, with its actors and factors, is an inherent requirement of the governance reform process of the state. According to Bayle (2006: 17):

“Reform of police forces has been central to the reconstruction of governments whether they were emerging from authoritarianism or conflict. [...]he dominant template of police reform is now described as democratic policing, and the encouragement of democratic police practices has become the common goal of assistance to police by the international community, whether undertaken by individual countries or under multilateral auspices. The assumption behind the priority given to police reform in transitions to democratic government is that what the police do critically affects the character of government. [...] Authoritarian police are the hallmarks of undemocratic governments.”

The monopoly of the legitimate use of force is the constituting characteristic of the modern state (Weber, 1978), and the way how this monopoly of force is exercised by the government using police force significantly affects the nature of the government and the state. In an authoritarian state the government exercises monopoly of force using police as an auxiliary institution of the authoritarian power. Ideally in a democratic state, checks and balances exist that impose limitations on what the police are allowed to do. The major objective of imposing such limitations is to secure human rights – civil liberties and political rights of citizens. Further, in democratic states, it is also intended that there is only limited political influence on the police. The law enforcement agencies are accountable to the constitution and statutory laws and these institutions must not be guided by arbitrary decisions of politicians or political parties. However, the police, as a significant institution in civilian security governance, cannot exist without democratic control and oversight mechanism. Importantly, the line between democratic control and political influence is blurry. Both politicians and bureaucrats often would like to control the police that serve their interest rather establishing a balance between autonomy and control over the police force. This balance is also critical especially in the context of a transitional democratic state where there is a conflict between de-politicization of the police and the introduction of democratic control of the police. The conflict can better be explained by the nature of the relationship between the actors who constitute the government in any particular case.

The debate on de-politicization of police and democratic control over police also facilitates further discussion on centralization vis-à-vis decentralization of police forces as usually suggested by the police reform programs. Decentralization in police structures disperses the democratic control of the police to different levels of

the political governance so that no single level of government has too much power to control police. However, in a centralized democratic state, the reform programs favor a centralized democratic control to ensure proper oversight over the police. Both these centralization versus decentralization approaches raise two questions:

- a) What kind of policing is required in a democratic governance mechanism?
- b) How does policing (as part of the civilian security governance) impact the governance system of the state?

In answering the first question, one needs to understand the governance system of the state and the history of institutional formation and governance dynamics of the particular state. The political government is arguably the most powerful actor along with other statutory institutions. However, it continues to be influenced by the violence-resistance nexus encountered in the society. Police structures are arguably determined by political settlements among all these actors. Maintenance of order is important in the society for the sake of the state. Police structures are generally not affected by crime in general, but violent offences perceived to threaten the political order challenge the police vis-à-vis the state (Bayley, 1985). Reform efforts which ignore the significance of institutional evolution of the state and power of police culture will be counter-productive to the democratization process.

While addressing the second question, Murray Tanner (2000) in his review article identifies five key arenas, which has large impacts on the democratization process of a transitional democratic state. These are: development of civil society; the institutionalization of a functional political society; the establishment of the rule of law, including constitutionalism, respect for process, and protection of rights; the existence of a state bureaucracy usable by democratic leaders; and an

institutionalized economic society with a strong role for free markets. The police system directly influences the governance system through the two of these five arenas.

First, police reform is a part of the larger security sector governance. It couples with the judicial independence, prison reform and other similar reform processes that facilitate institutional solidification in building the rule by law in a transitional democratic system.

Second, the discipline, loyalty and effectiveness of the police force are vital in making the state bureaucracy apparatus usable to the transitional democratic government leaders and in permitting them “to exercise effectively their claim to the monopoly of the legitimate use of force in the territory” (Tanner, 2000: 103). Therefore, it is significant to concentrate more attention on the police reform processes. A process to reform the police forces would impact rule of law and institutional consolidation necessary in the democratic transition and consolidation process of the state. The nature of the police reform and various challenges to it would signify the nature of the security governance its relationship to the establishment of rule of law in the state.

Third, which is not on Tanner’s list, one needs to understand that police is political by definition and in their work police is inherently related to the political development of the state. Bayley (1985) proposes that police affects political life in six important ways: by determining the players, regulating the competitive processes, defending or not defending regimes from violent attacks, covertly monitoring and manipulating political groups, advocating policy inside and outside government, and providing material aid. This description upholds the fact that

police is functioning in an apolitical environment. Therefore, reforming police is a political will, which is linked with the larger governance reform of the state.

One of the underlying objectives of police reform in Bangladesh is to shift from a colonial policing system to a democratic structure where the police work primarily for public interest and not the interest of any particular regime or any influential group. Therefore, further to reform, the police will uphold a democratic system based on the observance of human rights, facilitate access to justice to all without discrimination, and secure the rule of law based on the norms of accountability, transparency, equality, and community participation. However, the existing reform initiatives neglected citizens' involvement in its process. For example, the reform program has failed to identify the mechanism of the civilian oversight for the security institutions. As a result, pro-people law-enforcement agencies are yet to be in action. The reform process remains highly top-down and undemocratic in nature.

To understand the relationship between different actors involved in this reform program, one requires having a considerable knowledge on the history of formation of different institutions along with the making of the state in Bangladesh. Furthermore, it is important to analyze the involvement of the actors in the reform program in line with the inherent features of the democratization process discussed in an earlier part of this section. The gradual formation of different institutions in the state of Bangladesh and the relationship between these institutions portray certain features, which are also very significant factors in analyzing how and why the actors perform like what they are doing in the police reform program.

2.2.5 Institutional Theory (Formal & Informal Institutionalization)

Institutional theory deals with profound and more resilient features of social structure. It realizes the processes by which structures, including schemes, rules, norms, and practices, become developed and established as authoritative guidelines for social behavior (Scott, 2004). Different components of institutional theory interpret how these features are created, diffused, and adopted through the space and time; and how they fall into decay and abandonment.

In defining institutions, Scott (1995:235) denotes that there is “no single and universally approved definition of an ‘institution’ in the institutional school of thought.” Scott (1995:33, 2001:48) asserts that:

Institutions are social structures that have attained a high degree of resilience. [They] are composed of cultural-cognitive, normative, and regulative elements that, together with associated activities and resources, provide stability and meaning to social life. Institutions are transmitted by various types of carriers, including symbolic systems, relational systems, routines, and artifacts. Institutions operate at different levels of jurisdiction, from the world system to localized interpersonal relationships. Institutions by definition connote stability but are subject to change processes, both incremental and discontinuous.

According to Scott (2008) institutional theory is “a widely recognized theoretical stance that highlights rational myths, isomorphism, and legitimacy.” Kraft (2007) also described that Institutional Theory is “Policy-making that emphasizes the formal and legal aspects of government structures.”

The basic notions and areas of the institutional theory approach deliver useful guidelines for scrutinizing organization-environment relationships highlighting the social rules, expectations, norms, and values as the sources of pressure on institutions or organizations. This theory is constructed on the concept of legitimacy rather than efficiency or effectiveness as the primary goal of organizations (Doug and Scott, 2004). Researchers and scholars of the institutional theory assert that the institutional environment can intensely influence the development of formal structures in an organization (Meyer and Rowan 1977; DiMaggio and Powell 1983). Amenta and Ramsey (2010) described three types of institutional theory which tends to focus on different kinds of higher-order determinants and differ in how much they matter causally. The three institutional theories are sociological institutionalism, historical institutionalism and political institutionalism.

The sociological institutionalism in the sociology of organizations (Powell and DiMaggio 1991) and those scrutinizing the influence of the “world society” (Meyer et al. 1997) emphasize on cultural and ideational grounds. Sociological institutionalism is a response in part to views of organizations, such as the resource dependence model, and interactions among states, such as world systems theory, that neglect cultural structures and processes in explanations. In the study of policy, sociological institutionalism emphasizes on quests for legitimating in political organizations and tends to focus on processes of policy imitation and diffusion and especially on surprising convergences in forms of institutions and policies (Amenta and Ramsey, 2010).

Historical Institutionalisms usually focus on determinants at the macro-political or macro-economic level, though they rely on no particular type of institutional

theory, and instead expect causation to be multiple and conjuncture and often involving time-order and path dependence (Pierson and Skocpol 2002). Historical institutionalism is in part a response to rational choice theory and behaviorism in political science. Historical institutionalism holds that institutions are not usually created for practical motives and calls for historical research to trace the processes behind the creation and persistence of institutions and policies. Institutions are often implicated in both the clarifications and what is to be explained (Amenta and Ramsey, 2010).

Political Institutionalisms form a theoretical school, though one with a weaker self-identity. Political institutionalisms typically place their claims at the state or macro political level and claim that the process of formation of states, political systems, and political party systems strongly affect political processes and outcomes (Amenta and Ramsey, 2010). Political institutionalism has a similar approach to study as historical institutionalism, but predates it and constitutes the main theoretical strain within it. Political institutionalism came in response to formerly dominant pluralist and Marxist treatments of politics that provided one-dimensional views of states and other political institutions. Unlike sociological institutionalisms, political institutionalisms focus not on convergence in policy across countries, but on long-standing institutional differences across countries. They tend to argue that nation-level political institutions mediate the influence of domestic organized political actors and global processes.

Formal Aspects of Institutionalism

This is a conception of institutionalism according to which institutions are carried in procedurally defined “means” that provide for appropriate or customary ways of acting. Scott and Meyer (1983: 149), for example, noted that “in institutionalized

environments, organizations are rewarded for establishing correct structures and processes”. Institutions are carried by formal organizations, regimes which convey a central authority system, and by culture, which gives meaning to the customary and the conventional in daily life. Institutions are also carried by informal aspects, such as individuals and societal actors, and provide accounts of the social and legal constructions of individual identity (Fried land and Alford, 1991).

Informal Aspects of Institutionalism

Institutionalized organizations operate in environments that are complex, with values. The organizations, to survive, turn their focus outward “to acknowledge influential constituencies and the values they represent (Meyer and Rowan, 1977). They are typically distinguished from technical organizations, in that technical organizations “turn inward” focused on the efficient and competitive production of a product core. Mastrofski and Uchida (1996: 213) described institutionalized organizations as follows-

Here the nature of the organization’s product or service and what constitutes performance are not readily specified in ways that are easy to conform empirically; the technical capacity of such organizations to produce this service is not well known or well established. However, these organizations succeed in their well-developed institutional environment to the extent that they conform to structures (procedures, programs, or policies) that are widely accepted as being right even though the relationship of these structures to actual performance is not well established.

Police agencies are exemplars of institutionalized organizations. When we think about police departments, we are talking about organizations that do value work.

Their constituents, those who are sovereign or whose opinions affect operational and strategic decisions, tend to frame values in terms of public safety first, and then in terms of other values such as due process, hiring and retention, gender equity, and public relations. They also must consider internal constituents, such as line officers who attain sovereignty vis-a-vis collective bargaining. The bottom line for police organizations is that they must display, in their organizational behavior and design, that they care about constituents' concerns across this panoply of groups and the way in which these issues are important to them (Crank, 2003).

Institutional theory was first used by police theorists and researchers in the 1990s. Crank and Langworthy (1992) argued that reform failure among the police often failed because reformers failed to account for the constraining or enabling effects of the institutional environment on police organizations. They stated that:

A police department participates with other powerful actors, called sovereigns, in its institutional environment, and it receives legitimacy from these sovereigns. Sovereigns are those actors whose views are significant, that is, they are entities that have the capacity to affect the fundamental well-being of the organization (Crank and Langworthy, 1992: 342).

Departments select particular goals, strategies and tactics because they helped maintain legitimacy with influential groups and constituencies. To “look and act” like police departments, they engaged in “myth-building” processes. Myths were defined as “widespread understandings of social reality”. These understandings have the ring of “truth” to them. They are advanced by police departments in a “dramaturgy of exchange” through which police departments ceremonially demonstrate their moral legitimacy qua police.

Mastrofski and Uchida (1996) suggested that police operate in both technical and institutional environments, reviewed existing police reform-oriented writings, and assessed their implications for these environments. Institutional and technical environments, they offered, differed in terms of the locus of change efforts. Reform efforts needed to be tethered to the distinguishing characteristics of the appropriate environment. Institutional theory is one way to do this, as follows: departments, rewarded for being “tough on crime”, are rewarded for cracking down on particular kinds of offenders. This is profiling, and eventually it comes into conflict with the myth of equal enforcement of the law. Organizations become susceptible to legitimacy crises (Crank, 2003).

Institutional theory emerged as a way to explain the behavior and structure of criminal justice organizations and inter-organizational fields in the 1990s. It has been modeled on the work of Meyer and Rowan (1977), in which institutional theory of organizations focused on the way in which environments provide the enabling conditions for organizational structures and behaviors. It has been primarily applied to police organizations, but has been also applied to corrections and to parole and probation. While loose coupling, a derivative concept of institutional theory of organizations, was first applied to courts processes, to this author’s knowledge broader applications of institutional theory have not formally “arrived” in research on that inter-organizational field.

2.3 Analysis of International Case Studies of Police Reform

British India, East Pakistan or Bangladesh has been troubled with problems in policing. The 150 years-old police legislation often brings impediments in democratic policing. The Police Act, 1861 was designed following the more militarized Irish Constabulary policing model and enacted in immediately after the

Sepoy Mutiny of 1857. This model of policing was mainly concerned with maintaining law and order rather than serving public in the spirit of the more civilian-minded Metropolitan Police. Though this police Act have been greatly criticized, it has continued to operate in Bangladesh and failed to be a citizen enteric or people friendly policing. In order to establishing a public oriented police system, the question of reforming police administration is arising now.

This section aimed at exploring the need for police reform in Bangladesh and analyzing the police reform experience of some developed and developing country in order to determine what lessons Bangladesh can learn from others.

2.3.1 Police Reform in Pakistan

Like India and Bangladesh, the colonial legacy oppressive Police Act, 1861 continued in Pakistan. From the time of its independence, lots of commissions, committees as well as foreign mission appointed periodically whose recommendations remained elusive. Lack of political will is a great obstacle in implementing those recommendations also. Soon after independence, a Bill (XXV of 1948) was moved in the Sindh Assembly for establishing a modern police force in Karachi, but it was sent back for resubmission and later shelved. A list of the Commissions and Committees, established to reform the police, is given below.

Sir Oliver Gilbert Grace Committee in 1951: Immediately after independence of Pakistan in 1947, Karachi, as the capital of Pakistan had to face various problems, especially in the regards of immigrants rushed from India. The law and order situation seriously deteriorated. The existing police force failed to cope with the emerging crisis. In this context, a committee headed by Sir Oliver Gilbert Grace in 1951 and continued to look into the matter into details. Apart from several other

things the committee recommended that police set-up for the city of Karachi should be fundamentally changed. However, no headway could be made because of strong opposition by the bureaucratic elite (Hossain, 2014) .¹²

Justice J.B. Constantine Commission in 1960-1961: Pakistan Police Commission led by Justice J.B. Constantine visited India to help design a metropolitan police force for Karachi but the capital was moved to Islamabad and consequently no recommendations were made. Towards the end of the Ayub Khan's rule, Police was unable to effectively tone down the public protests and were openly seen clashing with people. After Ayub stepped down, it was clear that the police needed to be strengthened for the safety of the state.

Major General A.O. Mitha Commission in 1969-70: The District Magistrate was responsible for law and order within the district, and for this purpose the superintendent of police was his assistant. At the same time he was under direct control and supervision of Deputy Inspector General of Police in charge of a Division. Thus, the superintendent of police had to work under dual control. The police Commission headed by Major General A.O. Mitha recommended independence of the Superintendent of Police at the District level from the hold of district magistrate (ADB, 2011).

G. Ahmad Committee in 1972: One man committee of G. Ahmad, a senior civil servant recommends to the cabinet for the establishment of a Federal level police organization that specifically deals with 'Smuggling, Narcotics, Currency offences,

¹² AKM Iqbal Hossain, Police Reform in some Selected Developed and Developing Countries: Some Lessons that can be learnt by Bangladesh Police. Volume 1, Issue 1, February 2014, PSC Journal, Police Staff College Bangladesh, pp-131-142.

Enforcement of Laws relating to foreigners, Immigration & Passports and offences having inter-provincial ramification (Imam, 2011:15). Consequently the Federal Investigation Authority was established in 1975. In his campaign to assert control over the bureaucracy and the military, Zulfikar Ali Bhutto laid off some 1,300 civil servants including police officers labeling them as incompetent and corrupt during 1972.

Aslam Hayat Committee in 1985: In the year 1985 a Police Committee led by Aslam Hayat, was formed which recommended for installing metropolitan police system for cities of more than 500,000 people. As a follow-up in 1987, the Cabinet sent an official delegation to India and Bangladesh for observing their policing systems so that necessary steps could be taken in line with the recommendations forwarded by the Police committee led by Aslam Hayat. The delegations seconded the Committee in stating that metropolitan police system should be introduced in Islamabad, Karachi and Lahore on emergency basis. But therefore further action could not be taken as the government was dissolved in 1988. The 1990s saw through two governments each of both the Pakistan People's Party under Benazir Bhutto and Pakistan Muslim League under Nawaz Sharif.

Law enforcement and police system of Pakistan is by no means too flawed to fix. Moreover, at least within the police service, there is a noticeable desire to improve performance. In comparative terms, better performance by the National Motorway Police (Highways Police) and a few effective counter-terrorism operations in the late 1990s show that improvement and reform are indeed possible. The creditable performance of Pakistani police officers and junior officials while serving in various UN peacekeeping operations also show promise. Lately, many police officials across Pakistan have shown bravery in facing suicide bombing attacks.

Courageous police officers like Malik Saad and Safwat Ghayur who sacrificed their lives while leading from the front have inspired many young police officers in Pakistan (Abbas, 2011).

In order to reform the police, Pakistan must first overcome internal lacunae: political appointments must end; postings, recruitment, and promotions must be made on merit alone; and corrupt officers must be punished publicly. No financial resources are required to accomplish these goals. Second, Pakistan has to start investing its own funds in enhancing overall law enforcement capacity. International donors must understand that supporting the larger police and law enforcement reforms is the only effective way to enhance Pakistan's capacity to fight terrorism. Such support, besides strengthening the rule of law and democracy in the country, will improve inter-agency coordination for intelligence sharing and joint investigations with donor countries, which have acquired increased importance in recent times.

2.3.2 Police Reform in India

Police of India continue to be governed by an ancient and colonial police law which was passed in 1861. The Constitution of India makes policing a state subject and therefore the state governments have the responsibility to provide their communities with a police service. However, after independence most have adopted the 1861 Act without bringing any major change, while others have passed laws mainly based on the 1861 Act.

The necessity for police reform in India and the police laws has been long recognized. India remains loaded with an outdated and old-fashioned law though

its government created committees and commissions to forward the police reform process and continues the debate and discussion for almost 30 years.

In the context of a post-emergency India, the National Police Commission, the first committee set up by the Indian government to report on policing, began sitting in 1979, and produced eight reports, including a Model Police Act between 1979 and 1981. In 1996, two former senior police officers filed a public interest case with the Supreme Court, asking for the Court to direct governments to implement the recommendations of the National Police Commission. The Supreme Court directed the government to set up a committee to review the Commission's recommendations, and the Ribeiro Committee was formed. The Committee, under the leadership of J.F. Ribeiro, a former Chief of Police, sat over 1998 and 1999, and produced two reports. In 2000, the government set up a third committee on police reform, this time under the stewardship of a former union Home Secretary, K. Padmanabhaiah. This Committee released its report in the same year.

In 2005, the government put together a group to draft a new Police Act for India. Headed by a senior advocate of the Supreme Court, Soli Sorabjee, the Police Act Drafting Committee submitted a Model Police Act to the union government in late 2006. At the same time, the Supreme Court made further directions in the long running public interest litigation on police reform. The Court directed the governments of India to Commonwealth Human Rights Initiative to implement police reform, and provided them with a framework within which to begin the reform process.

Two government committees that took place between 2001 and 2004 and made recommendations regarding the police have not been included as they either dealt

with broader criminal justice issues (the 2001-2003 Malimath Committee on Reforms of Criminal Justice System) or were limited to prioritizing the recommendations of previous committees (the 2004-2005 Review Committee on the Recommendations of National Police Commission and Other Commission/Committees).

Thus police reform in India is the need of the era, but it is being severely resisted. Non-implementation of Supreme Court's judgment displays how deep seated and strong the resistance to police reforms has been. It is clear that isolating the police from politicization and criminalization and accountability of police are at the heart of reform and in need of urgent and vital attention from the point of view of addressing public needs and sustaining the constitutional system and rule of law.

2.3.3 Police Reform in UK

An organized police force was first established by the Metropolitan Police Act, 1829. Some reforms had been initiated by the Police Act 1919 which introduced the provision of guaranteed pension for the police and it also prohibited the trade unions among the police. The police Act, 1946 provided for the amalgamation of smaller Borough police forces with Country Constabularies in England and Wales (Hossain, 2014). The Royal Commission on the Police was appointed in 1960 under the chairmanship of Henry Willink after happening two major scandals involving Borough Police forces.

The main responsibility of the Royal Commission was "to review the Constitutional position of the police throughout Great Britain, the arrangements for their control and administration and, in particular to consider (1) the constitution and the function of local police authorities; (2) the status and accountability of

members of police force; (3) the relationship of the police with the public and the means of ensuring that complaints by the public against the police are effectively dealt with; and (4) the broad principles which should govern the remuneration of the constable, having regard to the nature and extent of police duties and responsibilities and the need to attract and retain an adequate number of recruits with the proper qualifications” (Govt. of India, 2007).

Main features of the recommendations provided by the Royal Commission are:

- No single national force was to be formed, but central government should exercise more powers over local forces;
- Retention of small police forces of between 200 and 350 officers “justifiable only by special circumstances such as the distribution of the population and the geography of the area”
- The optimum size for a police force was more than 500 members, with the police area having a population of at least 250,000; and
- There was ‘a case’ for single police forces for major conurbations.

Following the recommendations of the Royal Commission, the Police Act received Royal assent in 1964. The old County and Borough police authorities were replaced with ‘police authorities’ composed of two-thirds elected representatives and one-third magistrates. These new police authorities had far less powers than the earlier county and Borough authorities. The powers of the Home Secretary over the police were increased. One of the effects of this Act was the reduction in the number of police forces.

The Greater London Metropolitan Authority Act amended the Police Act, 1964 and established the Metropolitan Police Authority (MPA), The Metropolitan Police

Authority has 23 members –12 from the London Assembly appointed by the Mayor, four magistrates appointed by the Greater London Magistrates Course Association and seven independent members, one appointed directly by the Home Secretary, with other members appointed on the basis of open advertisements. Members are appointed for a period of four years. The Chairperson of the MPA is chosen by the members among themselves.

One of the key strategies identified by the Metropolitan Police Service (MPS) is promoting community cohesion and integration. The MPS has constituted Diversity and Citizen Focus Directorate to consult communities so as to understand and get a feedback from them. Besides, the MPS has also introduced Safer Neighborhood Teams in all localities.

2.3.4 Police Reform in Japan

The Japanese police came under condemnation at the end of the 20th century, because of a series of scandals and cases of misconduct that involved officers ranking as high as Chief of Local Police. Seriously concerned about these events, the National Public Safety Committee (NPSC) and the National Police Agency (NPA) established the Charter of Police Reforms that aimed at improving the accountability of the Japanese police forces through self-redress and by conducting citizen oriented activities in readiness for the 2000s. Soon after that, all local police forces in Japan initiated reforms in accordance with this Charter. At that same period, Japan was facing a sharp increase in crime. The number of penal code crimes (1) had increased during seven consecutive years and in 2002 were over a million. This was a 60% increase compared to the seven previous years. As a result, the Japanese police had to fight on two fronts.

Approaching the end of the second millennium, in the years between 1999 and 2000, a series of serious scandals involving local police forces were uncovered. One was an illegal investigative maneuver to conceal a drug offence committed by a police officer. The case involved the Commissioner and the Assistant Commissioner of Kanagawa Police Headquarters and it led to the prosecution of the Commissioner. The other case was a serious misconduct committed by the Commissioner of Niigata Police Headquarters and the Director-General of the Kanto Regional Police Bureau. The Niigata Police Chief, whose force was being inspected and the Director-General conducting the inspection had dinner, sitting at the same table. This case resulted in the voluntary resignation of the two heads. Disciplinary measures were taken by the NPSC against the Commissioner-General of NPA, which is a rare occurrence. In addition to the above, a number of investigations on the deaths of crime victims had been criticized for the negative attitude of individual investigators. Police officers responsible for these cases were disciplined and some were prosecuted.

Reform Commissions and their Recommendations

Concerned about the above problems, in March 2000, the NPSC established the Police Reform Committee (PRC) that consisted of six prominent citizens including former vice Prime minister, CEO of TV media and former chairman of Japan national bar association. By July 2000, the PRC conducted hearings and intensive discussions and adopted urgent recommendations on police reform. In these recommendations, the PRC pointed out the lack of transparency, self-righteousness and the lack of adaptability to social changes. They recommend eight reforms which are as follows:

1. **Remove red tape:** The PRC recommended enhancing disclosure of information, especially concerning negative information such as information on disciplinary actions on police personnel.
2. **Sincerity in handling complaints:** The PRC emphasized the need to respond positively to complaints made by citizens. The PRC urged the police to establish a response system that facilitated the reporting of all complaints about field officers to commissioners. Such a system was considered to be indispensable to remedy the problem of police misconduct.
3. **Strict inspections:** The PRC recommended the enhancement of the inspection system. As the Niigata case had demonstrated, the inspection system did not function well, because inspectors and those that were inspected were closely connected.
4. **Let the PPSC work:** The PRC pointed out the need for active public safety commissions, with enhanced powers of democratic control over local police forces to promote the interests of citizens.
5. **Citizen Friendly:** The PRC proposed that the police should be ready to accept citizens' consultations about problems with other citizens and to enhance trouble-shooting activities. The investigative misconducts have shown that the police tended to refrain from intervening in conflicts among citizens before a criminal charge had been made. Many police officers were traditionally, averse to such interventions, out of concern for the privacy and rights of citizens. However, social changes, including the emerging idea of victim support, require the police to act affirmatively to prevent crime.
6. **Maintain discipline:** The PRC proposed that the acceptance of sense of responsibility should be increased among all police personnel. Intensive education on police ethics was to be undertaken. Moreover wearing nameplates was made mandatory.

7. **Face the community:** The PRC proposed that meetings should be established between police stations and the community to give an opportunity for community member's opinions and ideas to be voiced at the police station. The meeting is named "Police Station Council" which modeled on the "Police/Community Consulting Group" in England.
8. **Adaptability to a changing society:** Lastly, the PRC recommend that the police force should be adaptable to social changes. This was to be achieved through reforming the education and promotion system of executive officers and through the reformation of organizations.

After receiving urgent recommendations for reforming the police force from the PRC, the NPSC and the NPA established the Charter of Police Reform (the Charter) in order to proclaim the principles of police reforms. The Charter consisted of four major sections.

- The first part of the Charter was concerned with issues such as the enhancement of transparency, self-improvement, disclosure, affirmative responses to citizen's complaints, strict inspection, as well as enhancement of the control by the PSC over the police.
- The second part of the Charter declared the establishment of a "police for the people." In order to realize this goal, the police were urged to listen to citizens' needs and genuinely respond to these needs, reinforce activities to ease citizens' fears about crime, and support the victims of crime.

- The third part of the Charter was a response to the demands of the new age, including strong measures against organized crime groups, enhancement of international cooperation to cope with transnational crime and cyber-crime.
- The final part of the Charter was concerned with the development of human resources including education and training, as well as burden reduction through new technologies and increase in personnel.

2.3.5 Police Reform in Kenya

The Kenya Police has over the years served as the state's main organ of oppression and principal violators of human rights operating in a culture of low accountability. Police forces have often been charged with corruption and misuse of force. Since Kenya's independence in 1963, the Kenya Police has been linked with the protection of small political and economic elite at the expense of the protection of all citizens' rights: this contributed to the public's image of the police as a hostile, abusive, corrupt and ineffective force. In addition to this, the police lacked the necessary equipment to carry out their duties, had to deal with poor infrastructure, and there was a lack of coordination with two separate police forces- Administration police and Regular Police.

The push for multiparty democracy in the early 1990s brought greater pressure for police reform in the country. There was a need to transform the police into a more modern service, in line with international standards of policing. This however was not realized until 2002 after a change of government, with the National Coalition for Reforms and Democracy (NARC) winning the elections. In 2003, the government established the Task Force on Police Reforms, the first time such an extensive reform process specifically targeting the police had been started by the

government. The task force was mandated to analyze the current poor policing practices and provide recommendations. The task force proposed a number of recommendations including the development of a public relations campaign and the implementation of organizational reforms and institutional restructuring. The focus of the task force was however not on accountability and professionalism.

The aftermath of the 2007 elections was the turning point of the national police reform agenda. The Commission of Inquiry into the Post-Election Violence (CIPEV) implicated the police in acts of violence and killings during the elections. The CIPEV and the UN special reporter report on extra judicial killings both recommended extensive reforms of the police system. In addition, Agenda IV of the National Accord and Reconciliation Agenda also prioritized ‘constitutional, legal and institutional’ reforms, one of which was law enforcement institutions, as a means to improve the rule of law. In response to these recommendations the government set up the National Taskforce on Police Reforms in 2009 headed by Retired Judge Philip Ransley. The taskforce came up with over 200 recommendations. To fast track and coordinate the implementation of the recommendations the President established the Police Reform and Implementation Committee (PRIC).

Reform Commissions and their Recommendations

The Ransley report recommendations provided a blueprint for police reforms and were adopted in the formulation of the constitution. The promulgation of the 2010 constitution introduced significant changes in the policy, legislation and institutional structures towards police reform and significantly enhances police accountability. Some of the key changes included: the establishment of the National Police Service (NPS), that merged the Kenya Police and the Administration Police under one command which was the newly created office of

the Inspector General; the National Police Service Commission (NPSC) tasked with developing training policies, advising on salaries and remuneration of the members of the Service, overseeing recruitment and disciplinary matters and the vetting of the members of the National Police Service; and the establishment of a specific body mandated to deal with complaints against the NPS.

Despite some initial progress, the reform process still faces several challenges. Top commanders referred to the police services as “an institution that is turning into a criminal enterprise where tribalism, favoritism and the search for bribes has replaced the vaunted motto of providing service to all”. Organizational reforms, including administrative merger and vetting, have had limited impact. Corruption and a lack of political reform are key obstacles to the current reform process. Human rights violation is still rampant in the police service, a signal that there has been no change in terms of attitudes and practices amongst police officers.

The merger of the Administration Police (AP) and the Kenya Police has only partially succeeded due to resistance within the Administration Police, who felt that a merger was not in their best interests as they would see their role limited post-integration process and under unified command. In 2009, AP commandant Kinuthia Mbugua stated that “the AP is a unique but very strategic and important internal security arrangement which should not be merged with the Kenya police... as AP are deployed within the grassroots in all parts of the country... and a merger would deny Kenyans the security they have had interacting with the AP at their doorstep”. The two institutions thus continue to work separately, impeding effective coordination and collaboration as envisioned by the National Police Service Act. The lack of a clear command structure is also a significant challenge to the National Police Service due to the merger and that “currently, we do not

have a National Police Service, but a conglomerate of ‘forces’ answering to different commanders, with different resource pools, and some receiving more favors from the Executive than others”.

The vetting of police officers by the NPSC, a process that is central in the reform agenda, has been very slow; a cause of concern for many Civil Society Organizations (CSOs), government and the police as well. President Uhuru Kenyatta expressed his concern that the process is slow and is creating a lot of anxiety among police officers. The process was scheduled to end by August 2015 and is already behind schedule. Concerns on transparency of the process have also arisen: the constitution and the Police Act state that members of the Kenya Police Service must be vetted on competence and suitability, with a focus on professionalism, performance, discipline, human rights record and qualifications (academic and training). The focus has however shifted to issues of wealth and finances of police officers with little attention given to their service records. In addition the chairman of the NPSC Johnston Kavuludi and commissioner Ronald Musengi are facing graft charges by the Ethics and Anti-corruption Commission raising further questions on the integrity of the process.

The endemic culture of corruption still remains a deep-seated issue despite the reforms in the service. The police service has been described as a ‘bribe factory’ and research conducted by Transparency International in 2014 found that the police service remains the most corrupt-prone public institution in the country with an 81% corruption score.

There is also a perceived lack of political will to hasten the pace of reforms. There have been repeated attempts to amend security sector laws by the current government so as to remove checks and balances and increase governmental

control over security agencies. Some of the proposed changes include: limiting the powers of the NPSC and allowing the president and parliament to appoint the inspector general of police without open recruitment. The Security Laws (Amendment) Act is perhaps considered the greatest attempt by the government to roll back some of the gains made in the reform process. Seven clauses in the Act were suspended as they were considered in direct contravention of the bill of rights. The vetting of police is facing major setbacks as compared to the vetting process of judges, which was also part of the institutional reforms proposed by the National Accord and Reconciliation Agreement, and as such there is a need to reconstitute it with the right mix of stakeholders in order to introduce new opinions and ideas in the process. A police officer interviewed agreed with this adding that “the NPSC needs to be restructured, there should be a mix of expertise in the vetting panel including some external commissioners as seen in the judges and magistrates vetting board”.

In addition to the vetting process, according to a prominent analyst interviewed for this article, police officers should be retrained: “the police should be retrained to the highest possible standards of ethics and integrity to respect human rights and fundamental freedoms and dignity of the Kenyan citizens”. He argued that this retraining can also help to weed out rogue police from the service.

For the police reform process to move forward there should be strict adherence to the new constitution, which requires “police to be professional, competent and accountable, respecting human rights and fundamental freedoms at all times”. Further there is need for increased political will and less interference in the police reform process. This will ensure that there is true engagement in the process and the entire exercise is not an act in futility. A police officer interviewed stated that

“for reforms to be successful in the country, the police should be allowed to operate as an independent body” and noted that “political interference and the old guards who are still in the police service are the ones derailing the reforms process because they know (the old guards) they will be the first to be rooted out if they embrace reforms”.

2.3.6 Lessons Learned about the Difficulties of Police Reform

Police reform is a challenging task. Stakeholders often discuss the problems that have often afflicted and retarded the effectiveness and sustainability of police reform initiatives. There is still insufficient coordination between the various implementing agencies that undertake police reform. More often than not, those involved in programming in one organization are unaware of what counterparts in other organizations are doing. Donors are often very focused on their own programmes and methodologies, which can complicate or even aggravate the already insecure environment in which the engagement is taking place. This absence of coordinated planning results in poorly designed programming, programming that does not fit with other initiatives or risks replicating what has been tried already (Groenewald and Peake, 2004).

Many police reform initiatives lack a sequenced approach that maps out objectives and the steps needed to achieve them. For instance, in Kosovo, five years after the arrival of international civilian police and one year before responsibility is to be transferred to a local police force, there is still no strategic plan outlining how that transition should occur. Given that police reform is a multi-part and multi-faceted process, which some estimate can take as long as a generation, the change process must be sequenced. Setting clear benchmarks serves as a means of demonstrating progress to both police and communities. Identifiable change is also important to

ensure continuing support from donors, whose short-term funding cycles are not ideally suited to such a long process (Groenewald and Peake, 2004).

There is a profound disconnect between the goals and values that reformers are trying to promote and the levels of funding provided to effect this change. Police reform does not come cheap and funding is often insufficient to meet the expectations that accompany it. Donor interest tends to wane before sufficient time has passed to produce tangible results. Without a longer-term commitment, the aims of police reform based on a community-based policing approach cannot be achieved, and international support to unstable areas will remain nothing more than short-term fire-fighting (Groenewald and Peake, 2004).

The operational culture of a police force must be addressed; police are often characterised as resistant to change and distrustful of outsiders. Because police reform may require officers to do more work or may interfere with comfortable work practices, officers may have a vested interest in resisting change. Changes in philosophy and approach will be difficult to infuse throughout an organization where there is reluctance at the level of the individual. It may be a struggle for police to reorient themselves away from what they know and to embrace new attitudes: while some forces will be amenable to change, others will not. The manner in which international reformers try to confront this resistance was critiqued. For example, reports concerning police reform are too often written in a style that is not likely to be read by street cops (Groenewald and Peake, 2004).

Experience with Anti-Corruption and Police Reform

For quite some time, police corruption has been largely perceived as a problem of individual deviance, perpetrated by a handful of untrained or corrupt individuals.

Typical policy responses have been to strengthen deterrence through increased detection and sanctions and adopt prevention measures in the form of training and higher standards of recruitment (Chêne, 2010).

Police corruption is now increasingly understood as a product of both organizational weaknesses and larger systemic issues such as the lack of transparency, the absence of checks and balances, inadequate legal frameworks, weak rule of law and fragile institutions. Other contributing factors identified in the literature, include challenges to exert managerial oversight of on-the-ground police actions, peer group secrecy, low pay and frequent contacts with criminals who have both resources and incentives to corrupt the conduct of police officials (Newham G., 2002).

This understanding has led to the development of more comprehensive approaches to fight police corruption, based on the recognition that successful anti-corruption strategies must integrate both punitive and preventative approaches and coordinate reforms that focus on issues of enforcement, changes in institutional design, as well as public education and participation.

Preventative Approaches

The overarching goal of preventative approaches to police corruption is to change the underlying structures that encourage corruption and create an institutional environment that decrease incentives and opportunities for corrupt practices. This can be done by reforming the management systems and organizational culture of the institution with measures aimed at promoting integrity at all levels of the police institution, strengthening accountability mechanisms and engaging with the community.

Human Resource Management Systems

Poor terms and working conditions can provide both incentives and opportunities for police officers to resort to corruption. Human resource management is therefore a critical area to consider for minimizing police corruption risks, as it lies at the core of the organization's incentive system (Chêne, 2010).

Recruitment and Promotions

Appointment procedures must be open, fair and transparent to recruit the candidates with the highest professional qualifications and ethical standards. Similarly, it is important to establish a robust and transparent merit-based promotion system, based on fairness, openness, ability and performance. Policies should also be implemented to ensure regular staff rotation in high risk positions.

A key personnel issue to consider when reforming the police institution is whether to retain old staff or recruit new personnel. Lessons learnt from South Africa suggest that a combination of both approaches is needed, including the reselection/vetting of police officers that have been involved in corruption and a systematic approach to new recruitment (Bruce, 2003).

As part of the process of recruiting new staff, selection procedures and policies are important elements of police reform. Inadequate screening criteria for candidates can result in police officers lacking the skills or incentives to comply with high standards of integrity. In South Africa, for example, police reform included the introduction of a new selection system to raise the calibre of police recruits, with minimum acceptance standards such as minimum level of education and the absence of a criminal record (Newham, 2002).

Salaries and Benefits

As low wages are likely to provide negative incentives to police officers, living wages should be provided to members of the force with regular and reliable salary payments. In Singapore, for example, increasing the salaries of civil servants and political leaders with the view to making them more competitive with the private sector has been an integral part of the efforts to decrease the opportunities and incentives for corruption (Quah, S.T., 2007). In Afghanistan, police reform includes measures aimed at reducing the excessive number of senior officers and using the savings to increase the salaries of rank and file officers (USAID, 2007). However, most studies also agree that increasing salaries without effective monitoring systems as well as enforcement of sanctions is unlikely to have any impact on corruption (Chêne, 2009).

Training and Development

As part of the efforts to promote professional and merit-based career standards, police staff needs to be equipped with the skills to perform their function in a professional, impartial and ethical manner. To achieve this goal, police forces should be able to rely on training and development systems that promote high standards of professionalism and ethics. This includes capacity building for anti-corruption and human rights-based policing to help police staff recognize misconduct and provide them with techniques to resist corruption attempts from criminals. In South Africa, for example, the training program for new recruits was redesigned to inculcate democratic policing values and techniques (Chêne, 2009). Managers also need to be trained on what is expected from them in terms of promoting a culture of integrity, as well as in terms of their attitudes and behaviors as role models. In particular, managers should be equipped with management skills

and techniques to motivate staff through rewarding sound ethical conduct and exceptional performance.

Management and Administrative Systems

Police services have traditionally operated without public scrutiny of their investigations and operations. This is usually justified by the need to protect information on ongoing investigations from criminals, to ensure witness safety and to act swiftly without having to request special approval from relevant authorities. However, this lack of disclosure can fuel an organizational culture of secrecy, corruption and arbitrary exercise of police powers and as a result undermine the long-term credibility and accountability of the institution. Transparency in all areas of police governance and administrative processes including budget and expenditures can reduce opportunities for undue influence and promote public confidence in the institution. Mandatory, regular publication of police statistics and performance, as well as effective record keeping can also contribute to enhanced transparency. Additional approaches include building effective audit and inspection capacity, strengthening public procurement and resource management processes, or improving employee records. For example, risks of abuse of police power can be mitigated by the introduction of effective recording systems such as detention records that include information on officers' name, time, place and ground for arrest, etc. The example of the UK suggests that principles of open government, scrutiny, and proactive disclosure are effective ways to meet public expectations and restore public trust in the institution. Following the adoption of laws on human rights, freedom of information and whistle blowing in the late 1990s and early 2000s, British police services now routinely respond to freedom of information requests, organize a range of meetings at different levels to provide

information to and answer questions from the citizenry and they participate in public enquiries into the success or failure of police programs and operations (Sturgesand Cooke, 1998). In order to prevent conflicts of interest and illicit enrichment, Interpol's global standards to combat corruption in police forces also recommends establishing and enforcing procedures for the declaration and registration of income, assets and liabilities of police officers and their families. According to these standards, income disclosure should be required on appointment and periodically thereafter, including upon retirement (Interpol, ND) (Chêne, 2009).

Leadership

A principal condition for the successful implementation of the anti-corruption strategies is to build credible leadership, sustained political will and strong institutional commitment to anti-corruption policies both inside and outside the institution. Political will can translate into anti-corruption messages being clearly articulated by operational policies and forcefully promulgated during public events. Experience shows that police managers and supervisors play a key role in promoting integrity and are therefore a primary target of anti-corruption interventions. Police managers need to have both the willingness and ability to enforce rules and use the formal disciplinary system to obtain compliance from their subordinates. As role models, managers should lead by example in exercising authority, maintain the highest standards in complying with rules and procedures and support a working environment in which individual police officers can perform with integrity (Chêne, 2009).

Building Ethical Culture and Professionalism

Ideally, anti-corruption strategies should aim at establishing an organizational culture that relies more on peer pressure than punitive approach to promote and support police integrity. An important step in this direction can be the development and implementation of codes of conduct for all police staff, addressing all forms of unethical behaviour, including sexual extortion or harassment. The implementation of the code may also require awareness raising, training and capacity building activities. For example, in 1997, a code of conduct was developed and circulated throughout the South African Police Force. All police officers were given a small plastic card with the code written on one side and the rights of the arrestee on the other side (Newham, 2002; Chêne, 2009).

Public Awareness

Public education about corruption and ongoing reform attempts can have a significant impact on public expectations for the police force. In Hong Kong for example, public education was a crucial element of a three-pronged strategy to reduce corruption. In the beginning efforts of the Independent Commission against Corruption (ICAC), community liaison officers put a special emphasis on publicizing the arrest and successful prosecution of prominent police members. This helped establish the commission's strong reputation for a determined crack-down on large scale corruption. Large scale public education campaigns were also carried out to enhance the legitimacy of the ICAC, promote the knowledge of anti-corruption laws, and mobilise the public to report corruption (Manion, 2004; Chêne, 2009).

Building political will is a prerequisite for police reform, as fighting corruption may challenge powerful vested interests that are likely to resist reform. In view of the political risks attached it is also important to develop a solid understanding of

the political economy of police reform. Experience from the New South Wales illustrates how politics around criminal justice can interfere with reforms, underlining the importance of aligning the ambitions of the political leadership with the reform agenda (Chan and Dixon, 2007). Similarly, it is important to gain support from civil society, which can prove challenging in deeply polarised and traumatised societies.

Confusion and waste may occur when donors fail to adapt reform programs to the local circumstances (Ziegler and Neild, 2001). Over-ambitious reform programs based on poorly-adapted overseas models can compromise the long term success of police reform. Police reform clearly needs to be grounded in the political and social realities of the country and the characteristics of the local police.

Reforms should be based on an in-depth assessment of 1) the country's social and political circumstances; 2) the current status, performance and capacity of the police; 3) the potential for personnel within to reform organizational attitudes and behaviour; and 4) the overall capacity of the police and their support to the reform process (Bruce, 2003;Chêne, 2009).

There is a need to sequence and prioritize the reform process, as failure to meet objectives can result in a sense of fatalism and failure. The reform programme should integrate both short term measures that will build the trust between the police and the public and more systematic longer term initiatives for substantive organizational change (Chêne, 2010). Police reform should be embedded in the broader framework of holistic reforms aimed at strengthening democratic processes.

Implementation of Police Reforms in Bangladesh

One of the most important issues for police reform and other law reform efforts is implementation. Once the reform programs have been formulated, once the laws have been rewritten, how can we ensure that the reforms take effect? Many of our laws as they currently stand, if followed, would constitute reforms in effect. Our constitution emphasizes that everyone should be treated equally and that all decisions should be made without fear or favour. If this could be achieved, we would be halfway to achieving the reforms we desire. However, the laws and regulations are full of exceptions and loopholes, so that to the extent that they are enforced at all, discretion becomes the rule. There are several ways in which the implementation of our laws as they currently exist as well as future reform efforts can be strengthened (Shahjahan 2006).¹³

Community Involvement: Successful police reform programs promote a sense of community ownership and participation by those affected by reforms. The police and the community must consult with one another and work together in order to achieve effective reform. The demand for access to justice must spring from the people affected.

Transparency: In order for the community and the police to work together and have mutual respect, police recruitment and interim review must be transparent and merit-based.

Political Neutrality: The police must be insulated from political pressures and other influences of those with vested interests.

13 A.S.M. Shahjahan, "Strengthening Police Reforms: Police Reforms in Bangladesh," Strengthening the Criminal Justice System, 2006,

Accountability: The police must be held strictly accountable for any breach in their code of conduct. Accountability and oversight mechanisms must be applied to all ranks of the police force.

Adequate Resources: The police need adequate financial and technical resources and improved working conditions to provide them with a functional environment. We should focus not on the conditions of the high-ranking officers but those of the police stations. The police officers cannot perform their jobs effectively if they do not have a good working environment with the necessary supplies and equipment. Any change in the police force or in the society at large affects morale, but we must not let this discourage us. Instead, we should encourage changes in attitude and continue to move forward. We should strengthen our police force by ensuring transparency, consulting with the community, and remaining consistent and committed to our programme of reform.

Strategies for Community Policing and Involvement: Community policing means partnership between the community and the police, with the understanding that it is the joint responsibility of the police and the community to maintain safety and security. The community has the duty to support the police and the police have the duty to listen to the community. There must be mechanisms in place so that members of the community can communicate with the police. The police must understand and appreciate that safety and security can be more effectively maintained in cooperation with the community.

Civilian Oversight: Former and current chiefs of police both emphasized the need for effective internal and external oversight mechanisms and civilian oversight bodies. In certain developed countries, the chiefs of police have not been

supportive of civilian oversight bodies and have been active and effective in getting rid of them. Civilian oversight is an important factor to support police accountability, but should be limited to the policy level and the prioritisation of programs. It should not include providing input on operational procedures, which should be left to the professional judgment of the police themselves.

Political Pressure and Public Accountability: Political pressure is a problem faced by the police of many countries, particularly Bangladesh, Indonesia, Pakistan and the Philippines. While the Philippine National Police Commission supervises the administrative and the operational aspects of the PNP in order to minimize political influence, the fact is the Commission itself is made up of politicians who select the police force leadership. To minimize the effects of political involvement, the PNP engages in community dialogue and strives for transparent operations. These mechanisms keep the issues in the open and encourage the public to engage in dialogue with the police, thus preventing politicians from exerting unchecked influence over the police.

Political interference with police investigations prevents effective deliverance of justice, as shown by a UNDP study. Political interference takes several forms. For example, in Bangladesh the First Information Reports (FIR) detailing crimes are not accepted in any police station without political clearance. This allows politicians to prevent the investigation of certain crimes.

Protection of Vulnerable Groups: Women, children and the poor make up the groups most vulnerable to the deficiencies in the police institutions. For example, approximately eight to nine hundred women and children in Bangladesh have been imprisoned due to insufficient evidence. This is because they did not have adequate

representation and the resources to defend their rights. Several countries have taken these vulnerable groups into consideration when launching or implementing reforms.

In the Philippines, the Philippines National Police established a women's and children's desk ten years ago. Investigations of women and children are now conducted in a separate room by specially trained police officers. There have also been changes in the procedure of examining rape victims, so that the police now utilise a system supported by the United Nations.

In Indonesia, the Indonesia National Police established a special council inside the police investigation office to provide services to vulnerable groups, including women, children, and the elderly. All female officers are required to undergo special training to deal with female victims. Over 4,000 male officers have also undergone sensitivity training to better process crimes involving victims who are members of vulnerable groups.

In case of Bangladesh police while all governments since independence have acknowledged some fundamental flaws, i.e., brutality, corruption and incompetence, none of them has seen a competent and accountable police force as being in its interest. Whether the necessity has been fighting crime or tackling terrorists, successive administrations have relied on half measures and quick fixes usually involving the military rather than reforming the police as a long-term solution.

Despite including police reform in its election manifesto (The Awami League's election manifesto of December 2008 states: "In order to provide security to every

citizen of the country, police and other law and order enforcing agencies will be kept above political influence. These forces will be modernized to meet the demands of the time. Necessary steps will be taken to increase their remuneration and other welfare facilities including accommodation”), the current Awami League-led government has shown scant indication that it is willing to overhaul the country’s antiquated system of policing. It has shown no interest in repealing or amending the current police law, the Police Act of 1861, a colonial-era legal hangover designed primarily to keep imperial India’s subjects in line.

Even if the prime minister and her administration were to change track, any move to insulate the force from politicization and increase accountability would be met with strong opposition from the bureaucracy and the business community, both of which have a history of exploiting weaknesses in the police organization. The military is also cautious about reform. It is amenable mostly to a process that it could steer. In short, the most powerful political actors have almost no desire to transform the police force into an accountable organization.

The government is indifferent towards the United Nations Development Programme (UNDP)-sponsored Police Reform Programme (PRP). The PRP is funded and driven primarily by UNDP and the project’s largest donor, the UK’s Department for International Development (DFID). Serving and retired officers, well aware of the faults of their organization, suggest that the PRP is not aimed at transforming the police into a modern, disciplined force able to serve and protect citizens, but is rather a costly – and questionably effective – set of administrative modifications.

The prospects for root and branch reform of Bangladesh's police force are dim. Without executive support for a new or revised police law – which would provide the legal basis for a number of crucial reforms – remedial and stopgap measures, such as the PRP, will continue to function as inadequate substitutes. Furthermore, without a law enshrining democratic principles of policing, many of the modest improvements made over the past two years to the police organization are subject to reversal.

Police reform remains a crucial element in Bangladesh's short and long-term security and its social and economic development. Thus the government should reconsider its position for several inter-related reasons:

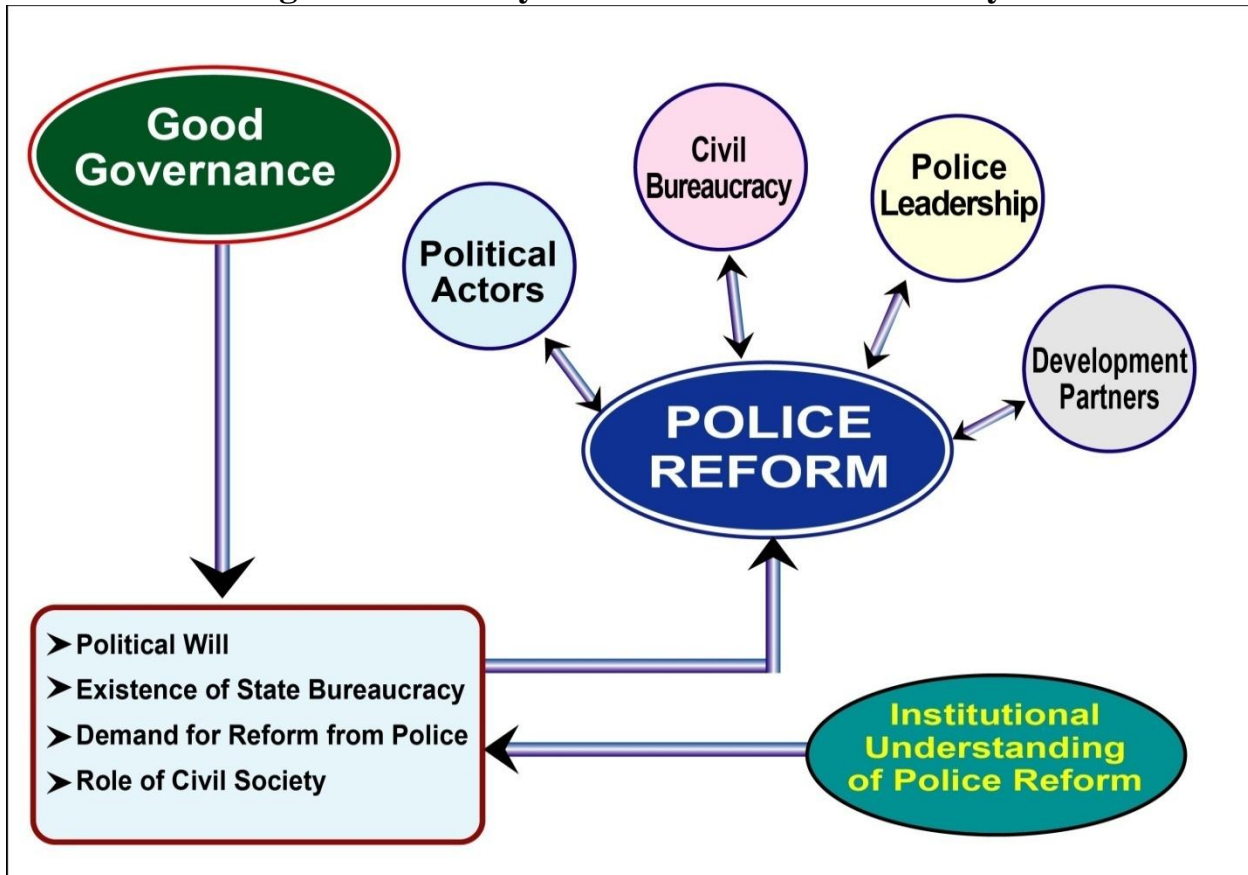
Abuse and extortion by police and some of the state's most visible representatives erode public trust in central and local authorities and undermine the livelihoods of many impoverished Bangladeshis; Crime begets crime: the failure of institutional mechanisms to provide justice and security forces individuals and/or communities to take the law into their own hands and may drive disenfranchised individuals and groups to join anti-government elements;

The police, who live and work in the communities they serve, are far more effective for counter-insurgency and counter-terrorism operations than a military hidden away in cantonments and trained to combat external enemies; and

An accountable police service able to ensure law and order could limit new opportunities for the military to intervene in politics under the pretext of addressing insecurity that could derail the democratic process.

2.4 Analytical Framework of the Study

Figure: 2.1: Analytical Framework of the Study



Source: Author's Own Research

This study constructs an analytical framework that constitutes the role of major actors and their interaction in the police reform of a given context [case study situation]. The framework considers the police as an institutionalized organization that operates in environments that are complex with multiple actors. It further acknowledges that certain crucial actors, such as political office bearers, civil bureaucracy, national and international development partners, in addition to senior police leadership, constitute an influential constituency with the values they represent. Therefore, the police reform needs to be typically distinguished from technical organizational reform.

This framework helps understand the roles and activities of the above-mentioned four actors to understand the success and challenges beyond technical excuses of the reform process. It has also addressed the academic challenge to connect the understanding of governance with the evidence of the role of different actors of police reform. The empirical data will be categorized in four conditions/factors, such as: (a) Institutionalization of a functional political society, (b) existence and active performance of a civil bureaucracy, (c) demand for reform within the police, and (d) role of development partners. These are common instruments to understand the informal institutional and governance aspects of police reform in the context of Bangladesh. Therefore, the framework combines ideas from informal streams of institutional theory and governance understanding to analyze a diverse set of evidence gathered from the context of police reform of Bangladesh. This analysis aims to yield a set of arguments that there is a demand for reform from within the stakeholders; however, a lack of informational symmetry often impedes necessary support for the reform.

2.5 Concluding Remarks

In order to meet the demand of the beneficiaries every organization need to reform with the times. Reform in Bangladesh police administration is necessary for making it pro-people and citizen-centric. A meaningful implementation of reform initiatives is also significantly important for ensuring good governance in police administration. Implementation and institutionalization of police reform is a critical process. Various actors play dominant role in this process and their role is often influenced by the significant factors. Police reform initiatives are highly influenced in Bangladesh by the four major Actors such as politicians, bureaucrats, police leadership and development partners. Here political will is key component for effective implementation of police reform initiatives. Being a developing as

well as a democratic country police reform in Bangladesh naturally should be based on democratic culture, norms and values. But unfortunately, in case of police reform in Bangladesh there is a huge gap in understanding among the reform agents which acts as a great hindrance in its implementation. The institutional theory lens will be used in this study in examining the challenges the Bangladesh police administration has been facing in implementing reforms.

Chapter: Three

Methodology of the Study

3.1 Introduction

This chapter details out the research methodology for the present study. It explains the research objectives and a suitable methodology to achieve those objectives. The core objective of this study is to review and examine the role of selected institutional actors, factors and processes in the implementation of police reform in Bangladesh. This chapter presents an overview of the methods to use in the study. Areas covered include research methods, population, sampling and sampling techniques, data collection and analysis.

3.2 Research Approach

The study is intended to analyze the role of selected institutional actors and factors in implementing police reform in Bangladesh. Based on the understanding of the study, its contexts, results and the objectives of the study, it is understood that this study needs to deploy a mixed method research approach using both quantitative and qualitative research techniques to achieve the specific objectives of the mission.

Mixed methods research is a methodology for conducting a research that involves collecting, analyzing and integrating quantitative and qualitative research. This kind of research method is used when this integration provides a better understanding of the research problem than either of each qualitative and quantitative method alone. The quantitative survey used structured questionnaires and the qualitative part of the study used checklists/guidelines among a representative sample for the study.

By the combination of both quantitative and qualitative methods, the researcher achieves in breadth and depth of understanding and corroboration, while offsetting the limitations inherent to applying each approach by itself. One of the most convenient characteristics of using mixed methods in research is the

advantage of triangulation, i.e., the use of several means (methods, data sources, and researchers) to examine the same phenomenon.

3.3 Methods of Data Collection

3.3.1 Qualitative Methods

Qualitative research is a descriptive type of research which is designed to expose a target audience's range of behavior and the perceptions that impel it with reference to particular issues. In order to direct and support the formulation of hypotheses, it uses in-depth studies of a small group of people. Qualitative research focuses on how people can have different ways of looking at reality and especially at social and psychological reality (Hancock et al, 2009).

Qualitative research is a type of methodical investigation that asks for an answer to a question, uses a predefined set of measures to answer the questions, collects evidence, and produces findings that were not determined in advance but applicable beyond the immediate margins of the study. In other words, qualitative research is especially effective in achieving specific information about the values, opinions, behaviors and social contexts of particular populations.

Qualitative research is utilized to investigate human behaviors, where specific methods are used to examine how individuals see and experience the world. This research seeks to provide an understanding of human experiences, perceptions, motivations, intentions, and behaviors based on description and observation and utilizing a naturalistic interpretative approach to a subject and its contextual setting. Denzin and Lincoln (2000) described that qualitative research approach emphasizes on the qualities of entities, processes and meanings that are not examined experimentally or measured in terms of

quantity, amount, intensity or frequency. Berg (2007) defined qualitative research as the meanings, concepts, definitions, features, metaphors, symbols and description of things.

It covers a big range of approaches which are related to different beliefs about the social world and how to find out about it. Definitions may vary; but the purpose of qualitative research is normally directed at providing an in-depth and interpreted understanding of the social world, by knowing people's social and material environments, their experiences, perspectives and histories.

In this study qualitative research method has been applied because it is valuable in providing deep and rich descriptions of complex aspects; tracking unique or unexpected events; revealing the experience and explanation of events by actors with widely differing parts and roles; giving voice to those whose views are rarely heard; conducting primary explorations to develop theories and to create and even test hypotheses; and moving toward justifications. Qualitative and quantitative methods can be complementary, if used in a sequence. The best qualitative research is systematic and rigorous, and it seeks to minimize bias and error and to identify evidence that disconfirms initial or emergent hypotheses.

3.3.1.1 Population

The research about 'Analysis of the role of selected institutional actors and factors in its implementation' is a critical process and it is difficult to go to everybody to collect the information. So, the targeted population for the study thus includes the following types of respondents:

- Police Officials;
- Civil Bureaucrats;
- Members of Civil Society;

- Politicians;
- Media Personalities; and
- Academicians.

3.3.1.2 Sampling

A purposive sampling method has been used to conduct this research. Purposive sampling is a representative sampling technique which embodies a group of diverse non-probability sampling methods. It is identified as judgmental, selective or subjective sampling; it relies on the judgments of the researcher when it comes to choosing the units that are to be studied. Typically, this method is seriously followed a small sample may even highly representative (Aminuzzaman, 2016) and the sample being examined may be quite small, particularly when compared with probability sampling techniques.

3.3.1.3 Data Collection

Interview Method

To collect people's opinion more elaborately, the Interview Method have been followed. People of various groups engaged in the police and civil administrations, politics, social work and media have been selected; and they have been asked orally to identify their attitudes towards police reform and the influential factors of police reform.

As this study requires looking for people's perspective, a close-ended survey questionnaire was not enough to figure out the actual factors. The in-depth personal interview gave the respondents freedom to share their opinion and judgments. This method helps the researcher collect information from the greater depth. This approach helped the participants understand what the researcher has been asking for them.

Observation Method

Observation means examining or scrutinizing something with definite purpose. It consists of collecting the facts which are in the direct knowledge of research. Observation Method is basic to all research, in particular where there are no records, oral or written documents. In my research, besides the interview and survey method, an observation method has been used.

The observation method helps assess the actual and natural attitude of the man in society. This method is suitable in the case where descriptive information is unavailable, and it is also appropriate where respondents are unwilling to share any information.

Focus Group Discussion (FGD)

A Focus Group Discussion (FGD) is a group discussion of approximately 10-15 persons guided by a facilitator, during which group members discuss spontaneously a certain topic or program. It is a qualitative method. The purpose of an FGD is to obtain in-depth information regarding concepts, perceptions and ideas of a group. An FGD aims to be more than a question-answer interaction. The idea is that group members discuss the topic among themselves, with the guidance of the facilitator. This concept of FGD has been followed in this study.

In this study, the main purpose of the FGD was to investigate the challenges of police reform in Bangladesh and identifying the significant factors that influence the role of major actors in police reform in its implementation.

Three FGDs were organized. The participants were selected considering their relationship to law enforcement agencies nature of jobs, homogeneity of the

persons etc. and also senior members of the civil society, civil service public administration, and training and education experts.

3.3.2 Quantitative Methods

Quantitative methods give emphasis to the objective measurements and the statistical, mathematical, or numerical analysis of data collected through polls, questionnaires, and surveys, or by manipulating pre-existing statistical data using computational techniques. It focuses on gathering numerical data and generalizing it across groups of people or to explain a particular phenomenon.

3.3.2.1 Population

Here representative selection has been made. The relevant and representative sample has been selected as far as possible and made a proportional representation. Total 175 respondents have been selected proportionally from five specific groups. It is mentionable that representation from female respondents has been ensured.

3.3.2.2 Sampling

A mixture of random and purposive sampling method has been used to conduct this research. It is mentionable that representation from female respondents has been ensured.

Table 3.1: Sample Size

SL	Sample Unit	No. of respondents
01	Politicians	25
02	Bureaucrats	25
03	Police	75
04	Civil Society/Media/Community	25
05	Development Partners	25
06	Total	175

3.3.2.3 Data Collection

Survey

The survey is one of the best methods of collecting original and primary data. A structured questionnaire with both closed and open-ended questions has been made so that people can respond easily. While using this method I directly observed every single respondent of my survey.

This method helps analyze and collect reliable, quantitative and primary data. It also provides opportunities to directly contact with the people from whom the information is collected. Thus, it helps become capable of understanding the attitude and orientation of the research population.

Survey Questionnaire

A questionnaire has been prepared in order to organize the survey. In this questionnaire questions were asked on internal & external actors about reform resistance and perception of respondents regarding police, some unstructured questions were also included in order to understand the institutional capacity and factors that influence the reform initiatives.

This questionnaire had seven major sections. Section 'A' deals with the Respondent's Demographics. There are nine general questions in section 'B' is for all type of respondents. Each of the next sections contains specific questions for specific groups such as section 'C' for politicians, section 'D' for bureaucrats, section 'E' for police officials, section 'F' for community people civil society and media persons and section 'G' for development partner such as Non-government organizations (NGOs) and multinational development agencies.

3.4 Secondary Data Collection

Secondary data is an important source of information and can provide valuable knowledge and insight into a broad range of issues. There are some benefits of secondary data collection versus primary data collection. Secondary data collection accesses existing information, which is less time-consuming. A secondary data review may also garner a comprehensive database and provide the necessary information to understand the context of the study. For this study secondary data and information have been collected from the following sources-

- Existing research literature
- Research Journals, Magazines and periodicals
- Books
- Government reports (name some)
- Newspapers
- Published works of research institutions and universities including the Center for Policy Dialogue (CPD), Bangladesh Institute of Development Studies (BIDS), Bangladesh Enterprise Institute (BEI), and BRAC Institute of Governance and Development (BIGD).

3.5 Data Analysis

The data analysis plan has been carried out using the SPSS and statistical software package. This study also follows an interpretive-qualitative approach in analyzing both primary and secondary data to highlight the politico-sociological understanding of police reform and its context. The aim of analyzing qualitative primary data is to look for in-depth meanings and interpretations of the relationship between the factors of research. By the nature of the tools used in this study, data would include direct quotations, written field

notes, transcription of key informant interviews (KIIs), researcher's explanation, and summaries of secondary literature, abstracts, and judgments.

3.6 Limitations of the Study

This study has faced the following limitations during the time of conducting this research.

- Time constraints
- Budget constraints
- Some of the respondents were reluctant to participate in the interview
- Insufficient source of secondary data.

The researcher has offered his maximum time to conduct the study. The financial constraints were tackled by utilizing self-generated funding. Moreover, the field research was less-expensive. The researcher has used his personal and professional network to convince the interviewees. Finally, the lack of secondary data is supplemented by primary data and interview.

3.7 Research Ethics

During data collection, the objectives and purposes of the study have been explained to the respondents. The respondents have been informed that their identity will be anonymous in the report and the information will be used only for the academic purpose. It was clearly described that they have no financial benefit for providing information, their participation is voluntary and that they would not be penalized in any way if they chose not to participate. Before starting the collection of data, their consent was ensured. The data collection has not affected any human subjects adversely. Thus, protection and safety of respondents and the researchers have been considered paramount.

3.8 Concluding Remarks

This chapter described the research methodology. The intention of a research design is to make the best use of suitable answers to a research question. This has been achieved by using a mixed method of qualitative, exploratory-descriptive approach and quantitative method. Data was collected by means of interviewing, organizing as survey and FGDs. The researcher made sense of data by using a descriptive method to analyze it and also it has been ensured that the data was trustworthy. The richness of collected data is proved by the quality of respondents and their experience as well as relatedness with the field of study.

Chapter: Four

**The Structure of Police
Administration in Bangladesh**

4.1 Introduction

In the world's history, the history of police is ancient and it has been evolved with a lot of transformation and rejuvenation in last thousands of years. Today's development and embodiment police institutions all over the world are on the super advanced level with many changes. Seeds of police were planted when the nomadic people settled down the form of agrarian society. Those people managed to start living in houses, produced different types of crops, cultivated vegetables, and reared different types of domestic animals at that time. Then the formation of police or guard started to happen with needs of ensuring the security of people, animals and crops in that society. To ensure peace and security, the ancient rudimentary form of policing started then. In Bangladesh, the inception of police is also very much very old and remarkable with changes in the course of history. It has been evolved as parallel to the history of the world and finally successfully evolved in the British period.

The new police system worked fairly well from 1861 till the end of the century. Since the enactment of the Police Act 1861 during the British rule of the subcontinent, organized policing was introduced and the basics of the Police Act 1861 continued to be followed during the 1947-71 period and 1971 till date. Since the independence of Bangladesh, in view of quick changes of social, economic, and law and order situation, resulted in quick expansion of the police service.

This chapter focuses on the emergence of police administration from ancient period to the modern era, and discusses the feature, structure and characteristics of policing in pre-colonial period, British period, Pakistani period and post independent Bangladesh period.

4.2 Pre-Colonial Policing in the Sub-continent

4.2.1 Ancient Period

The historical details of Bangladesh Police may be traced in the components of the history starting from the ancient civilization. The civilization of Bangladesh is aged much older than that of the West. The discovery of *Bramhalipi* at Mohasthanagar was made far earlier than the birth of Jesus Christ. *Manu Shanghita*, the hieroglyphics of Emperor Ashoka, and the narratives of renowned tourists and travelers are the main sources from which our history is written. These sources also stock up clues and ways to phrase the scattered history of Bangladesh Police. In *Orthoshastra* by Kautilya, nine kinds of spies are noted. During that period policing did not mean the process of maintaining law and order on its own, it was meant for the efforts of gathering intelligence to fight anti-governmental functions and maintain order in the society as a whole. The responsibilities of spies were extended in a very broad way; they used to keep the daily jobs of ministers, civil and military officials under surveillance. They used to tap all means of temptations and persuasions. Information about investigating techniques, investigating authorities and the procedures of meting out punishment to the convicted are also found in the ancient *Orthoshastra*. Crimes of relentless nature were very rare although highways and river routes were precarious those days. Hence it may be guessed that there was one kind of policing system under the local autonomous system in the rural and urban set up. There used to be two designations namely: *Sthanik* and *Nagorik*, to maintain the peace. Their job was to conduct trials, solve disputes of minor nature, sanction pecuniary punishments and impose social regulations. In far rural areas, heads of villages were given the responsibility of maintaining law and order and of collecting information about the movements and activities of strangers. In the ancient period there was actually hardly any

organized and independent policing system in our country. Some of the jobs of police were conducted by few assigned personnel.

Main Features of Policing in Ancient Period:

- No systematized policing methods and system that followed any particular code;
- Focus of policing was basically shed on curbing anti-ruler drives, not law or justice;
- Assigned personnel conducted surveillance over civil and military people;
- All sorts of temptations were capitalized to catch culprits.

4.2.2 Medieval Period

Bangladesh Police has a triumphant and respected custom. The ancient and medieval periods are recorded to have presence of law enforcement agency in governance and upkeep of law. In Sultanate period, provincial law and order officer was assigned as *Mohtashib*, the officer of *Shik* or *Sarker* (Division) was known as *fouzdar* (Sarker, 1820).and the designation *Thanadar* was designated to the *Pargana* (District) officer. In the Mughal Empire (self-assigned as Gurkani), keeping peace inside the ambit of town and city was endowed to the disposal of KOTWAL (Mishra, 1987).

The Mughal government was a military despotism with the objectives of expanding territory, collection of revenue and taxes and ensuring its existence. The justice system was for the most part in light of the Islamic *Shariah* laws or potentially the Hindu laws. The civil and criminal laws were vital for the administration of the vast land, not only for ensuring justice to the subjects but also for maintaining the sovereignty of the monarch. The town based Mughal administration basically delegated the maintenance of peace and order in the villages to local landlords and village councils (Srivastava, 1995). The security

of the towns was with the *Kotwal* who was responsible for the protection of life and property, arrest of thieves and criminals, control of weight and measures, etc. On the other hand, the security of the villages was left to the village watchmen. Other than the town *Kotwal* or village watchman, there was no different power at the administration of the criminal justice framework, and the armed force of the ruler or the lord was effectively associated with the administration of justice. Punishment was an important part of the maintenance of the dominance of the monarch. Punishments such as skinning and trampling under the feet of an elephant were used against crimes such as highway robbery which were perceived as a rebellion against the emperor (Ghos, 1973).

Main Features of Policing in Medieval Period

An organized police system was not in functioning in the medieval period as well. However, the post of *Muhtasib* was introduced during the periods of the great sultans. Here it is mentionable that *Muhtasib* happened to be the chief of police and also was In-charge of public works as well. He used to work as the inspector of public ethics simultaneously (Hossaini, 1952). Emperor Akbar appointed *Fouzdar*, *Amirdad*, *Kazi* and *Kotwal* for the smooth running of administration. *Kotwals* were appointed in the larger cities for performing police duties (Kuraishi, 1936). They used spies and soldiers for keeping surveillance on the arrival and departure of the strangers and for day-night patrolling in the vantage points of the town. As a result, there prevailed a remarkable stability of law and order during Muslim rulers (Hakeem et al, 2012).

4.3 Colonial Policing in the Sub-continent

In the Indian subcontinent, the British East India Company came in last decaying period of Mughal Empire and provincial kings and started to run their business. While the Mughal Empire was started to decay, law and orders of

India started to go worse day by day. Finally, by the middle of the eighteenth century. While Nawab Siraj-Ud-Daulah was defeated in the war of Polashi, ruling power was in the grip of East India Company (EIC). This spectacular situation changed the course of history and the East India Company started to expand their territorial area and that was continued between 1750 and 1857 that ensured secured consolidation of the Indian colony (Gupta, 1979). The broken legislation, frequent revolution, rebellion and social chaos inspired the Company to create a strong police force to rule large areas of Indian colony. Finally, a strong and modern formation of police administration was created to bring discipline in Indian colony.

An epic incident in the history of the business of Indian colony happened, when the standards of the *baniks* (businessmen) was transformed into the standards of the kings in 1765. It inspired the British Raj to reform the administration of the colony to collect revenue consequently the police system was reformed by the government. The legislation was passed on 15th August of 1772 including two types of courts and they are Civil Court and Criminal Court. To collect the revenue, the collectors of British Raj used Civil Courts. To make tax or revenue collection easier, Mr. Warren Hastings as the President of the Council appointed fourteen Founders (districts) in Bengal. As an important part of the Civil Court and Criminal Court, police was established in the Bengal to ensure law and order and revenue collection.

As a result, the era of keeping police forces by the *Jamindars* came to an end. The calling of *Kotwal and Daroga* was placed in state control in 1793. In 1793, Lord Cornwallis put focus on improving criminal and police administration by bringing the expert privileges of *KOTWAL* and *DAROGA* under the extent of influence of East India Company. He divided every district into a few *thanas* (police stations) and designated a *DHAROGA* to each police station. After 1793

police administration was put under the domain of District Magistrates as part of reformation which ended up partitioning each district into several subdivisions and delegating DAROGA and other subordinate staff to each *thana*. *Darogas* could not be removed without the approval of the government. Ten percent commission on the value of recovered stolen property and ten taka for arresting dacoits used to be awarded. All riverine police stations of Bangladesh likewise used to perform coastal defense duties through regular coastal patrolling with the assistance of patrol boat (Gosh and Rustamji, 1993). This police system introduced by Cornwallis was well-known as *thanadari* system and this system marked the beginning of the hierarchy in the police department. However, Lord Moira remarked about this system as follows "This police system was introduced not so much for the protection of the people or prevention of crime, but was devised exclusively for strengthening the arms of the Magistrate and exercising an efficient control over the police of the interior".

The history of police in the Indian subcontinent got a new bunch in 1817 with an introduction of significant 20th regulation that ensured discipline and accountability in professional allotments of the police force (Chande, 1997). The impact of this regulation was very much noticeable till 1861 with 34 articles that described important rules and regulations to maintain law and order in the Indian subcontinent. Limit of the power of police in British India, a commission was organized in 1860 that accumulated activities of past commissions that also assembled a report. Finally, a conclusive report of 1861 was created on the activities of police and with recommendations to improve the police in the Indian subcontinent (Shah, 1999).

This report recommended the British raj to follow the model of Irish constabulary framework. In this Irish constabulary framework, the

administrative areas are divided into many parts or regions. Similarly, the Indian subcontinent was also divided into many regions with many Police Chief who were known as commissioner of police till 1850 and handled activities of a region. A little bit change on the name of the post was occurred in 1861 and was named as Inspector General of Police. On the same year, Department of central Criminal Intelligence was formed to make investigations easier. In the history of police of the Indian subcontinent Lieutenant colonel Brussh is very much known to all as first IGP or Inspector General of Police of Indian Subcontinent.in 1861. Another most important division of police named Central Investigation Department (CID) was formed in 1904 that is effectively investigating important and serious cases (Gupta, 1979).

The responsibility of Dhaka city was handed over to the officers of the rank of the Superintendent of Police by following the Regulation X of 1808. But the Commissioner of Revenue and Circuit was provided the responsibility of the city in 1829 while the post of Superintendent of Police was abolished. Finally, Police Act, 1861 is mostly important for the formation of police in Indian subcontinent that ensured proper discipline in the ruling colony in India.

District police was getting better shape in each province as per proposals of the police commission in 1902.This commission used to be said most important one in the police history British India. The superior posts of police administration in British India used to be occupied by the British personnel and they were nominated by the secretary of India (Shinar, 2009). Competitive examination for the recruitment of officers in higher posts began in 1895. Institutional training for police personnel started in 1912 in Sardah, Rajshahi. Against the backdrop of partition of Bengal in 1905, central police lines of East Bengal and Assam were shifted to the old and run-down building belonging to *Nawabs* of Dhaka. The headquarters of IGP was situated in Shillong of Assam. The

development trajectory of police department in East Bengal was interrupted by the annulment of the partition of Bengal in 1911.

With the introduction and implementation of Regulation XX of 1817 that also very importantly contributed in forming the Police Manual in Bengal that included 34 sections by defining duties and responsibilities of all officials from the rank of Sub-Inspector to above. To ensure proper activities of the official to root level a committee headed by Mr. Bard was formed in 1838 that recommended developing the *chaukidari* system with more power and authority (Ghosh 1930). This committee also told the government to increase salary and enough job security of Sub-Inspectors. This committee also advises the government to reform of the police appointing a Superintendent General in the provinces.

In the history of the UK, the Royal Irish Constabulary is considered as the most important and powerful part of the administration that worked from very remote and dangerous areas of the country. It is also considered as the most powerful police in entire Europe under Secretary Tomas Durumond to maintain law and order. Historian Stunning (2007) has mentioned it as, “A perfect machine that like a delicate musical instrument, responded at once from the remotest part of Ireland to his touch in Dublin Castle to ensure harmony in law and order.” In Indian colony, the government also needed such an instrument to rule it and maintain law and order.

It is very important for any ruling authority to ensure collection of land revenue, supremacy, commerce, and maintaining law and order for ensuring peace in ruling region. Since, the Mughal empire was decaying because of lack of law and order and crime in society was increased from in every aspects and the king became indifferent to reserve the rights of common people, the first and

foremost duty of British Raj was returning discipline in ruling area and ensuring law and order to solve existing problems in governing India. But, it was very difficult to satisfy all competing schools of thought including Christian religious methods, and Utilitarian's with new policy and activities (Johnston, 1862). In this situation, one police system after a huge debate from 1750 to 1850, the formation of a disciplined police force as an administrative system was a great success for the British Raj.

The British were primarily concerned with the preservation of their colonial hegemony, collection of land revenue, commerce, and maintenance of order. The method and goals of governing India were problems that the new rulers struggled with. There were many competing schools of thought such as those that favored the indigenous orientalist methods or the Christian religious methods, and that of the Utilitarian's. These debates formed colonial policy during the period from 1750 to 1850. Though there were many competing ideas and experimentation during the period, there was the little finalization of the administrative system (Gupta, 1979).

4.3.1 Sepoy Mutiny and Structured Policing under the British East India Company (1757-1857)

In Indian colony of British Raj, India's first war of Independence or Great Rebellion or Revolt of 1857 had happened in 1857 in the cantonment of the town of Meerut. It is the first and most important rebellion of the sepoys of the East India Company's army that was capable to attract both the mutiny sepoys of other regional and civilians against the British Raj. Rani of Jhansi was killed in this rebellion and India was defeated in Gwalior on 20 June 1858. This incident created a huge impact on the history of the police and administration of the British Raj.

Although, the Indian colony was huge from the perspective of population and the area, the British had to concern it specially, on the other hand, the administration of the British Raj could not maintain the and order directly on the Indian colony because of distance and lack of a huge army to send in this area. That's why a special security force with local people was very important to maintain law and order in the country. Additionally, frequent rebellion after the *Sepoy* mutiny was a common incident in the history of British Raj and the government thought regarding the changes of administration and administrative system to ensure peace and tranquility in the country. As a result, the Police began to take up an organized and structured shape. In the 1860s soon after the *sepoys* mutiny, a rapid development in the police and administrative system had occurred. Different new posts and new legislation were introduced to ensure an effective an effective administration. For instance, Province–District administration model, District Superintendent of Police, and the Courts and the District Magistrate and Collector, etc. very much remarkable. All of these powerful personnel were pivotal and very much alert to maintain law and order in the colonial areas. In this regards, the Superintendent of Police formed the core of the British colonial rule in the districts. A proper coordination and combination of working in this department was a very remarkable side of the administration and police was in the heart of this system to enforce law and order. The police became the most important part and in a single word soul of administration to ensure proper cooperation among other departments. The specialty of police was in employing native people to the administration for ruling local people. It also helped the British Raj in the enactment of a series of legal codes such as the Criminal Procedure Code (1861, revised in 1872), India Evidence Act (1861), the Indian Police Act (1861) and Indian Penal Code (1860). It is very noticeable that the criminal justice model has been developed under this acts and a balanced administrative system was developed to secure justice, authority and ruling over the people of Indian colony. The police were

the main weapon of British Raj and the prime element of the administration of colonial dominance. It successfully incorporated various legal codes with a multidisciplinary force in Indian colony. As a result, a huge development in social discipline, maintaining law and order, creating an effective structured and hierarchical administration, etc. are very much important and positive sides of this police system.

This idea of police is marked as the technology of social control and discipline in a certain area particularly in India, South Africa and in Europe. In Europe over, the concept of police was developed in the seventeenth and the eighteenth centuries with a different administrative system that secures local authorities and discipline. The London Metropolitan Police Act of 1829 has paved the way of forming police strongly with more power and authority maintain order and control crime and played a very crucial role as an institution.

In monitoring and maintaining law and orders in the colonial rule of the British Raj, the police and the criminal justice process played a very crucial role. To secure the sovereignty of the British Raj, these both departments worked very strongly as the weapon instead of a regular army. The capacity of the rulers was increased, population control became easier, maintaining law and order has been seen as more efficient. In a single word, the police became an integral part of the colonial rule in occupied India, Africa and everywhere in the world. Civil police with a huge inclination of native citizens showed their success by maintaining people effectively and achieved the trust and beliefs of common people. The use of police instead of troops and a ready highly paid army has helped in saving money and working with people regularly. Members from local areas of are helping in developing law and orders and enforcement of acts and legislation.

The *Sepoy* mutiny marked a significant benchmark in the history of police administration. Police began to take up an organized and structured shape. Often called First War of Independence (1857) which was termed as the *Sepoy* Mutiny by the British was followed by the assumption of sovereignty by the British Crown in 1858. The 1860s and the period thereafter saw rapid developments, with the introduction of administrative changes and a slew of legislation. This period saw the final shape of a Province–District administration model with pivotal roles for the District Magistrate and Collector, District Superintendent of Police, and the Courts. The District Magistrate and Collector, who was the civil head of the district, and the Superintendent of Police formed the core of the British colonial rule in the district. They were expected to work in close coordination with each other and with other wings of the government, especially the judiciary, education, health, and sometimes the army. Little escaped their notice and the native population was very much under the control of the rulers. Equally important was the enactment of a series of legal codes such as the Indian Penal Code (1860), Criminal Procedure Code (1861, revised in 1872), India Evidence Act (1861) and the Indian Police Act (1861). The criminal justice model depended equally on the administrative machinery and the legal codes. Along with the legal codes, the British also developed the police system, which was an important instrument of colonial dominance utilizing advancements in the mechanisms of public control and disciplining of society. This involved two tasks: the first involving the establishment of an organization disciplined to perform the tasks of control, and the second its positioning and penetration of society to enable it to further colonial hegemony. This was necessitated by the fact that India was a large colony both in terms of population and area (Arnold, 1986). It was located at a distance from Britain that hindered direct control by solely using the strength of numbers of a British army. The method of control largely depended

on the recruitment of the natives into the police, disciplining them, and making them suitable for the task.

Such development marked the confluence of the technology of social control and discipline, and the idea of police. The first had been developed in Europe over the seventeenth and the eighteenth centuries, and the latter had received a great degree of acceptance in England with the London Metropolitan Police Act of 1829 as an institution to maintain order and control crime. As an instrument of colonial rule, police and the criminal justice process was an important tool in both maintaining orders in society and furthering colonial hegemony. In the mid-nineteenth century, the police replaced the army as the primary instrument of maintaining order and controlling crime in India. The newly conceptualized system of police had significant advantages over the army in this task and had a greater capacity to discipline and control the populace. Reith (1940) remarks that in India, in the Crown Colonies, and in most parts of occupied Africa and elsewhere, civil police largely composed of native citizens, have succeeded in achieving sufficient public approval, from all classes and races concerned, to be able to function effectively, and to maintain essential adjustment of law and force, on the English model. Failure has frequently necessitated the temporary use of troops, but these, when used, have acted, in recent times, only in support of the maintenance of police principles and never as an alternative to them, or as a permanent substitution for them (Arnold, 1986).

4.3.2 Structural Arrangement of the Police after Sepoy Munity

The criminal justice system, inter alia, police, magistracy, judiciary were framed and organized in a very time-befitting manner by the British rulers who also tried to run the justice administration machinery in a very planned and meticulous way. The Police Act of 1861 was the legal backbone of the Police system. The act stipulated the organizational structure and hierarchy of the

police force. Article 2 of the Indian Police Act states that “the entire police force established, under a State Government shall, for the purpose of this Act, be deemed to be one police force” (Indian Police Act 1861). This meant that the police would be organized at the level of states or provinces. This reflected the fact that, in the framework of the arrangement of the colonial administration, the primary function of the police was that of order maintenance, crime control and surveillance, and that there was no necessity for the involvement of the community in policing in any way. This is in contrast with the development of police in the western world where it was organized at levels of smaller geographical units of the communities served.

The arrangement on the basis of provinces also had the advantage of an economy of scale, pooling of resources, and ability for the police force to move from one part of the state to another, to meet any emergent situation challenging the authority of the state. This multiplied the capacity of the police especially in an age when there were no means of long-distance communication for the ordinary people. But above all, it offered the administration a geographical unit which provided a high degree of efficiency for surveillance and control and an ideal framework for a panopticon. It assisted in the important function of the political society to monitor and react in the event of dissent and opposition. Article 3 of the Act stipulated that the superintendence of the police shall be vested with the provincial government. This provided for the civilian oversight of the uniformed police at the provincial level. This arrangement was also reflected in the key administrative unit of the district where the civilian District Collector had a role in the oversight of the police. The subservience of the uniformed police force to the civilian State Government was a progressive arrangement which had a salutary effect on general civilian administration in the years to come. However, it also put into place a mechanism by which the police

were as much servants of the law as they were of the political-administrative leadership.

As servants of the law, they ensured the functioning of the justice system and the operation of the legal codes. As an organ of the colonial administration, they kept surveillance and exercised control. These were functions of surveillance of society for protests, opposition movements or revolts, which the police had over the ages taken upon it in addition to the functions of bringing criminals to justice. Police was a potent pliable tool in the hands of the colonial rulers which could be subtly manipulated to discourage resistance and to control outright rebellion. This arrangement not only provided the basis for maintaining the rule of law but also colonial rule. This was an important element of the hegemonic relationship between the colonial rulers and the natives. However, the Freshet Commission (1902-1903) elaborately described police-magistracy relationship. The Commission remarked on the failure of The Police Act, 1861 and on the dual control over police, "It will be a sufficient safeguard of the interests which are committed to his (District Magistrate) charge if he is empowered to direct the superintendent to make an inquiry into the conduct of any subordinate police officer....To go further than that will be to weaken the authority of the superintendent and to lessen his sense of responsibility. There is no necessity for the dual control and the undue interference of the District Magistrate. Besides being unsound in principle, this has led to practical elimination of the Deputy Inspector General and the reduction of his position to that of an inspecting and reporting office, which has greatly impaired his usefulness"(Das and Verma, 1998).

Article 4 of the Act states that the administration of the police throughout the province shall be vested in the Inspector General of Police (IGP). The IGP will be assisted by the Deputy Inspector General of Police and the Superintendents

of Police (SP) at the district level. This arrangement created an organizational hierarchy with the state government, the Inspector General of Police, and so on. This section refines the mechanism put in place for the control of the large colonial jurisdiction and subjects through administrative machinery that had unique characteristics. A signal aspect of this section of the Act is that it spells out the higher organization of the police in the state and district level. Equally important is the fact that it fails to spell out the lower/subordinate formation, especially the station level functionaries. The explicit recognition of the higher organization, and the investing of all administrative powers in this part of the organization served the colonial purpose of a centralized police organization with the center of gravity of command, control and decision making at the top which was formed largely of British officers (Dhillon, 2005).

The British had therefore succeeded in creating an organizational structure for maintaining law and order in the colonial jurisdiction, far away from Britain, with a force largely made up of Indians who constituted greater proportions of the lower ranks of the force. Indians were also employed in some supervisory ranks, although the key positions of Inspector General, Deputy Inspector General and Superintendent of Police of the districts were usually the sole preserve of the European officers. This was complemented by the skewed power and authority structure inside the organization with most of the decision making and financial authorities vested with the Provincial Government and delegated to some extent to the highest ranks from the IGP to the SP. The few executive powers delegated to the junior supervisory levels were kept under constant supervision through administrative measures such as inspections and visits. Disciplined and tightly controlled police organization to cover the expanse of India The police was raised in a militaristic and authoritarian pattern. There was a tremendous emphasis on maintenance of a type of discipline, which bordered on regimentation, requiring the lower ranks to obey orders blindly.

The system did not require the constabulary to put on their thinking caps while performing their duties. They, in fact, were not required to have any. That is why recruitment to constabulary stressed on the requirements of brawn and not the brain. During training, his physical fitness and endurance must improve. It was for the reason that the training programs in the police were biased heavily in favor of outdoor activities, like a drill. He needed not to be educated, but he must have an intimidating presence that should deter not only the criminals but also ordinary citizens.

Though the control of the police organization was an important task, the ultimate goal of the British was in maintaining their colonial rule over the vast expanse of India. There was a necessity for distribution of both the coercive force and the mechanism for supervision in a rational manner over the organizational and geographic space. Adapting the existing arrangement for revenue collection, the British carved out well-defined districts from each province. The district administration would be the principal unit of administration of justice in the years to come.

The division of provinces into districts provided the government with clearly defined manageable administrative units. This was further divided into subdivisions and police station areas. The clear division of the geographical areas into well-defined smaller spaces helped in better controlling the native subjects. It had the additional benefit of better control of the subordinate police. This form of division of the province into districts, subdivisions, and police station areas provided manageable cells. There was an administrative mechanism for the collection and rapid flow of the information from the police stations to the subdivisions, the district, the range and the capital of the province.

To have a better-centralized control of the districts, the British government had also introduced the practice of collection and collation of crime statistics. Statistical data collected ranged from organizational data of strength, expenditure, casualties, levels of education of personnel, etc. and crime data of all offences. Compilation of statistics had begun in the early part of the nineteenth century, but detailed statistical compilation was not done until the latter half of the century. Statistics were used as a tool of management to understand the cause of crime and as an index of the efficiency of the organization. The British created a disciplined and tightly controlled police organization that covered the expanse of India.

In the British colonial period, the organization, structure and functions of the police administration was successfully completed. In this formation of police the whole judiciary system was completely formed including inter alia, criminal justice system and magistracy. It ensured a well planned and meticulous administrative way of ruling. In this regards, the Police Act of 1861 is considered as backbone that stipulated the organizational structure and hierarchy of the police force as an institution. It also helped in forming other important authorities of the government. For instance we can mention the Article 2 of the Indian Police Act that says, “The entire police force established, under a State Government shall, for the purpose of this Act, be deemed to be one police force” (GoB, 1861). In this article, the police was declared as an institution of the state in provinces under the colonial ruling area of the British raj. In broader description of the article it is clear to us, this article is ordering the police to work under the inter alia, criminal justice system and magistracy of the British raj to crime control , maintaining law and order, surveillance and brining discipline in the society. The local authorities of the colonial areas in the Indian subcontinent successfully ensured proper engagement of local communities. A structured and organization was evolved in the last period of

the 19th century by following the Police Act of 1861. Main power of law enforcement was given to the governors, magistrates and judiciary. Basically, it can be described as arrangement based on provinces that had become beneficial to the economy, pooling of resources and maintaining disciplined. The structure of the police has been developed in that way which enabled the police to increase its capacity and ensure proper service for the states. Geographical formation of the police ensured highest level efficiency of surveillance and control over the colonial provinces. Remote areas of the colonial areas were successfully brought under control and monitoring (Arnold, 1986).

Article 3 of the Act specified that the SP shall be devolved to the provincial government. The civilian will be provided at the provincial level oversight of the uniformed police. This planning was also played an important effect in the administrative unit in the district where civil District Collector hold role in the Police oversight. The dependent and uniformed police force of the civilian State Government was in a progressive management which had a salutary impact on general administration.

4.3.3 Main Features of Policing in British Colonial Period (1757-1947)

Under British Empire India witnessed a lot of rapid, target oriented and befitting changes in the policing system which had been essential for the smooth continuation of the colonial governance. At the outset, The East India Company and later on, the British Government itself conducted it mainly through legal procedures recommended by several commissions. They enacted a good number of laws and rules pertaining to administration for specific requirements. Their prime target in this regard was to maximize the revenue collection suppressing the law and order menaces. The British rulers divided the colony into different police units where one *Daroga* had been posted as in-charge of the police area denominated as 'Thana' or police station. The appointment of a *Daroga* had

been given such an importance that it could not be cancelled without the prior approval of the government. During this nascent period police activities had been over sighted very minutely. Besides, direct and regular rewarding system for good performance had been introduced as well. For example, ten percent of the value of recovered stolen property and ten taka for arrest of a dacoit used to be awarded to police. East India Company's Governor General Cornwallis established this policing framework which had been called *Thanadari* System. This system was the first to introduce hierarchy system in policing within this land (Chowdhury 2010). Basically, during this period policing was dedicated to work as the primary defense wall for the British. The development of the policing system was to strengthen the grip of the magistracy which had been absolutely at the hands of the British officers. Thus police had been raised and utilized to control and exploit the vast territory and population effectively and efficiently keeping the colonial power uninterrupted.

4.4 Policing in Pakistan Era

Through almost century long incessant struggle 'India Wins Freedom' from colonial manacle in 1947. The British recoiled, resulting in the emergence of two independent nations- Pakistan and India. Both Pakistan and India retained the legacy of British Legal and administrative framework. Police Act, 1961 was still in force virtually without any significant change for law and order management. After the emergence of Pakistan in 1947, Bengal Police had been named as East Bengal Police and later as East Pakistan Police. East Pakistan Police assumed the status of a Provincial Police force in the federal system of Pakistan. Sir Norton Jones, the DIG of Dhaka range was the first in charge IGP of East Pakistan while Mr. Zakir Hussain was the first Bengali IGP of East Pakistan.

At this juncture, though existing organizations of this land were also eager to harvest the benefit of much dreamed independence, a lot of frustration regarding administration, organization, finance, infrastructure and logistics encircled East Pakistan Police as well. Organizational reform and restructuring was very much essential. In this connection several bodies were formed to have appropriate reform proposal. A commission led by the governor Sir Fredrick Chalmers was formed in the following year of police revolt in 1947 to reform the police force. Shahabuddin Report and Hatch Barnwell had been submitted in the year 1953 and in 1956 respectively where recommendation had been made for the expansion of the organizational structure of Dhaka and Narayangonj Police. The reports also suggested addressing some other important issues. Ultimately the Central Government of Pakistan did not take any significant initiative for the development of the police force. Later on two new commissions were formed in 1960-1961 and in 1996 headed by Justice B.G. Constantine and Major General A.O. Mitha respectively. These commissions did not resulted in any positive outcome for the then East Pakistan Police as their recommendations did not see the light of implementation.

It is a bitter reality that in the sub-continent police is raised to adhere to the principles of colonial power. A lot of changes in police structure had been wrought but those ushered in no qualitative change the service delivery. Sub-continental police history is delineated as the consolidation and erosion of colonial power- always set upon the impenetrable stratum of local institutions. The regimes flourished and vanquished but no qualitative change happened from colonial coercion to pro-people service delivery.

Main Features of Policing in Pakistan Era (1947-1971)

Policing in Pakistan was just a legacy of the British policing system. Police continued to be compelled to carry out the authoritarian, anti-people and

coercive orders of the political and bureaucratic hierarchy. After gaining independence from the British it was very much required to undergo reforms in organizational and behavioural restructuring. But the department did not witness any mention worthy positive change either in its organizational and physical structure or in its code of conduct.

4.5 Police Structure after the British and Pakistan Rule

4.5.1 Establishment of Special Branch (SB)

Initially, British rule in India village watch system was the main source for the collection of intelligence about crime and socio-religious development from the remote areas. They also used to collect information from the Zamindars and influential persons. As the congress movement was taking off and political awareness raising gradually, Dufferin became cautious about the inadequacy of intelligence. In response to Dufferin's proposal the secretary of state of India issued an order on 22nd dec.1887 for the setting up a central Special Branch and also special branch of the police department at the HQs. of each provincial government. Later on, the empire was in need for collecting military intelligence. Afterwards, they formed 'Goindahs' to keep track and report the activities of Darogas. In 1901, Central Special Branch extended their activities in organized crimes beyond political intelligence.

In 1902 Intelligence Branch IB under CID was established. In 1922 IB was separated from CID. After the departure of British in 1947, till 1962 it had been working as it was earlier i.e. as IB. Again it becomes confusing with the functioning of the then Pakistan central intelligence bureau. To make the confusion clear between Pakistan central intelligence bureau and Intelligence Bureau, again Intelligence Bureau was renamed as Special Branch. The Special Branch was established in 1962 to assist in maintaining national security and also performs the functions of intelligence-gathering and intelligence. It is the

apex body of intelligence of Bangladesh Police as well as Bangladesh government. Collect intelligence regarding any subversive activity, political conspiracy and terrorist move is the main function. It also collect and keeps intelligence for the security of VVIPs VIPs and KPIs. It has also important activities in Metropolitan city SBs, in 64 DSBs, in two Railway SBs, in 3 International Airport Immigrations, in 2 International Seaports Immigration and also in 28 land border Immigrations. It's vital job is to ensure various types of verifications, especially regarding passport and various Government jobs. As a whole, it's the key Intelligence Agency of the country.

Immigration Police: The purpose of the Immigration service, Bangladesh Police is to provide immigration related service and security to the Bangladesh through the well managed entry and out of people. The immigration service is provided by Special Branch of Bangladesh Police. At present Special Branch is working under the leadership of an addl. IGP (grade-1) along with 7 DIGs 5 addl. DIGs 21 SSs and of 5086 various type of manpower.

4.5.2 Introduction of Criminal Investigation Department (CID)

This police unit is one of the traditional and renowned police unit in the country. CID is one of the specialized units of police. The responsibility of the Criminal Investigation Department is to investigate the laws and cases which are instructed by the court. CID has technical expertise and undertakes the responsibility of specialized crimes requiring technical expertise. This police unit is also responsible to assist the different organs of the government by collecting public and expert opinions.

Criminal Investigation Department has past significant history of success and contributions. For example, Lord Carzon formed a commission in 1902-1903 in order to design the organizational and functional structure of police. This

commission recommended recognizing the police and along with that the commission recommended to constitute Criminal Investigation Department in every province under the administrative leadership of a DIG.

The British India Government accepted the proposal and instituted CID in every province in 1907. The CID was first formed in Bengal in 1906 which was headquartered in Kolkata. After the independence of Pakistan from India CID started its journey in East Pakistan in 1947 and later in 1971, CID started its journey in the independent Bangladesh. The head of CID was promoted from DIG to Additional IGP in 1991.

The Criminal Investigation Criminal Investigation Department (CID) is one of the main traditional units of Bangladesh Police. It is a specialized unit of Bangladesh Police. Investigation of scheduled cases suggested by laws and cases instructed by courts is the basic function of CID. CID also undertakes the investigation of specialized crimes that require technical expertise. Apart from investigation there are some special functions too, through which CID assists other organs of the Bangladesh government through providing an expert opinion in various cases.

CID has its own century-old history and heritage. In 1902-1903, a commission was formed by Lord Curzon to reorganize the organizational and functional structure of police. According to the recommendations the colonial police was further reorganized. One of the recommendations was to constitute Criminal Investigation Department (CID) in each province under the administrative leadership of a Deputy Inspector General. Eventually on March 21, 1905, the British India Government accepted the recommendation of the Commission and ordered to start the department in every province by 1907. In Bengal, the CID came into existence on April 01, 1906 with Head Quarters in Calcutta. Later

East Pakistan CID started functioning with Head Quarters in Dhaka in 1947. Following the independence in 1971, CID Bangladesh commenced its journey. In the year 1991, the post of the DIG Department (CID) is responsible for carrying out investigations into crimes grievous in nature, including terrorism, murders and organized crime, and also gives forensic support to law enforcing agencies. It has two training schools named the Detective Training School and the Forensic Training Institute. Now it is working under the administrative leadership of an addl. IGP along with 6 DIGs 10 Additional DIGs, 21 Special Superintendents and of 2407 manpower.

Scheduled Offences for CID Investigation:

1. Dacoity.
2. Highway, rail or mail robbery.
3. Counterfeiting coin or stamps, Forging Government currency or promissory notes and uttering or being in possession of the same.
4. Drugging or Poisoning.
5. Swindling.
6. Murder for gain.
7. Insurance frauds of serious nature.
8. An offence relating to drug abuses.
9. Kidnapping for ransom.
10. An offence relating to antique smuggling.
11. An offence relating to deed forgery by professional criminals.
12. An offence relating to cheating by bogus appointment by
13. Professional criminals.
14. Cases of bank frauds.

Apart from the scheduled offenses CID may be entrusted with the investigation of any other crime by the Government.

4.5.3 Establishment of Railway Police (GRP)

Railway police is another traditional unit of Bangladesh police which was formed in 1885. Prevention and detection of crime committed against passengers traveling by train and their properties and also maintenance of law and order in the railway premises are the direct responsibilities of the Railway Police working under the control of National Police Headquarters. The general duties of the staff and jurisdiction of railway police have been enumerated in the Police Regulation of Bengal 1943.

The Railway Police is responsible for law enforcement on the Bangladesh railways and additionally handling railway accidents. Under the command of an Addl. Inspector General Railway Police Range has four Railway Districts, which are Dhaka, Pakshi, Syedpur and Chattogram, each headed by a Superintendent of Railway Police SRP along with 2370 personnel.

The duties are as under

- Control of passenger traffic inside the station premises more particularly on the platforms, in the booking offices, waiting for halls at the entrance and exit gates and wherever specially required on emergencies by the station officials.
- The control of vehicular and other traffic in the station compound of Railway.
- The maintenance of law and order at stations and in standing passengers trains, prevention of overcrowding, etc.
- Watching loaded passenger trains when standing in stations.
- The arrest of those found committing nuisances or suffering from infectious diseases and keeping the station premises clear of idlers and beggars.

- The examination of all empty carriages on arrival at terminal station for property left behind by passengers and to see that carriage fittings have not been tampered with
- The removal of bodies and persons dying in the train and on station premises and the conveyance to the hospital of the sick passengers.
- The investigation into cognizable offenses committed within railway limits and prevention of the same.
- The arrest of offenders in cognizable cases and detention of them in custody as well as persons arrested by Railway officers and made over to the Police and their production before the Magistrate.
- The reporting on non-cognizable cases or infringement of bye-laws of the line to the proper authorities as also all instances of oppression or fraud on the part of railway sub-ordinates or others.
- The prosecution of cognizable cases as well as non-cognizable cases under Railway Act, 1890 on behalf of the management.

4.5.4 Police Telecom and Information Management (PT&IM)

The then Police Telecommunication founded in 1996. Office of the unit is situated in Rajarbag. And it has been renamed as Police Telecom and Information Management (PT&IM). It is led by an Additional Inspector General of Police along with 2 DIG, 3 Addl DIG, 4 SP and 2038 other ranking officials. It maintains the communication system for Bangladesh Police throughout the country.

4.5.5 Ranges

According to regulation 4(i) of Police Regulations Bengal, 1943, a range consists of a group of districts. Equivalent to an administrative division of Bangladesh Government Range, a range is an indispensable link between

Police Headquarters and police offices at field level and controls the operational activities carried out in the concerning range. As per regulation 7(i) of Police Regulations Bengal, 1943, a range is headed by a Deputy Inspector General of Police. The number of police personnel employed in a particular police range depends on the size and the strategic importance of the concerning police range. Apart from the Deputy Inspector General of Police (DIG), a range office usually has one Additional Inspector General of Police, two Superintendents of Police, two Additional Superintendents of Police, one Staff Officer and some junior officers. With the recent creation of Mymensingh Range there are now eight ranges in Bangladesh. The powers and duties of Deputy Inspector General are mainly described in the regulation 35 and 36 of Police Regulation of Bengal 1943. The functions discharged by the Deputy Inspector General (DIG) could be broadly categorized into two parts- administrative functions and operational functions. Deputy Inspector General of police (DIG) places all the policemen from the rank of Inspector to Constable by applying his intelligence, farsightedness and discretion with a view to rendering the best police service. Whenever any trouble comes to the surface, he can address the problem by sending one or more capable officers to that particular area. Moreover, if he finds any policeman guilty of any minor wrongdoing he can transfer him to another place as a punitive measure. Besides, he also transmits all the orders and instructions issued from the Police Headquarters to the field offices. He is also entrusted with the responsibility of conducting the physical test and written test in the recruitment process of Outside Sub-Inspectors. He also arranges the examination designed for the promotion of Sub-Inspectors to the rank of Inspector. Apart from the administrative responsibilities, the Deputy Inspector general (DIG) has vitally important operational duties as well. He is always informed of the law and order situation the concerning range and very often disseminates his valuable advice for investigating the striking cases. He arranges a monthly crime conference in

order to analyze the performance of all the districts of his range and to provide necessary instructions to all the districts for better performance. Moreover, he regularly inspects the police units under his jurisdiction in order to examine the performance of those police units.

Bangladesh police is organized into various Police Ranges, which are headed by the Deputy Inspector Generals of Police (DIG), who control several Police Districts. At present, there are eight Police Ranges in eight administrative divisions and six Police Ranges for railways and highways. Eight police ranges are Dhaka, Chittagong, Khulna, Rajshahi, Barishal, Sylhet, Rangpur and Mymensingh. The police ranges contain 8 DIGs 14 Addl. DIGs 14 SPs and 352 other posts. The main function police range is to coordinate and assist all sorts of police activities of the districts.

Each Police Range maintains its own Range Reserve Force (RRF) and district police also maintains its own Special Armed Force (SAF) which is responsible for emergencies and crowd control issues. They are generally activated only on orders from the Superintendent of Police, and higher-level authorities. The armed constabulary does not usually come into contact with the general public unless they are assigned to VIP duty or to maintain order during fairs, festivals, athletic events, elections, and natural disasters. They may additionally be sent to quell outbreaks of unrest, organized crime, and communal riots; to maintain key guard posts; and to participate in anti-terrorist operations. There are total 8 ranges of Bangladesh police. This Section describes first initial 4 ranges and the remaining 4 ranges are described later accordingly.

Dhaka Range

This range consists of 17 districts including Dhaka. Dhaka is the largest and capital city of Bangladesh. Other districts are Gazipur, Narayanganj,

Munshigonj, Faridpur, Gopalganj, Madaripur, Rajbari, Shariatpur, Manikgonj, Tangail, Kishorgonj, Mymensingh, Netrokona, Sherpur, Jamalpur and Narsingdi.

RRF, Dhaka

Reserve Force Dhaka (RRFD) was shifted to Mill Barrack at Sutrapur from Shantinagar in 1976. Later it was moved to the Section-14 at Uttara of Armed Police Battalion (APBn)-Dhaka after the inauguration of Metropolitan Police. In 2003, it was further shifted to Mill Barrack after the formation of RAB. The government allotted two buildings for the Dhaka District temporarily. Reserve Force Dhaka is controlled by the Deputy Inspector General of Dhaka Range. A commandant is the head of RRF. It maintains emergency law and order to assist the district police.

Chittagong Range

Chittagong Range comprises 11 districts: Chittagong, Cumilla, Feni, Chandpur, Brahmonbaria, Noakhali, Laximpur, Cox's Bazar, Rangamati, Bandarban and Khagrachori.

RRF, Chittagong: Range Reserve Force (RRF), **Chittagong** is one of the oldest units of Bangladesh Police. It is situated in Baddarhatmouza of **Chittagong** district. Unit in charge is Commandant (SP) and supervised by the Range DIG **Chittagong**. The primary duty of this unit is to help metropolitan police and district police in maintaining law and order.

Rajshahi Range

Rajshahi Range comprises 8 districts- Rajshahi, Chapainawabganj, Natore, Naogaon, Pabna, Sirajgonj, Bogura and Joypurhat. Another unit is Range reserve Force (RRF).

RRF, Rajshahi: Range Reserve Force (RRF), Rajshahi, established in an 8.427 acre of land, is one of the oldest units of Bangladesh Police. It is situated on the bank of the river Padma in Nabinagormouza of Rajshahi district. Unit in charge is Commandant (SP) and supervised by the Range DIG Rajshahi. The primary duty of this unit is to help metropolitan police and district police in maintaining law and order.

Khulna Range

Khulna Range comprises 10 districts, namely- Khulna, Satkhira, Bagerhat, Jashore, Jhenaidah, Narail, Magura, Kushtia, Meherpur and Chuadanga. This range is supplemented with one unit of Range Reserve Force (RRF) as well.

Range Reserve Force, Khulna: It is one of the beginning units of Bangladesh Police. It's headed by a Commandant in the rank of Superintendent of Police. The supervising entity of the RRF is the Range DIG Khulna. Foremost responsibility of RRF is to provide reinforcement to the district police wherever required throughout the range area. It is located on the bank of the Rupsha river in Khulna city. The Range has its own RRF for regular functioning.

4.5.6 District Police

The administrative area of a police district is described in the regulation 4(ii) of Police Regulations Bengal, 1943. The area of a police district is generally equivalent to that of an administrative district of Bangladesh. District police is highly instrumental in maintaining law and order situation in a particular district. Currently there are 64 Districts in Bangladesh. District Police has to address all the incidents detrimental to law and order situation in the concerning district with a view to ensuring peace and tranquility across the district. The regular activities of a District include patrolling, dispersing the unlawful assembly, execution of summons, execution of warrants, arrest of criminals, protection of VIP, quick response to PO, helping in conducting

public examination, helping in legal eviction, response to 999 call and so on. According to regulation 7(ii) of Police Regulations Bengal, 1943, a district is topped by a Superintendent of Police. The powers and duties of Superintendent of Police are outlined in various chapters of Police Regulations Bengal, 1943. Superintendent of Police is vested with the power of supervising the investigation process and the operations relating to law and order situation. By giving necessary instructions to the investigating officer, he can play a vital role in the investigation process. He is also entrusted with many important administrative functions on the strength of PRB and the Police Act. He has the authority of distributing the junior officers posted to his district to different police units for maximizing the police service. He is also entrusted with the responsibility of conducting yearly Departmental Examination and promoting the officers of the rank of Constable, Naik.ASI (UB), ASI (AB), and ATSI and on the basis of this examination he promotes the police officers of these ranks. Moreover, he frequently inspects the police units under his jurisdiction in order to examine the performance of those police units. After Range next administrative tier is district which is led by the SP. The districts contain 64 SPs 259 addl. SP 92 Senior ASPs 236 ASPs and along with 98070 various posts.

4.5.7 Circle

A police district is divided into several circles which consist usually of two or three police stations according to regulation 4(iv) of Police Regulations Bengal, 1943. A circle office is an important tool in the hand of the Superintendent of Police in putting the law and order situation at a desired level. It functions as the bridge between the office of the Superintendent of Police and the police stations. The circle office is headed usually by either an ASP or a Senior ASP or an Additional SP. The powers and duties of the head of circle office are mentioned in the regulation 189 of Police Regulations Bengal, 1943. The head of the circle office is not normally entrusted with investigation. However, he

can play a vital role in investigation by supervision. He has to lead the junior officers under his jurisdiction so that law and order situation in his area remains under control.

4.5.8 Police Station

As the hub of police services, police stations are the most visible units of Bangladesh Police. A police district is divided into several police stations. The administrative area of a police station is revealed in the regulation 4(v) of Police Regulations Bengal 1943. Currently there are 644 police stations in Bangladesh. The performance of the police station is a yardstick for measuring the services of Bangladesh Police. The fundamental function of a police station is to maintain law and order situation in the concerning police station. The functions to be performed at police station are mainly described in chapter VI of Police Regulations Bengal, 1943. Criminal cases are recorded and investigation of these cases is conducted in police stations. The other important activities of a police station include patrolling, dispersing the unlawful assembly, execution of summons, execution of warrants, arrest of criminals, conducting verification protection of VIP, quick response to PO, helping in conducting public examination, helping in legal eviction, response to 999 call and so on. The enormous activities regularly performed at police stations are recorded in many registers. Among them are included- Crime register, Non-FIR register, Motor accident register, Crime index, Inspection Register, Warrant Register, General diary, FIR book, Inquest register, Postmortem register, Command Certificate, Missing register, Government property register, Khatian register, Cash book, Arrest register, Receive register, Dispatch register, Summon register, Estate register etc. As the intelligence report of the Village police (Chowkidars) are very often useful in detecting crimes and in arresting criminals, Chowkidari Parade is regularly arranged in the premises of police station with a view to obtaining the support of village police (Chowkidars) in maintaining law and

order situation. Moreover, Police stations emphasize community policing which involves the general people of the community in the process of prevention and detection of crimes. By working in tandem with the members of the society, police have recently been able to perform their duties more effectively. Besides police stations are now conducting open house day(an event fixed for hearing the problems, complains and suggestions of the residents of the particular police station). This type of intimacy which is engendered by open house day has certainly created a positive image of police among the members of the community. A police station is typically headed by an Inspector who is generally known as Officer-in –charge. The personnel of a police station typically include 5 to 10 Sub-Inspectors, 10-15 ASIs and 30-50 constables. Though there is always shortage of logistic support, the police stations are struggling to keep law and order situation at a desired level.

4.5.9 Police Outpost

Outposts are set up in some strategically important places of the District. The prime focus of the introduction of Police Outposts is to provide quick response to criminal incident. The presence of Outposts is definitely beefing up the security of the general public. Currently, there are 459 outposts in Bangladesh. Typically a Police outpost is headed by an ASI and consists of 10 policemen.

Finally, it can be said that the recent glorious achievements of Bangladesh police testify to the fact that despite the scarcity of logistic support all the police units at field level are indefatigably striving to police the country in the best way.

4.5.10 Investigation Center

The Investigation Centers (IC) are usually created at the remote areas which cannot be reached and patrolled easily from the police station headquarters. The

Investigation Centers can perform all the activities conducted in a police station except recording criminal cases. At present there are 212 Investigation centers across the country. An Investigation Centre is normally topped by a Sub-Inspector and its personnel typically include 15 policemen of different ranks.

4.5.11 Police Camp

There are 161 police camps in the district police administration. 3 camps are working in Metropolitan police and three in Railway police.

4.6 Role of Police during the Liberation War of Bangladesh

Bengali police members were frustrated over the megalomaniac behavior of the West Pakistani officers. They grabbed the role of the mere replacement of the snobbish British officers. Amid the non allegiance of the Bengali police members of the then East Pakistan Police, Pakistan Army personnel deployed here in East Pakistan fallen into a dire labyrinth. Being aware of the notorious plan of the Pakistani Army all the rank and file including the seniors of Bengali police members planned an administrative as well as operational non-cooperation. The role of the then Inspector General of Police Mr. TaslimUddin Ahmed was pivotal in this regard. He had been blamed by the Pakistani authority for adhering to the Bengalis as the East Pakistan Police under his command had been working contrary to the blue print of the Pakistani Government. Discontentment against police had been articulated in a statement of the Pakistani Army General Rao Farman Ali, “IGP himself alongside his Police force disowned Pakistan and followed all directives of the Awami League and extended their full support.” In this backdrop, after 26 March, 1971 the military *junta* of Pakistan appointed non-Bengali Muzaffar Ahmed Chowdhury as Inspector General of East Pakistan replacing Mr. Taslim Uddin Ahmed (Ranjan, 2016).

At first police start armed resistance on 25 March 1971 against Pakistani Occupation force. Bangladesh police was given respectable Independence award 2011 for recognizing their resistance. It is rare in the history to wipe out a large number people in a short time of only nine months which happened in liberation war of Bangladesh in 1971.

Between March 25, 1971 and December 16, 1971, Pakistani occupation army and their local collaborators killed 3 million innocent, unarmed people, abused more than a quarter million women; destroyed most of the factories, roads, bridges and culverts, burned houses, engaged in indiscriminate arson and plundering and created such an unbearable situation that 10 million people were compelled to leave their country (Kabir, 2010).

Taslim Uddin Ahmed was the IGP of East Pakistan during non-cooperation movement in 1971. In the first week of March, he and the DIG of Special Branch (SB) A S Mesbah Uddin met Sheikh Mujibur Rahman in his residence at road no- 32. They conveyed a commitment to Bangabandhu as the legal representative of the majority of people of East Pakistan. Later military Junta transferred IGP Taslim Uddin Ahmed to West Pakistan and placed him under house arrest. According to a report written by Anthony Mascarenhas and published in *The Sunday Times* on June 20, 1971, Pakistan intelligence department made a list of suspected Bengalee personalities. This list was categorized into three groups- white, gray, and black. As per the plan, the gray-listed people would be ousted from the job and condemned to jail to get roasted, the black-listed would be killed and sent off the soil, and the white-listed would stay safe from this spate of killing. This report also reads “Some of the gray-listed government officers had been transferred to Pakistan and Taslim Uddin Ahmed, the IGP of East Pakistan, was one of them”.

4.6.1 Genesis of *Mukti Bahini*

Having waded a difficult way Bangladesh gained independence from Pakistan in 1971 and appeared as a sovereign country in the globe. The valiant fought for the independence are collectively termed as *Mukti-Bahini*. Commonly they are mentioned as freedom fighters as well. Based on the origin *Mukti-Bahini* was primarily divided into two formations. Personnel joined from Armed Forces, East Pakistan Rifles and Police had been denominated as *Niyomito-Bahini* (Regular Forces). Whereas the people from the gallant citizen joined the fighting for the cause of freedom formed *Gonobahini* (People's Force). The nucleus of the *Mukti-Bahini* had been formed from the regular Bengali members of the forces. They revolted against Pakistani oppression took up the arms, fought in the fields as well as organized, trained and lead the enthusiastic freedom fighters coming from the nooks and corners of the country. All of them had been adamant to fight till death to earn the sovereignty of the soil; they were resolute to emancipate themselves as well as the mass from the manacle of subjugation.

Around 5000 serving soldiers from six battalions of East Bengal Regiment (EBR), 16,000 troops from the then East Pakistan Rifles (EPR) and 45,000 Bengalee police members working in the then East Pakistan (Jamal 2008) directly participated in the war of independence of Bangladesh. It is evident that Bangladesh Police was the highest personnel contributing organization amongst all of the armed services of the country in the most glorious event of the history of Bangladesh. After the partition of 1947 the evaporation of the dreams of harvesting the crops of real liberty, the frustration and disillusionment of enjoying democratic autonomy and equity reignited the spirit of nationalism within population which inspired the armed and uniformed personnel of the aforementioned organizations to “to take arms, and, by opposing, end them” (Hamlet, Shakespeare). This was actually a psychological game where the

bigger portion of these Bengali troops, particularly soldiers, NCOs and junior officers were strongly influenced by the ongoing nationalist movement, and were mentally prepared to play their role in liberating Bangladesh (Jamal, 2008).

The most glorious chapter of the history of Bangladesh Police came when Bengali-speaking police officers participated along with the citizens in Bangladesh Liberation War. During the liberation war, a large number of police officers from all ranks including a Deputy Inspector General, some senior Superintendents of Police and many others gave their lives for the cause of liberation. Many police personnel embraced martyrdom on 25 March 1971 fighting with outdated .303 rifles against the Pakistani invaders. Again Mr. Mahbubuddin Ahmed, *Bir Bikram*, who was the Sub-Divisional Police Officer (SDPO) of Jhenaidah at that time, led the historic guard of honor given to the members of the Mujibnagar Cabinet when the Provisional Government of Bangladesh took oath on the auspicious day of April 17, 1971 during the liberation war.

4.6.2 Resistance at Rajarbag Police Lines

Under ‘Operation Search Light’ Pakistan Army launched attack on different installations. Rajarbag Police Lines was their target of first assault. When the Pakistan Army convoy marched out of the garrison with all-out fighting preparation and headed towards Farmgate, the Radio Operator (Charlie-7) of Tejgaon Police Station transmitted the information to the central station of Rajarbag. Thenceforward, Rajarbag base disseminated the message throughout the country. The utterance was, “Base for all station of East Pakistan Police, keep listening, watch, we are already attacked by Pak Army, try to save yourself, over.” Police and the general people placed barricades on the roads at the Northern and Southern outer peripheries of Rajarbag Police Lines.

Simultaneously, police personnel of the lines broke open the central magazine, armed themselves and arrayed at the strategic positions to retaliate Pak Army mainly by their strong morale and patriotism. The main firearms of the then police were 303 Rifles against the heavy arms and ammunitions of a conventional army. Pakistan Army devised a strategy of simultaneous multidirectional attack on Rajarbag Police Lines i.e. from Santinogor, Malibag and Fakirapool. On 25 March 1971 at around 23:30 hours a convoy reached Santinagar. As soon as a soldier came out of his vehicle, a police officer positioning himself at the roof of Dawn School (Eastern Plus Shopping Complex) triggered the first bullet and knocked down the soldier. This was the first bullet heralding the sanguinary movement of the war of our independence. The Army took the control of the police lines overnight when the scanty police ammunition had been exhausted. All of the police personnel of the lines had been killed barbarously; even the women were not spared. Before murder a lot of women including cleaning staff Rabeya underwent barbaric oppression. The automobile workshop was destroyed by the mortar attack launched from Fakirapool. On the South side of the lines, the then headquarters building bears the memory of the 25 March black night's attack and the rest of the days of our war of independence. In its four leveled structure, radio control was on ground level, level 1 was the office floor and 2nd and 3rd floors had been police barrack. During the rest of the time of occupation these two barrack floors had been used as the female torture cells by the Pak Forces and their collaborators.

The resistance by the Bengali members of police at Rajarbag is basically the first chapter of armed struggles during the War of Independence. The name and address of 1262 police officers of different ranks could be listed who sacrificed their lives for the independence of Bangladesh during the liberation war. This armed resistance was a clear indication to all that they had no other alternative but to go for an armed struggle to achieve independence. Under such emerging

situation, the Father of the Nation, Bangabandhu Sheikh Mujibur Rahman appealed to the world- "Pak Army suddenly attacked EPR Base at Pilkhana, Rajarbag police lines and killing citizens. Street battles are going on in every street of Dhaka, Chittagong. I appeal to the nations of the world for help. Our freedom fighters are gallantly fighting with the enemies to free the motherland. I appeal and order you all in the name of Almighty Allah to fight to the last drop of blood to liberate the country. Ask police, EPR, Bengal Regiment and Ansar to stand by you and to fight. No compromise, Victory is ours. Drive out the enemies from the holy soil of motherland. Convey this message to all Awami League leaders, workers and other-patriots and lovers of freedom. May Allah bless you. Joy Bangla." As stated in a report on March 25 published in 'The Daily Telegraph', Pakistan forces moved to Rajarbag Police lines after perpetrating strikes and attacks on University of Dhaka. Army opened fire from tanks and combat vehicles to ensure brutal wholesale slaughter of police members. Though the number of martyrs was impossible to assess, very few police members could survive the massacre (Jamal, 2008).

4.6.3 Resistance in the Bangladesh Police Academy and Contributions of a Veteran Police Officer

About 2000 Pak Army personnel encroached into the Police Academy of Sardah, Rajshahi on 13 April, 1971. Under the heroic leadership of the then Principal Mr. Abdul Khaeque all the Bengali police members and other service holders of the Academy raised all out resistance abiding by the instruction of Bangabandhu Sheikh Mujibur Rahman. A number of predecessors of our Alma Mater embraced martyrdom in this battle of resistance as in the later days of warfare. When the limited ammunition of the Academy armory exhausted then they did strategic retreat beyond the Padma. Having re-arrayed and reinforced with arms and ammunitions they again started retaliation against the Pak aggressors. Pak Army set up a camp in the Academy. As much as four thousand

people of the vicinity had been killed throughout their months of forcible occupation of the Academy. At last, predicting their imminent defeat, the Pak forces fled away from the Academy on 15 December. Principal of the Police Academy along with all his rank and file played a heroic role in our war of independence. Mr. Abdul Khaleque graced the chair of the first Inspector General of Bangladesh Police and thenceforward appointed as the Secretary of the Ministry of Home Affairs.

4.6.4 Reminiscence of Police Officers

One of our liberation war police veterans reminisced of his days in 1971 which contains the reflection of their enthusiasm to liberate the country-

Finding no other way-out, we had to leave Sirajgonj town....., and after 19 long days I reached Dewangonj Bazaar under Haldibari Police Station of Cooch Behar District (India) braving all dangers and difficulties. I reported my arrival to Mr. A Khaleque, the first Inspector General of Police of the Peoples Republic of Bangladesh at Mujibnagar. He gave me patient Hearing and posted me as Staff Officer to Mahendraganj War Base Meghalaya, far away from Mujibnagar. I gladly accepted the job and worked there day and night (Arefin, 2012).

Interim Police Headquarters detailed a list of enthusiastic police members to be deployed in the field of battle sectors. The pioneer IGP of Bangladesh Mr. A Khaleque issued a memo to the Defense Secretary of the Interim Government of the Peoples Republic of Bangladesh which embodied the spirit of Bangladesh Police, especially in the younger generation, for the war of independence. The Memo highlights how an agitation formed among the unemployed police personnel, particularly amongst those who are below 30, that they are not being utilized in the liberation fight. In 1971, the selection was made from Krishnanagar Police Transit Camp (Nadia District) and 120 personnel were sent

up for training in *Mukti-bahini*. From the Army holding camp at Durga Chowdhuripara (Tripura District) just a few police personnel have been so far selected for *Mukti-bahini*. The camp had 275 police personnel in that camp. There were more police personnel who are willing to join Muktibahini, who were all below 30. Requests came from different parts that the police immediately affiance for selection and training of the youth aspirants for Muktibahini.

4.7 Police in the Post-Independence Period of Bangladesh

4.7.1 Post-Independence Awami League Government (1972-75)

It is important to remind the readers that how the founding father of the nation Bangabandhu Sheikh Mujibur Rahman guided the police of the newly independent state. This is the basic principle of the Police that will drive us for reform and modernization. In his speech in the first police week of Bangladesh in 1974, he told that the police should not forget that they are the police of the independent country. He advised that the police of Bangladesh should be the police of the people, not the police of the rulers. He also suggested the police of the independent country should offer service to its people, offer affection to them, and support the people when they need it. These statements are critical to understand why the state needs a police modernization and reformation. For Bangladesh, it is important that we overcome the colonial legacy and conduct the modernization of the police force.

4.7.1.1 Women Police in Bangladesh Police Administration from 1974

After independence, Bangladesh police started its journey with the total number of 33750 manpower. And for the first time women police recruited in 1974. It was a land mark decision in the history of Bangladesh police. Among the recruited fourteen women members at Special Branch, seven held the rank of sub-inspectors and seven held the rank of constables. Since then the recruitment

of women in Bangladesh police is growing up and the total number of women police is 11767 which is 6.66% of total number. Another remarkable information is that women BP is performing efficiently with a very high name and fame in the UN. Under various peace keeping missions in the form of FPU/UNPOL/UNJOB they are working of which total number so far is 1108 in total.

For the first time uniformed female police members were recruited just after two years in 1976. At that time fifteen female police members were recruited and posted at Dhaka Metropolitan Police. Many constable and sub-inspector ranks were also filled up by the female police members.

In 1986, Ms. Fatema Begum was the only serving lady police officer in Bangladesh who was appointed as Assistant Superintendent of Police through 6th Bangladesh Civil Service (BCS) examination. After passing the 7th Bangladesh Civil Service examination in 1988, four women police officers joined Bangladesh Police. Bangladesh police enrolled eight women officers through the 18th Bangladesh Civil Service examination in 1999, after an interim from 1989 to 1998. The condition kept improving gradually and on 21 June 2011, an all women Armed Police Battalion (APBn) was created which was the 11th battalion of this force. At present total number of Bangladesh Police is 198653 Of which the number of female is 11910.

Now it's a nice reality that women police are working efficiently throughout the country and internationally as well. Keeping this view in mind and to perform in a better way Bangladesh Police Women Network (BPWN) was formed in 2008 in support of PRP.

4.7.2 The Martial Law Regime of General Zia (1976-1978) and BNP Government (1979-1981)

In order to improve law and order in the capital “Dhaka Metropolitan Police (DMP) Ordinance, 1976”, was promulgated and special police unit was set up for Dhaka. Chief Marshall Law Administrator- General Zia took the power and rule Bangladesh from 1976-1981. President Zia’s contribution to allot more resources to decentralize the police administration is significant. The establishment of DMP was an important progress in the evolution of the modern police department in independent Bangladesh.

4.7.2.1 Metropolitan Police

Considering the density, mobility and sophistication of the population and higher impact on economy big cities of the country require special attention in the control of law and order situation. Each of the metropolitan police unit is formed and functions under distinctive law enacted for that unit. Hence metropolitan police enjoys more autonomy in enforcement. Every metropolitan police unit is headed by a Police Commissioner. To introduce this contemporary idea in the policing arena and to address the special requirement Dhaka Metropolitan Police, the first metropolitan unit of the country, started its journey in 1976. With the enactment of Gazipur Metropolitan Police Act, 2018 and Rangpur Metropolitan Police Act, 2018 the total number of metropolitan police units of Bangladesh is now rose to eight.

Establishment of Dhaka Metropolitan Police (DMP)

On First February 1976 Dhaka Metropolitan Police DMP was established. Mr. E.A Chowdhury was the first police Commissioner of this vibrant unit. Mr. A.S.M. Shahjahan (later on become IGP, Secretary and Advisor to the Caretaker Government) worked as the Deputy Commissioner (HQ). They worked hard to make an effective and professional Metropolitan Police. To

some extent they become successful. Since its inception it is an important and prestigious unit of Bangladesh Police.

DMP is bestowed with the responsibility of keeping the capital city Dhaka safe and secure regarding law and order situation, ensuring safety and security to the national and foreigner city dwellers. It also provides all of the police associated services to the citizen.

Dhaka Metropolitan police (DMP) began its journey with 12 police stations and 6,000 forces in 1976. Now DMP is led by 1 Police Commissioner, 6 Additional Commissioners, 11 Joint Commissioners and 42 Deputy Commissioners. The total number of police station is 49 which are as follows: and they are -- Adabor, Airport, Badda, Banani, Bangshal, Bhashantek, Cantonment, Chokbazar, Darussalam, Daskhinkhan, Demra, Dhanmondi, Gandaria, Gulshan, Hazaribag, Jatrabari, Kadamtoli, Kafrul, Kalabagan, Kamrangirchar, Khilgaon, Khilkhet, Kotwali, Lalbag, Mirpur Model, Mohammadpur, Motijheel, Mugda, New Market, Pallabi, Paltan Model, Ramna Model, Rampura, Rupnagar, Sabujbag, Shah Ali, Shahbag, Sher-E-Banglanagar, Shyampur, Sutrapur, Shahjahanpur, Tejgaon, Tejgaon I/A, Turag, Uttara Model, Uttarkhan, Uttara West, Vatara and Wari. Presently the total manpower of DMP (all ranks and status) is 33908. DMP is now using all sorts of modern equipments to maintain law and order and to make it a safer city.

Introduction of Chittagong Metropolitan Police (CMP)

For better policing in the port city, Chittagong Metropolitan Police (CMP) established on 30th Nov. 1978. Next to DMP, it is another most important unit of Bangladesh police. Its jurisdiction is an area of 304.66 sq km and serves the people with 08 circles, 16 police stations -- Kotwali, Chandgaon, Panchlaish, Double Mooring, Pahartoli, Bandar, BayejidBostami, HaliShohor, Kornafuli,

Potenga, Bakolia, Akbor Shah, Shodhorgat, EPZ, Chokbazarand Kulshi. It has also 30 police outposts, 6 police boxes, 2 crime divisions -- North and Port; headquarters division, 1 city special branch, 5 investigation centers including 4 naval and 1 police box and 2 traffic divisions.

Initiation of Detective Branch (DB): Detective Branch (DB) is the specialized branch of a police unit. Now, every metropolitan police and district police have its own Detective Branch.

Table 4.1: Names of the Metropolitan Police

Sl. No	Name of the Metropolitan Police	Year of the Esst.
1	Dhaka Metropolitan Police (DMP)	1976
2	Chittagong Metropolitan Police (CMP)	1978
3	Khulna Metropolitan Police (KMP)	1986
4	Rajshahi Metropolitan Police (RMP)	1992
5	Barisal Metropolitan Police (BMP)	2006
6	Sylhet Metropolitan Police (SMP)	2009
7	Gazipur Metropolitan Police (GMP)	2018
8	Rangpur Metropolitan Police (RPMP)	2018

Source: Police Headquarters, Dhaka

4.7.2.2 Armed Police Battalions (APBNs)

Armed Police Battalions (APBN) had been formed in the year 1979 under ‘The Armed Police Battalions Ordinance 1979’(Ordinance No. XX^ of 1979). Later ‘Armed Police Battalion Rule-1991’ had also been supplemented. APBNs had been raised to strengthen interior security, curbing armed groups, conducting drive against illegal arms, ammunitions and explosives. APBNs were also assigned with the duty to reinforce police in the control of law and order. Now APBNs are functioning under the command of an Additional Inspector General within the umbrella of Bangladesh Police. In the latest approved organogram,

APBNs have 2 Deputy Inspector Generals, 2 Additional Deputy Inspector Generals, 16 Commanding Officers/ SPs and 10792 personnel of other ranks. Armed Police Battalions are providing their service throughout the contry with a good reputation of their rigorous maintenance of discipline. With the formation of Special Security and Protection Battalions(SPBN) APBNs are added with new feathers in their crown. Presently, 12 APBNs are in function and SPBN has two battalions. Outer/peripheri protection of the VVIPs' residences and office is the primary task of the SPBNs. APBNs' other responsibilities include VIP and KPI protection, providing escorts, collection and dissemination of intelligence regarding public order management, providing assistance to the District Police. Now the battalions are involved in operational activities in the fields of drugs and narcotics, illegal arms recovery, anti-smuggling and gambling drives.

Table 4.2: Locations of Battalions

Sl. No	Battalion	Location
1	1stArmed Police Battalion	Uttara, Dhaka
2	2ndArmed Police Battalion	Muktagachha, Mymensingh
3	3rdArmed Police Battalion	Khulna
4	4thArmed Police Battalion	Bogura
5	5thArmed Police Battalion	Uttara, Dhaka
6	6thArmed Police Battalion	Barisal
7	7thArmed Police Battalion	Ashulia, Dhaka
8	8thArmed Police Battalion	Sylhet (Presently deployed in HajratShahjalal International Airport, Dhaka)
9	9thArmed Police Battalion	Chittagong
10	10thArmed Police Battalion	Mohalchori, Khagrachari
11	11thArmed Police Battalion (Women)	Uttara, Dhaka
12	12th Armed Police Battalion (Court)	Supreme Court, Dhaka

Source: Police Headquarters, Dhaka

Airport Armed Police Battalion (AAP): The Airport Armed Police is a specialized unit of the Armed Police Battalion, the Airport Armed Police (AAP) are deployed in the international airports of Bangladesh, for maintaining security of the airports.

4.7.3 Military Rule under General Ershad from 1982 to 1990

Total strength of Bangladesh Police on 1883-84:

a) Senior Officers-

Table 4.3: List of Senior Officer

IGP	Addl. IGP	DIG	Addl. DIG	SP	Addl. SP	Sr. ASP	ASP	Total
1	3	13	0	117	62	124	278	599

Source: Police Headquarters, Dhaka

b) Subordinate Officers-

Table 4.4: List of Subordinate Officer

Ins (UB)	Ins (T&T)	Ins (AB)	SI (UB)	SI (TR)	SI (W)	SI (AB)	Sgt	TSI	ASI	ASI (W)	ASI (AB)	ATSI	Naik	Cons.	Total
936	9	251	3315	53	4	932	487	2	2555	4	3368	935	3320	55328	71498

Source: Police Headquarters, Dhaka

Establishment of Khulna Metropolitan Police (KMP)

Khulna is a renowned division in Bangladesh. It is the largest city situated in the South-West of Bangladesh. This city has been very remarkable and industrially important because of its location nearby Mongla Sea Port. Khulna Metropolitan Police (KMP) was formed in 1986 in order to render the police service. It started its journey of rendering service in 1st July, 1986 and covers almost 70

sq. kilometers area. The KMP includes in its jurisdictions 31 wards of City Corporation and 3 unions. It has also 8 eight police stations such as Khulna Sadar, Khalishpur, Sonadangha, Daulatpur, Horintana, Khanjahan Ali, Aranghata, and Labanchora. In the past, Khulna city was commonly known as the safe haven for terrorists, but currently this city has become one the safest cities in the country through the smooth operations of KMP.

Contribution to UN Peace-Keeping Operations by Bangladesh Police

Since its initiation to serve in various UN Mission, Bangladesh Police is now the third Police Contributing Country (PCC) of the world with exceptional duties of 814 members to date of its own to implement the UN mandate in different missions.

It all started in 1989 when Bangladesh Police ventured in its glorious chapter by participating in the United Nations Transition Assistance Group (UNTAG) in an African state named Namibia – from that point onward, examples of overcoming adversity have prospered the notoriety with a daring total number of 14901 faculty in 21 UN Mission to date.

Firm with confidence in guaranteeing peace with high capability, Bangladesh Police sent uniquely prepared self sufficient mobile police units called Framed Police Units (FPUs) to Ivory Coast in 2005.

To date Bangladeshi FPUs and Individual Police Officers (IPOs) with as regular name and distinction are working in 5 missions which are MONUSCO (DR CONGO), UNAMID (Darfur, Sudan), UNMISS (South Sudan), MINUJUSTH (Haiti), MINUSMA (Mali). As of now, we have 5 UN job holding officers in 4 countries, 72 Individual Police Officers (IPOs) working in 03 missions and 5 Formed Police Units in 4 countries, where our 814 peacekeepers are working.

Bangladesh Police has already effectively exhibited the ability in the different field of policing like Forensic, Foot Print, Finger Print, Ballistic, Organized Crime, Financial Crime and Community Policing and so on so forth. Bangladesh Police has not just demonstrated its abilities in the field missions as an observer yet in addition has improved its capacities in peacekeeping division in the United Nations' Headquarters. Bangladesh Police has been performing obligations with most extreme truthfulness, demonstrable skill, and commitment. They help in facilitating in the process of disarmament and reintegration, maintaining law and order, protecting displaced and distressed persons, facilitating humanitarian assistance and protecting human rights.

Responding to the requirements in executing the UN mandates in the field of gender issues, women and children affairs, Bangladesh Police sent 2 (two) Women FPU's in Haiti (MINUSTAH) and DRC Congo (MONUSCO).

Bangladesh is one of the top female police member contributing countries to the United Nations Peacekeeping Operations. For the positive contribution to UN it has been praised several times in many international occasions. Now it is recognised that Bangladesh is a key partner in the UN peace building and keeping process as well. Bangladesh female peacekeeper has placed them as a vital driving force to reduce gender-based violence, conflict and confrontation. They have become successful to give a sense of security especially for women and children. Not only that they are mentoring female police officer in the local area and thus empowering women in the host country and promoting social cohesion. Bangladesh female police officer with its name and fame has established themselves as the role model in the community in the Mission area.

Table 4.5: At a Glance Bangladesh Police in UN Mission

Bangladesh Police	No. of Countries	No. of Missions	Total Deployed
Bangladesh Police Working as FPU	4	4	737
Bangladesh Police Working as IPO	3	3	72
Bangladesh Police Working as Secondment	4	4	5
Total	15	18	814

Source: Police Headquarters, Dhaka

Table 4.6: Mission Completed Peacekeepers

Bangladesh Police	Women Police	Men Police	Total
P-Level/UNP Job Completed	3	19	22
Total UNPOL/IPO Mission Completed	62	4465	4527
Total FPU Mission Completed	1122	12750	13872
Total	1187	17234	18421

Source: Police Headquarters, Dhaka

Mission Wise Deployment

Table 3.12: List of completed and present IPO and FPU with UN Job Peacekeeping missions participated by Bangladesh Police:

Table 4.7: List of UN Missions

Sl. No	Name of mission	Country	Period
1	UNTAG	Namibia	1989–1990
2	UNTAC	Cambodia	1992–1994
3	UNPROFOR	Yugoslavia	1992–1996
4	ONUMOZ	Mozambique	1993–1994
5	UNAMIR	Rwanda	1993–1995

6	UNMIH	Haiti	1994–1995
7	UNAVEM III	Angola	1995–1999
8	UNTAES	East Slovenia	1996–1998
9	UNMIBH	Bosnia	1996–2002
10	UNAMET & UNTAET	East Timor	1999–2002
11	UNMIK	Kosovo	1999–2009
12	UNAMSIL	Sierra Leone	2000
13	UNMIL	Liberia	2003 to till date
14	UNOCI	Ivory Coast	2004- 2015
15	UNMIS	Sudan	2005–2011
16	MONUSCO	DR Congo	2005 to till date
17	UNMIT	East Timor	2006–2012
18	UNAMID	Darfur	2007 to till date
19	UNAMA	Afghanistan	2008–2010
20	UNMISS	South Sudan	2011 to till date
21	MINUSTAH	Haiti	2011-2017
22	MINUJUSTH	Haiti	2017 till date
23	MINUSMA (Mali)	Mali	2014 to till date
24	UNSOM (Somalia)	Somalia	2014 to 2016
25	UNDSS, Nepal	Nepal	2014 to 2017
26	UNDSS, Thailand	Thailand	2016 to till date

Source: Police Headquarters, Dhaka

Created strength of Bangladesh Police from 1985 to 1990:

a) Senior Officers-

Table: 4.8: List of Senior Officer (1985 to 1990)

IGP	Addl. IGP	DIG	Addl. DIG	SP	Addl. SP	Sr. ASP	AS P	Tota l
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0	2	2	8	6	41	1	46	106
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Source: Police Headquarters, Dhaka

b) Subordinate Officers-

Table 4.9: List of Subordinate Officer (1985 to 1990)

Ins (UB)	Ins (T&T)	Ins (AB)	SI (UB)	SI (TR)	SI (W)	SI (AB)	Sgt	TSI	ASI	ASI (W)	ASI (AB)	ATSI	Naik	Cons.	Total
55	4	26	129	0	0	195	32	63	152	0	533	78	381	507	720
															8

Source: Police Headquarters, Dhaka

4.8 Bangladesh Police at the post-1990s

4.8.1 Democratic rule of 1st BNP Government from 1991 to 1996

Introduction of Rajshahi Metropolitan Police (RMP)

Rajshahi Metropolitan Police RMP was established on 1st July 1992. It has a jurisdiction of 600 sq km for 20,10,020 people and covering Rajshahi City Corporation, Katakhlai and Nowhata municipalities, parts of Horian, Parila, Horipur, Damkura, Borogachi unions under Poba Upazila.

Commissioner of Rajshahi Metropolitan Police supervises 7 Divisions - Headquarters, 4 Crime Divisions, City Special Branch and Public Order Management Division. Besides, there are 12 police stations, 12 police posts and 3 police boxes under this unit. The police stations are: Boalia, Rajpara, Motihar, Shahmokhdum, Chondrima, Kashiadanga, Katakhalai, Belpukur, Airport, Kornohar, Damkura and Poba.

Introduction of Barisal Range

Barishal Range, located at the mid-South comprises of 6 districts namely- Barisal, Bhola, Jhalokathi, Patuakhali, Pirojpur and Bogura. One Range Reserve Force (RRF) is also there in Barisal.

Establishment of Sylhet Range

Sylhet Range comprises of 4 districts namely Sylhet, Habiganj, Moulvibazar and Sunamganj. It also includes RRF Sylhet. RRF Sylhet: Range reserve force (RRF), Sylhet was established in 19th December 1995. Presently RRF, Sylhet has 7 camps. It provides security to some important KPIs like Bibiana Gas field at Habiganj and Kalapur Gas field at Srimongol and Moulvibazar.

Introduction of Police Awards: BPM, PPM

Police medals are awarded every year in the annual Police Week Parade. They are awarded both for the bravery performance and extra-ordinary service oriented activities.

Bangladesh Police Medal (BPM)

- Bangladesh Police Medal (BPM)
- Bangladesh Police Medal - Service (BPM-Sheba)

President Police Medal (PPM)

- President Police Medal (PPM)
- President Police Medal - Service (PPM-Sheba)

Created strength of Bangladesh Police from 1991 to 1995:

a) Senior Officers-

Table 4.10: List of Senior Officer (1991 to 1995)

IGP	Addl. IGP	DIG	Addl. DIG	SP	Addl. SP	Sr. ASP	ASP	Tot al
0	1	4	7	14	15	6	149	196

Source: Police Headquarters, Dhaka

b) Subordinate Officers-

Table 4.11: List of Subordinate Officer (1991 to 1995)

Ins (UB)	Ins (T&T)	Ins (AB)	SI (UB)	SI (TR)	SI (W)	SI (AB)	Sgt	TSI	ASI	ASI (W)	ASI (AB)	ATSI	Naik	Cons.	Total
165	7	60	614	179	36	216	138	2	320	51	805	65	770	8174	11602

Source: Police Headquarters, Dhaka

4.8.2 Democratic Rule of 1st Awami League Government from 1996 to 2000

Created strength of Bangladesh Police from 1996 to 2000:

a) Senior Officers-

Table 4.12: List of Senior Officer (1996 to 2000)

IGP	Addl. IGP	DIG	Addl. DIG	SP	Addl. SP	Sr. ASP	AS P	Total
0	2	2	0	17	18	13	18	70

b) Subordinate Officers-

Table 4.13: List of Subordinate Officer (1996 to 2000)

Ins (UB)	Ins (T&T)	Ins (AB)	SI (UB)	SI (TR)	SI (W)	SI (AB)	Sgt	TSI	ASI	ASI (W)	ASI (AB)	ATSI	Naik	Cons	Total
111	70	54	1237	0	66	94	446	0	447	58	106	129	226	5732	8776

4.8.3 Democratic Rule of 2nd BNP Government from 2001 to 2006

Created strength of Bangladesh Police from 2001 to 2006:

a) Senior Officers-

Table 4.14: List of Senior Officer (2001 to 2006)

IGP	Addl. IGP	DIG	Addl. DIG	SP	Addl. SP	Sr. ASP	ASP	Total
0	1	2	9	7	30	0	233	282

Source: Police Headquarters, Dhaka

b) Subordinate Officers-

Table 4.15: List of Subordinate Officer (2001 to 2005)

Ins (UB)	Ins (T&T)	Ins (AB)	SI (UB)	SI (TR)	SI (W)	SI (AB)	Sgt	TSI	ASI	ASI (W)	ASI (AB)	ATSI	Naik	Cons	Total
98	121	110	2620	0	143	187	144	36	1508	143	530	135	886	9338	15999

Source: Police Headquarters, Dhaka

Creation of Rapid Action Battalion (RAB)

In 2004 under the banner of APBNs ordinance RAB was formed. The elite force of Bangladesh Police, the Rapid Action Battalion was raised consisting of the personnel of the Bangladesh Police, Bangladesh Army, Bangladesh Navy, Bangladesh Air Force, Border Guard Bangladesh, and Bangladesh Ansar. The head of the unit is designated as the Director General in the rank of Addl. IG and works under the command of Inspector General of Police. Its sanctioned strength is 11103 in the organogram.

Table 4.16: Present locations of 14 Rapid Action Battalions

Sl. No	Battalion	Location
1	1st Rapid Action Battalion	Uttara, Dhaka
2	2nd Rapid Action Battalion	Muktagachha, Mymensingh
3	3rd Rapid Action Battalion	Khulna
4	4th Rapid Action Battalion	Bogra
5	5th Rapid Action Battalion	Uttara, Dhaka
6	6th Rapid Action Battalion	Mohalchori, Khagrachari
7	7th Rapid Action Battalion	Ashulia, Dhaka
8	8th Rapid Action Battalion	Sylhet (Presently deployed in Dhaka Airport)
9	9th Rapid Action Battalion	Chottogram
10	10th Rapid Action Battalion	Barisal
11	11th Rapid Action Battalion	Uttara, Dhaka
12	12 th Rapid Action Battalion	Sirajgonj
13	13 th Rapid Action Battalion	Rangpur
14	14 th Rapid Action Battalion	Mymensing

Source: Police Headquarters, Dhaka

Establishment of Highway police

Among all the units of police in Bangladesh, High Way Police is remarkable and significant. The High Way Police was established in June, 2005 and started its journey under the government notification no- M/Home (P-3)/post-15/2004/1156. This unit came into forces under the Police Act, 1961 (Section 12) promulgating 23rd July, 2009. This police unit is responsible to ensure the smooth and safe movement and transportation of passengers and goods. It contributes in the enhancement of mobility people, improvement speed and ensure smooth operation commerce through high way police. This unit has legal rights to investigate the offenses under the Motor vehicles Ordinance 1983.

Another purpose of High Police in Bangladesh is to provide policing service so that the people can enjoy risk the risk free highway. This unit also contributes in the foreign export and import businesses.

Afterwards, the Highway Police are entrusted with the responsibilities to:

- Maintain law and order situation on highway;
- Investigate highway road accident case;
- Prevent highway crime;
- Collect and Disseminate Intelligence;
- Patrol in highways throughout the country;
- Recover drugs and narcotics;
- Recover illegal firearms;
- Arrest suspected persons;

4.8.4 Rule of Non-Partisan Caretaker Government (2006 - 2008)

Creation of Barisal Metropolitan Police (BMP)

Barishal, known as Venice of the East, is the hub of riverine and coastal southern Bangladesh. Barishal Metropolitan Police was established on 26th October 2006 under the Barisal Metropolitan Police Act-2009. Barishal, an area enriched with paddy, rivers and chanals, was formerly known as Bakla Chondrodwip. Now, Barishal is a divisional headquarter and an important river port. Barishal police made a significant contribution to our War of Independence. Veteran freedom fighter Mohammad Mahbub Uddin Ahmed, Superintendent of Police, received "Bir-Bikram" for his gallantry role in freedom fighting with Pak occupation forces. Martyred freedom fighters of Barishal police includes, among others, Additional SP Golam Ahmed, Inspector Golam Rabbani, SI Abdul Karim Hawlader, constables- Abdul Karim Ali, Jalal Ahmed Sharif, Mahbubur Rahman, Mujibul Haque and Sayed Abdur Rashid. BMP has 4 police stations: Kotowali Model, Airport, Kawnia and Bondor.

Creation of Police Internal Oversight (PIO)

To make the police more people oriented and to bring internal transparency Police Internal Oversight (PIO), a specialized wing of Bangladesh police, was set up in 2007. Basic objective was to monitor and collect intelligence about the activities of the police officers across the country. This unit is headed by two Assistant Inspector Generals (AIGs) at the Police Headquarters and directly report to the Inspector General of Police (IGP). All the units of Bangladesh Police fall under the surveillance of PIO. PIO agents are spread all over the country under the direct supervision of the PIO unit located at Police Headquarters. Since its inception it has been working smoothly.

Created strength of Bangladesh Police from 2006 to 2008

a) Senior Officers-

Table 3.17: List of Senior Officer (2006 to 2008)

IGP	Addl. IGP	DIG	Addl. DIG	SP	Addl. SP	Sr. ASP	ASP	Total
0	0	6	10	30	74	74	149	343

Source: Police Headquarters, Dhaka

b) Subordinate Officers-

Table 3.18: List of Subordinate Officer (2006 to 2008)

Ins (UB)	Ins (T&T)	Ins (AB)	SI (UB)	SI (TR)	SI (W)	SI (AB)	Sgt	TSI	ASI	ASI (W)	ASI (AB)	ATSI	Naik	Cons	Total
261	9	18	856	0	31	88	39	9	1519	35	-131	43	234	4424	7566

Source: Police Headquarters, Dhaka

4.8.5 Democratic Rule of 2nd Awami League Government (2009 – 2014)

Introduction of Rangpur Range

Another recently established unit is Rangpur Range which comprises eight districts namely Rangpur, Gaibandha, Nilphamari, Kurigram, Lalmonirhat, Dinajpur, Thakurgaon and Panchagar. One Range Reserve Force (RRF) is also there to assist the district forces in case of necessity.

RRF Rangpur started its activities in February, 2012.

Establishment of Sylhet Metropolitan Police (SMP)

Sylhet is one of the major cities situated in the North-East of Bangladesh. This city is mostly famous because of location of Majhar of Saint Hazrat Shah Jalal (RA). People also call it the city of Saints. This is the main and significant city in the Sylhet division. The government gave declared it as the Metropolitan city in March, 2009. Although SMP started its functioning with only two police stations such as Kotoali and South Surma, four other police stations are established later. The main purpose of establishing SMP is to ensure a safe and secured city for the people. It also aims to provide police service to improve smooth operations of business functioning in the city. Sylhet Metropolitan Police is headed by the Commissioner of the police. SMP has different divisions such as Headquarters Division, South Division and Traffic, North Division, Supply, Public Order Management, Protection & Protocol Divisions. A Deputy Police Commissioner is the head of each divisions.

Establishment of Special Weapon and Tactics (SWAT)

In this current world, policing job has become more challenging and tactical. For this reason, the police authority requires implement more tactical strategy and team in order to combat technical crimes. SWAT stands for Special Weapons & Tactics and it was established in 28 February 2009 as an elite

tactical unit of the Dhaka Metropolitan Police. There are more than 152,000 police member in Bangladesh. The ratio of police and population is 1:1133. The team of SWAT works under the Detective Branch of Dhaka Metropolitan Police. There well trained and capable of implementing sophisticated weapons and equipment. The authority deploys them in case of emergency crisis such serious terrorism attacks, hostage rescue situations and so on.

Creation of Industrial Police

Industrial police started its journey on October 30, 2010, through an inauguration programme chaired by Honorable Prime Minister Sheikh Hasina at Bangabandhu International Conference Centre.

It is being considered as a special one than regular police unit as it ascertains security and maintains law and order in industrial belts. Its duty includes gathering tip-off in the industrial zones to avert any untoward incidents. It is functional mainly in four industrial areas-

Table 4.19: Units of Industrial Police

Sl. No	Unit	Location
1	Industrial Police – 1	Ashulia, Dhaka
2	Industrial Police – 2	Gazipur
3	Industrial Police – 3	Chottogram
4	Industrial Police – 4	Narayanganj
5	Industrial Police – 5	Mymensing
6	Industrial Police- 6	Khulna

Source: Police Headquarters, Dhaka

There are five wings under every industrial police unit --

- 1) Intelligence.
- 2) Operation.

- 3) Investigation, Law and Order.
- 4) Administration.
- 5) Logistics.

Headed by an Additional IGP, the main bodies of the unit are Director Administration and Director Operation. Every police unit in every industrial zone is controlled by a Director (equivalent to the rank of an SP). Right now the unit has 1 Addl. IG, 1 DIG, 1 Addl. DIG, 8 SPs, 12 Addl. SPs, 10 Sr. ASP, 19 ASPs and 78 Inspectors. The sanctioned strength of manpower of the unit is 3810 in total.

Establishment of Special Security and Protection Battalion (SPBN)

SPBN was created by a government order on December 26, 2011 and started its function in May 2012 with two battalions. In 2012, the Special Security and Protection Battalion, one of the specialized forces of Bangladesh Police, was raised to provide security to the head of the state, head of the government and other visiting VIPs. Currently, members of this battalion are engaged to provide security of Very Very Important Persons (VVIPs) at different venues.

Mission:

- a) Provide security and protection to the honorable President and Prime Minister of Bangladesh.
- b) Provide security and protection to any local/foreign person designated as VIP.

Vision:

- a) The aim is to ensure the finest professionalism in dignitary protection in Bangladesh.

This force is headed by a Deputy Inspector General (DIG). Primarily, this force contains two protection battalions, with plans to expand the force in the future.

Right now the unit has 1 DIG, 4 SPs, 24 Addl. SPs, 30 ASPs and 64 Inspectors. The sanctioned strength of manpower of the unit is 1400 in total.

Newly Created Police Bureau of Investigation (PBI)

PBI is the abbreviated form of Police Bureau of Investigation. As per decision of the National Integrity Strategy there would be a separate unit for the investigation of cases. It is a newly created investigating agency of Bangladesh Police which equipped with the latest technology to detect crime has formed in 30 September 2012. It will work only on criminal intelligence and criminal investigation.

PBI has been created with a view to:

- Improve the existing quality of investigation in some scheduled criminal cases;
- Reduce multifarious workload on Thana Police;
- Ensure unrelenting investigation;
- Ensure accessibility, integrity and neutrality.

At present PBI has been primarily led by a Deputy Inspector General (DIG) of Bangladesh Police and there are member of Additional DIG, Special Superintendent of Police (SSP), Additional SSP, Assistant Superintendent of Police and proportionate number of Inspectors, Sub Inspectors, Constables and so on working under the command of DIG PBI. Right now the unit has 1 DIG, 2 Addl. DIG, 10 SPs, 70 Addl. SPs, 8 ASPs and 322 Inspectors. The sanctioned strength of manpower of the unit is 2029 in total.

PBI provides required training to its members and undertakes all the necessary measures in order to improve their quality, fitness and intelligence. It also collects and collates intelligence about frequently happening crimes throughout the country.

Introducing Tourist Police

Fostering on the tourism sector of Bangladesh, Sheikh Hasina, the Honorable Prime Minister of Bangladesh, declared the necessity of tourist police. As a result, tourist police unit was formed on 6th December, 2013. The purpose of instituting tourist police is ensuring the safety and security of both local and foreign tourists and improve ecological environment. This police unit also aims to preserve the culture and heritage of Bangladesh to keep pace with development overall economy of the country.

The tourist police is designed to accomplish the responsibility of ensuring security of the tourists and protect all the tourism destinations in the country. This police branch investigates the crimes against the tourists and provides with security to the tourists. Prime Minister Sheikh Hasina took initiative to form this unit based Chittagong and Dhaka, two main tourists divisions in Bangladesh.

This police branch was formed as the earnest desire of Honorable Prime Minister Sheikh Hasina with a view to uphold the image of the country to the tourists. This police branch aims to provide security service while touring in the country both local and foreign tourists. This police branch is headed by a Deputy Inspector General (DIG) of police. DIG separate this branch into several police zones and then zone is further divided into some several tourist spots.

A Superintended of Police commands the region, an Additional Superintended of Police commands the zones and an Assistant Superintendent of Police commands the tourist spots.

Table 4.20: Total Manpower in Tourist Police

Designation	Number of Member
DIG	1
Additional DIG	4
SP	11
Additional SP	12
ASPs	11
Inspectors	86
Total sanctioned of manpower	13871

Source: Police Headquarters, Dhaka

Introduction of River Police

Another branch of police that has been instituted from earnest desire of Honorable Prime Minister Sheikh Hasina is the river police. It was formed in 6th November, 2013. The main aim of this police branch is to help the development of river communication, improve ecological environment, prevent the river crime as well as expedite the pace of its overall development.

This riverine country faced a lot of crimes happened in the river route. This police branch is responsible to maintain the order in the river of Bangladesh. The government also implements river law in the country by this branch of police.

Table 21: Total Manpower in River Police

Designation	Number of Member
DIG	1
Additional DIG	3
SP	10

Additional SP	14
ASPs	15
Inspectors	95
Total sanctioned manpower	of 1459

Source: Police Headquarters, Dhaka

Created strength of the Bangladesh Police from 2009 to 2014

a) Senior Officers-

Table 4.22: List of Senior Officer (2009 to 2013)

IGP	Addl. IGP	DIG	Addl. DIG	SP	Addl. SP	Sr. ASP	ASP	Total
0	2	20	42	66	289	53	141	613

Source: Police Headquarters, Dhaka

b) Subordinate Officers-

Table 4.23: List of Subordinate Officer (2009 to 2013)

Ins (UB)	Ins (T&T)	Ins (AB)	SI (UB)	SI (TR)	SI (W)	SI (AB)	Sgt	TSI	ASI	ASI (W)	ASI (AB)	ATSI	Naik	Cons	Total
1367	189	91	3809	0	77	164	544	132	3432	62	390	100	747	19019	30123

Source: Police Headquarters, Dhaka

4.8.6 Democratic Rule of 3rd Awami League Government from 2014 to Present

At present, there are eight Police Ranges in eight administrative divisions and two Police Ranges for railways and highways. In addition to the police ranges, major cities have police forces which follow the Police Commissionerate System.

Table 4.24: Statistics of Police Unit including PS, IC, Out Post and Camp

SL. No	Unit Name	Police Station	Investigation Centre	Out Post	Camp
01	Dhaka Range	134	67	73	4
02	Chottogram Range	107	40	65	1
03	Rajshahi Range	73	21	32	1
04	Khulna Range	63	14	36	151
05	Barisal Range	46	26	20	0
06	Sylhet Range	39	12	15	0
07	Rangpur Range	61	21	16	4
08	Mymensingh Range				
09	DMP, Dhaka	50	4	57	0
10	CMP, Dhaka	16	4	27	0
11	KMP, Khulna	8	0	16	3
12	RMP, Rajshahi	4	0	12	0
13	SMP, Sylhet	6	3	6	0
14	BMP, Barisal	4	0	5	0
15	GMP, Gazipur				
16	RPMP, Rangpur				
17	Railway Police	24	0	32	3
18	Highway Police	1	0	48	0
Total		636	212	460	167

Source: Police Headquarters, Dhaka

Creation of Mymensingh Range

The arduous and auspicious journey of millions of people of Mymensingh division starts with the publication of gazette notification on 12/10/2015. The division starts its functioning on 14th October 2015. The newly formed Mymensingh range starts with the joining of Chowdhury Abdullah Al Mamun, ppm as the new Deputy Inspector General on 14/03/2016 new comprises four Districts namely Mymensingh, Sherpur, Netrokona, Jamalpur. The forming of this 8th division opens new avenues and windows of possibilities in all the spheres of law and order and sound economic growth. Henceforth, stable law and order is a prerequisite of development. Mymensingh Division has got

immense potential to flourish as a role model of development in all the spheres of human activities. Besides this, the people of this new division are peace loving and kind- hearted. From the very inauguration of the Range as the 8th Range of Bangladesh Police, this police unit begins to function as a full-fledged administrative unit to fulfill the hopes and expectations of the millions of people.

Creation of Anti-Terrorism Unit (ATU)

The Anti-terrorism Unit (ATU) is established to enhance the capacity of police against militancy. The police authority felt the necessity of full-fledged counter terrorism unit which will be specialized in the battle against militancy across the country. Counter Terrorism and Transnational Crime (CTTC) unit is functioning in the country under the DMP. This unit is now operating anti-militancy actions to implement militancy related jurisdiction. Later, the government of Bangladesh launched full-fledged anti-militancy unit across the country to combat the militancy activities in the country.

The Anti-terrorism Unit in the country was approved by the government on 20 September, 2017. A notification from the Home Ministry and Finance Ministry was issued after the approval has been made. This unit is headed by an additional inspector of police and consists of 581 members. Only responsibility of this unit is to conduct militancy and terrorism in the country.

Table 4.25: Total Manpower in Anti-terrorism Unit

Designation	Number of Member
DIG	1
Additional DIG	2
SP	5

Additional SP	10
ASPs	12
Inspectors	75
Sub-inspectors (armed and disarmed)	125
Assistant sub-inspectors	140
Constables	200

Source: Police Headquarters, Dhaka

“The police wanted this unit for a long time. We had to face a lot of problems without a dedicated anti-terrorism unit, working all over the country. This new unit will add dynamism to our force,”

Table 4.26: Newly created strength of Bangladesh Police from 2014 to till the date:

Addl. IGP	DIG	Addl. DIG	SP	Addl. SP	Sr. ASP	ASP	Inspector.	SI	Sgt	TSI	ASI	ATSI	Naik	Cons.	Total
4	13	27	105	362	0	315	2736	8544	377	190	10183	404	919	19576	43755

Source: Police Headquarters

As of December 2014, the strength of the Bangladesh Police is 155,809. The police : population ratio in Bangladesh is approximately 1:1150.

Total strength of Bangladesh Police till 2017

a) Senior Officers-

Table 4.27: List of Senior Officer (2017)

1	IGP
2	Addl. IGP (G-1)
13	Addl. IGP
62	DIG
103	Addl. DIG
362	SP
891	Addl. SP
271	Sr. ASP
1329	ASP
3034	Total

Source: Police Headquarters, Dhaka

b) Subordinate Officers-

Table 4.28: List of Subordinate Officer (2017)

4867	Ins (UB)
973	Ins (T&T)
908	Ins (AB)
20792	SI (UB)
2796	SI (AB)
2141	Sgt
437	TSI
18434	ASI
7488	ASI (AB)
2037	ATSI
7483	Naik
127263	Cons
195619	Total

Source: Police Headquarters, Dhaka

At present, policewomen of various ranks are appointed and work in all units of Bangladesh police. Currently, there are about 11,915 women are working in Bangladesh Police in the ranks of Deputy Inspector General (DIG) to Constable as below. Women Police is 7.05% out of 1,98,653 working male Police.

Table 4.29: Total Strength of Women Police in Bangladesh from 1974 to till date

DIG	Addl. DIG	SP	Addl. SP	Sr. ASP	ASP	Inspr	SI	Sgt	ASI	Naik	Cons	Total
2	1	28	90	12	129	108	583	60	914	10	9978	11915

Source: Police Headquarters, Dhaka

4.9 Present Structure of Bangladesh Police Administration

Bangladesh got independence from Pakistan after nine month war against Pakistan military on 16 December, 1971. After the independence of Bangladesh, the police force was remodelled and reshaped as Bangladesh Police. It was declared as the national police force of Bangladesh. The main responsibility of the national police force is to preserve the peace and order, protect the life and property of the citizen of the country. It aims to prevent and detect the crimes inside the area of the country. This good news is that the police have overcome the traditional role of police and gain a significant change after the independence of the country.

Police Directorate, also popularly known as Police HQs is the principal office of the police. Police HQs has one IGP, four addl. IGP, Twelve DIG, 55 AIG as well as 1253 different officials and staffs. It has now three directorates and forty six branches for the purpose of police administration. HQs also functions all kinds of administrative, operational, developmental and HR related activities.

This good news is that the police have overcome the traditional role of police and gain a significant change after the independence of the country. The maintenance of law and order, prevention and detection of crime is not mere the role of police at the current time. Along with some mandatory functioning of the

police, it has to take care of some other problems. Bangladesh police is responsible for playing significant roles in the development process in order to provide basic security. It also works to meet the requirement in order to sustainable economic growth of the country. Police plays roles in maintaining economic sustainability through the control of economic and techno-crimes. It also plays roles in disaster management, environment, ecotourism, biodiversity conservation and so on.

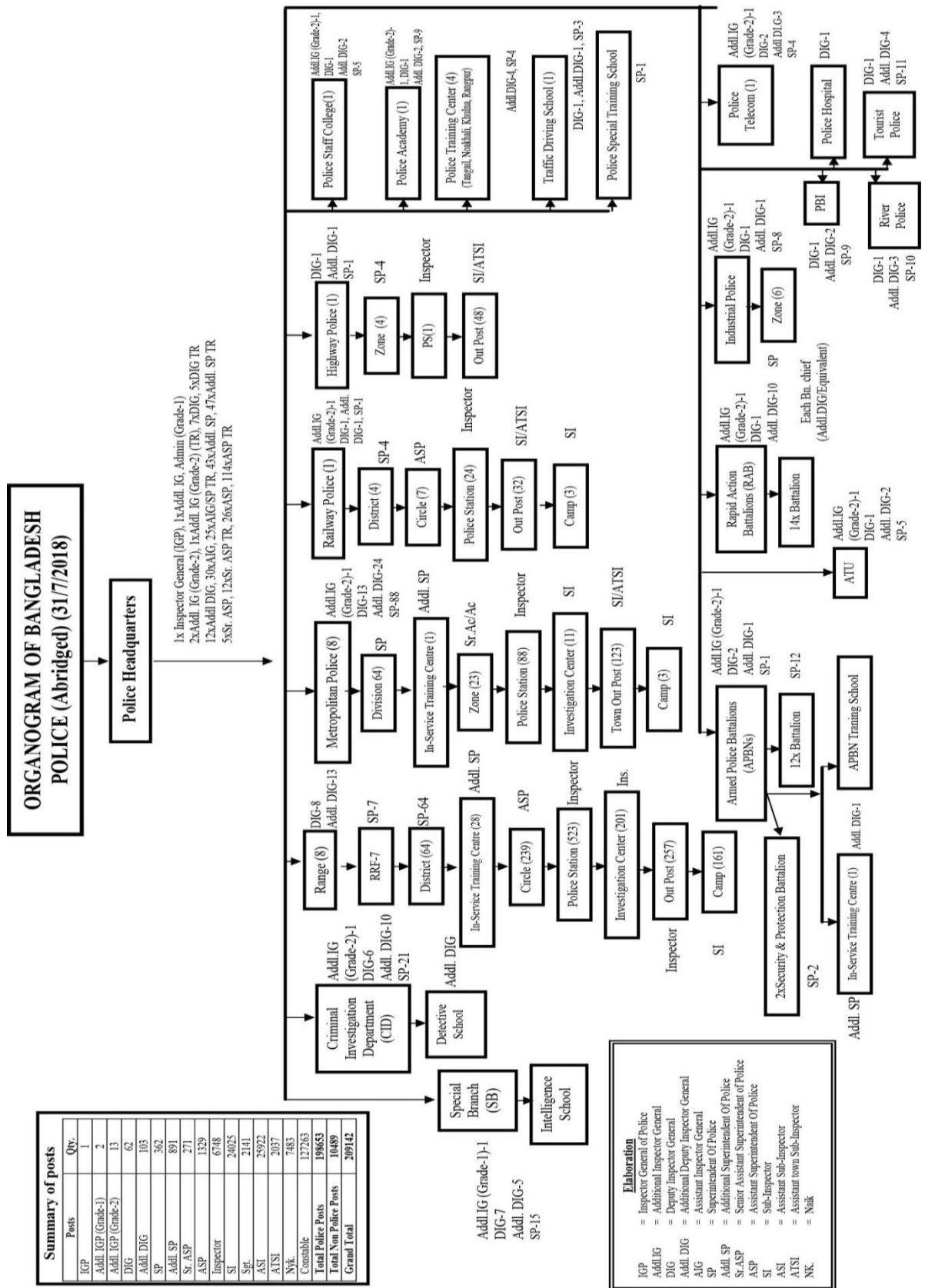
Bangladesh Police is the main institution which is responsible for ensuring order of law and human rights. It adopts the responsibility to provide reassurance of service delivery, flexibility to community wishes, cares and social justice.

It also strives for tracking the citizen's engagement in policing and their effort to ensure better service, maximum value and quality management. It is also responsible to envisage a frame erected on bedrock of information and communication technologies, skill adequacy, knowledge-based initiatives and community partnerships. Bangladesh Police is designed in such way so that it can set a stage for a clear interface between police and citizenry.

Bangladesh Police focuses on discovering innovative practice in case of addressing and dealing with the challenges. It also focuses on the reorientation of mission and vision and improves the capacity towards citizen-centric service; ensure professionalism, image and viability of service delivery and quality.

4.9.1 A Brief Sketch of the Organogram of Bangladesh Police

Figure: 4.1 Organogram of Bangladesh Police



Police Headquarters: The office of the Inspector General of Police; now known as Police Headquarters, controls, co-ordinates and monitors police activities throughout the country. The IGP is assisted at the Headquarters by three addl. IGPs, seven DIGs, twelve addl. DIGs and other complementary staff. As on 31.07.2018 total manpower strength at police Headquarters is 1253.

Criminal Investigation Department (CID): The Criminal Investigation Department (CID) was set up in 1912 on the recommendation of the Police Commission, 1902-03. The main functions of CID are collection, collation and distribution of information including investigation of organized crimes. The CID provides scientific aids to the investigation of cases all over the country through the facilities available in its Forensic Branch and the Chemical Examiner's Laboratory. CID also runs a Detective Training School to improve the investigative capability of junior police officers.

Special Branch: The special branch plays an important role in law and order administration throughout the country by collection, collation and dissemination of intelligence or matters affecting the internal security of the state. Besides, the special branch is also responsible for verification of character and antecedents of all the employees of Government/Autonomous/semi-Autonomous bodies, passport and visa applicants, protection of VVIP/VIPs, survey and inspection of key points and vital installations, security control, immigration matters etc.

Ranges: There are eight Police Ranges corresponding to revenue division. The Range DIG occupying an important position in the Police hierarchy is, to quote from the PRB, "responsible for maintaining the strictest discipline and the highest possible standard of efficiency in the Police force under him. He shall ensure these by frequent inspections and by keeping in close touch with his Superintendents..... He is responsible for seeing that in the districts within his

Range all necessary measures are taken by the police for the prevention and detection of crimes and that investigation of important cases in properly supervised" .At present there are seven Range Reserve Forces (except Mymensingh) under the direct control of range DIG. Total manpower strength RRF is 5458.Each range DIG has to monitor and supervise the works of 64 districts. Major portion of total police force is deployed in 64 districts. A Total 98070 police force has been sanctioned for the 64 districts. Within the districts the following units are working:

Table 4.30: Number of Various Police Units under Ranges

Circle	239
Police Station	523
Investigation centre	201
Out post	257
Camp	161

Source: Police Headquarters, Dhaka

Metropolitan Police: A separate police system for Dhaka was felt all the more acutely in the wake of the Liberation of the country in 1971 due to the fast-growing importance of Dhaka which became the national capital city with a population reaching nearly 2 million in early 70's. Re-organization of Dhaka city Police was over-due mid 70's and with this background, the Dhaka Metropolitan Police Ordinance, 1976 (Ordinance No. III of 1976) was promulgated on January 20, 1976. The Ordinance provides for the constitution of a separate Police force for the Dhaka metropolitan area comprising of 116 sq. miles with 8 police Stations which subsequently increased to 50 police stations now. The DMP formally came into existence with effect from 1st February, 1976. With the passage of time, as of today, eight Metropolitan Police units

were established throughout the country. These are Dhaka, Chattogram, Sylhet, Khulna, Barishal, Rajshahi, , Gazipur & Rangpur Metropolitan Police namely.

Table 31: Comparative Look of Range and Metropolitan Police

Range Police	Metropolitan Police
<ul style="list-style-type: none"> • Police Range-8 • Police district-64 • Circle-239 • Thana (Police Station)-523 • Investigation Centre (IC)-201 • Police Out-Post-257 • Police Camp-161 	<ul style="list-style-type: none"> • Division-64 • Zone-23 • Thana (Police Station)-88 • Town Out-Post-123 • Police Camp-3

Source: Police Headquarters, Dhaka

Railway Police: Railway police is responsible for ensuring safety and security to the traveling railway passengers. For policing purposes the country is divided into four railway districts which is consisted of 7 circles 24 police stations 32 out posts and 3 camps.

Police Telecom: Police Telecom founded in 1966, is working with the strength of 2038 throughout the country to ensure smooth transmissions of wireless communication.

Armed Police Battalion: Armed Police Battalion was raised through the promulgation of Armed Battalion Ordinance, 1979 till date. There 12 (Twelve) Armed Police Battalions. Moreover, Government sanctioned two special Armed Police Battalions to provide security to VVIPs and VIPs. As per the ordinance responsibilities of APBNs are as follows:

- a. Internal security duties-maintenance of law and order.
- b. Recovery of unauthorized arms, ammunition, explosives and such other articles as the Government may order from time to time.
- c. Operation against anti-social and anti-state element in affected areas.
- d. Apprehension of armed gangs of criminals.
- e. Assist other law enforcing agencies including the Police for maintaining law and order.

Rapid Action Battalion: Rapid Action Battalion was formed through amendment of Armed Police Battalion Ordinance, 1979. This unit is unique in many aspects. Although this is a Police unit major portion of personnel (56%) comes from armed forces division, BGB, Ansar, Coast Guard, etc. Two additional responsibilities apart from the responsibilities mentioned in APBN Ordinance were given to the RAB. These are:

- a. Intelligence in respect of crime and criminal activities.
- b. Investigation of any offence on the direction of the Government.

Highway Police: For ensuring safety and security of passengers travelling by road and to enforce traffic discipline in the highways, Highway Police was established in 2006.

Industrial Police: With the outbreak of massive labor unrest in garments sector Government constituted Industrial Police in 2009. There are 6 Industrial Police Zones working in different Industrial areas of the country.

River Police: Bangladesh is a revering country crisscrossed by some mighty rivers and their tributaries as well as big canals, 'haors' etc. Besides, we have a big coastal belt in the South along the Bay of Bengal. A sizeable number of our population live in the river areas and in the coastal belt where the main

communication line is the waterways. With this backdrop, keeping in mind, Government was kind enough to formulate River Police in 2013 for ensuring safety and security to the life and property of the hundreds of thousands of passengers travelling in the waterways and those living in the coastal areas including some off-shore islands cut off from the mainland.

Tourist Police: Tourist Police is another new member of Bangladesh Police organogram. It was founded in 2013 for ensuring safety and security to tourists and tourist places.

PBI (Police Bureau of Investigation): National investigation strategy outlined for separate investigation unit under this direction Government formed PBI in 2012. This unit runs and governs by PBI rules, 2016.

Training Institutions: Major training institutions of Bangladesh police are - Police Academy, Police Staff College, Police Training Center (Tangail, Noakhali, Khulna, Rangpur), Traffic Driving School & Police Special Training School.

ATU (Anti-Terrorism Unit): With the emergence of terrorism all over the world, ATU was formed in 2017 units the strength of 571 personnel.

Police Hospital: Police hospitals are to ensure health facilities of the police personnel of Bangladesh Police. Central police hospital was established in 1954.

4.9.2 Police Activities

Bangladesh Police is earnestly devoted to provide public service to maintain order, peace and security for the citizen. Relentless work is performed by the police for securing life and property of the people.

The responsibility of the Bangladesh Police ranges from domestic law and order management to UN peacekeeping missions. The functions performed by the Bangladesh Police are as follow-

Crime Management /Public Order Management /Basic Policing /Law Enforcement

- Collecting intelligence
- Response to crime Incidents
- Investigation
- Verification
- Public Order Management
- Traffic Management
- Assisting Prosecution

Internal Security

- Security Patrols
- Security Watchdog
- VVIP Security
- KPI Security
- Security at National Occasions (Religious festival, Fair, Ijtema, Pahela Baishakh etc.)

Social Integration

- Raising Awareness (Through Training, Rally, Exhibition, Media Coverage, Visiting schools etc.)
- Community Policing
- Humanitarian Efforts (Winter cloth distribution, helping disaster victims etc.)

- Participation in the Social Events (Being partner in Events like fair, assistance etc.)
- Observing Open House Day
- Blood Donation
- Victim Support Center

Performing Internationally

- Addressing Transnational Crimes (Interpol, SAARC Pol.etc)
- UN Peacekeeping Missions

Table 4.32: Ranks, Superior officers

National Police Ranks	Metropolitan Police Ranks
<ul style="list-style-type: none"> • Inspector General of Police (IGP) • Additional Inspector General of Police (Addl. IG) (Grade-1) • Additional Inspector General of Police (Addl. IG) (Grade-2) • Deputy Inspector General of Police (DIG) • Additional Deputy Inspector General of Police (Addl. DIG) • Superintendent of Police (SP) / Assistant Inspector General (AIG) (in Police Headquarters) / Special Superintendent (SS) (in SB & CID) / Superintendent of Railway Police (SRP) (in Railway Police) • Additional Superintendent of 	<ul style="list-style-type: none"> • Police Commissioner • Additional Commissioner of Police • Joint Commissioner of Police (JC) • Deputy Commissioner of Police (DC) • Additional Deputy Commissioner of Police (ADC) • Senior Assistant Commissioner of Police (Sr. AC) • Assistant Commissioner of Police (AC)

Police (Addl. SP) <ul style="list-style-type: none"> • Senior Assistant Superintendent of Police (Sr. ASP) • Assistant Superintendent of Police (ASP) 	
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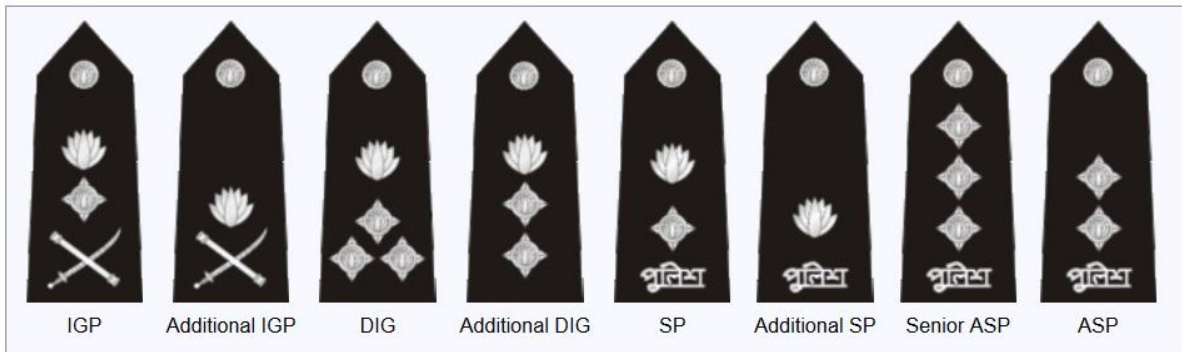
Source: Police Headquarters, Dhaka

Table 4.33: Ranks, subordinate officers

Unarmed Branch	Armed Branch
<ul style="list-style-type: none"> • Inspector of Police/ Officer in charge (OC) • Sub-Inspector (SI) / Town Sub-Inspector (TSI) • Assistant Sub-Inspector (ASI)/Assistant Town Sub-Inspector (ATSI) • Constable 	<ul style="list-style-type: none"> • Armed Inspector/ Officer in charge (OC) • Armed Sub-Inspector (Armed SI) • Armed Assistant Sub-Inspector (Armed ASI) • Naik • Constable
Traffic Division	
<ul style="list-style-type: none"> • Traffic Inspector (TI) • Sergeant /Town Sub-Inspector (TSI) Assistant Sub-Inspector (ASI)/Assistant Town Sub-Inspector (ATSI) Traffic Constable	

Source: Police Headquarters, Dhaka

Figure 4.2: Rank Insignia of superior officers of Bangladesh Police



Source: Police Headquarters, Dhaka

Figure 4.3: Rank Insignia of Subordinate officers of Bangladesh Police



Source: Police Headquarters, Dhaka

4.9.3 Training Institutions of Bangladesh Police

In this globalized and technological era, the functioning of police has become more technical, competitive and challenging. Bangladesh Police focuses on increased training and development of capacity to continue the functioning and to keep pace with the domestic and internal change. It focuses on the need-based training methods and strategies. Bangladesh police provides its members training to improve skills and career offering both internal and external training facilities.

The main training institution is the Bangladesh Police Academy which is formed in 1912 located in Sardah. There is a Police Staff College to provide educations established in 2000. Bangladesh Police has also some other training centre in Tangail, Rangpur, Khulna and Noakhali. In 1962, there was formed a Detective Training School in Dhaka.

List of Training Institutions

- Police Staff College, Dhaka
- Bangladesh Police Academy, Sardah, Rajshahi
- Police Training Centre, Tangail
- Police Training Centre, Rangpur
- Police Training Centre, Khulna
- Police Training Centre, Noakhali
- Detective Training School (DTS), Rajarbagh, Dhaka
- Forensic Training Institute, Malibagh, Dhaka
- Special Branch Training School, Malibag, Dhaka
- Police Peacekeepers' Training School, Rajarbag, Dhaka
- Police Special Training School (PSTS), Betbunia, Rangamati
- Traffic and Driving School (TDS), Mill Barrack, Dhaka
- Motor Driver Training School (MDTS), Jamalpur
- Telecommunications Training Centre, Rajarbag, Dhaka
- Dhaka Metropolitan Police Training Academy, Rajarbag, Dhaka
- Rapid Action Battalion Forces Training School, Gazipur
- Armed Police Battalion Specialized Training School, Khagrachori

Moreover, there are thirty in-service training centers in different districts.

Different Training Institutions of Bangladesh Police

1. Police Staff College Bangladesh

History or Back ground

The main and top training and research organization of Bangladesh Police is the Bangladesh Staff College (PSC). The main aim of this organization is to improve the training facilities of Bangladesh, offer professional academic degrees and conduct researches on criminological issues. This training institute plays role in improve skills and performance of the police and ensure the life of people safe and secured.

The Police Staff College was came to existence under the Police Staff College Act 2002. This organization was inaugurated by the Prime Minister, Sheikh Hasina on November, 2000. PSC is the first police college in the South Asia and it is covered by the 19.5 acres of land at Mirpur-14 in Dhaka city.

The Board of Governors consisting of 13 members including Honourable Minister of Home ministry as head govern this institute. The other members are secretaries from Ministry of Home Affairs, Ministry of Education; Ministry Law, Justice and Parliamentary Affairs; Ministry of Finance; Ministry of Public Administration; and the Inspector General; Rector, Bangladesh Public Administration Training Centers (PATC); Commandant, Defense Services Command and Staff College (DSCSC); Additional Secretary, Vice Chancellor, Jahangirnagar University; Cabinet Division and the Rector, PSC who is the member secretary of the board.

Administrative Set-up

The head of the executive of PSC is the Rector who is the Additional Inspector of Bangladesh Police. The Rector is assisted by the Vice Rector who is in the

rank of DIG in case of academic, research and training matters as well as all other administrative concerns.

Police Staff College is consists of two main wings such as 1. training Wing and 2. Academic & Research Wing. Both wings are headed by two different Member Directing Staff (MDS) who are in the rank of Additional DIG. The Rector guides and directs both MDSs in case performing their responsibilities.

Apart from all these wings, PSC has both administration finance branch to handle regarding functions. This is headed and supervised by a Superintendent of Police.*SC's Vision, Mission, Values and Goals:*

Vision: To enhance professionalism in policing through need based training and applied research

Mission: To develop human resources with sound capability and integrity to modernize policing within the framework of national development policy

Values: learning, innovation, readiness, integrity and teamwork.

Goals:

- To influence and enhance police leadership, prudence and professionalism
- To establish innovative and work-based graduate learning programs
- To provide value and insights gained from security, criminology and policing research to the national and international platforms
- To promote mutual partnership and networking
- To create a vibrant and quality learning environment

Conducted Courses

PSC's core training program is primarily internal (on campus), but it has a strategic vision to offer distance education programs as well. The duration of the core programs differs but is generally ranging from 2-3 weeks. PSC has four regular core courses, such as: "Police Management Certificate Course

(PMCC)”, “Police Financial Management Certificate Course (PFMCC)”, “Crime Administration Management Certificate Course (CAMCC)” and “Police Executive Management Course (PEMC)”. Apart from this there are two regular advance courses, they are, “Orientation Course for Newly Promoted SP” and “Leadership and Management Course (LMC) for senior Police Executives”.

PSC conducts courses in collaboration with national and international partners too. PSC’s Academic and Research Wing are engaged in pursuing academic endeavors and conducting cutting edge research across a range of eco-social, criminological, security, policing and counter-terrorism issues. PSC’s Training Wing offers high quality professional training to enhance sound managerial capability, operational commanding skill and sharp farsightedness with a commitment to develop sound professionalism of the police personnel. PSC’s journey since its inception has gradually been very worthy and promising. It is now advancing its infrastructure facilities such as new eco-friendly academic hub and vertical extension of dormitory building etc. PSC is moving forward and endeavoring for excellence with a vision to establish it as the regional and global ‘think tank’.

2. Bangladesh Police Academy

History or Background

Bangladesh Police Academy started its journey in 1912 and it was named then as Police Training College. The main objective of this institute is to deliver the basic training to the police members and personnel. It is one of the oldest training institute in then province of Bengal and Assam as part of the Indian Sub-continent.

The British established different buildings here such as present museum building, Bungalow of Vice Principal and Staff Quarters. All these buildings are of typical Victorian Architectural features. These buildings have been constructed over hundred years ago and have been turned into the great interest for the visitors. This college is covered by 142.66 acres of land, which was bought from the then Midnapur Zamindar by the British Government. Then, British Government established this Police College currently known Bangladesh Police Academy. The first Principal of the Academy is Major H. Chamney who worked for British Indian Army.

The role of Bangladesh Police Academy in the liberation war is remarkable. On 13 April 1971, when the Pakistani Army attacked on Sardah, all the staffs and police members resisted the attack under the leading of then Principal Mr. M. A. Khaleque. About 24 police members and staff sacrificed their lives on that day through resisting the Pakistani Army. The Principal along with all police members and staffs tactically retreated by crossing the Padma river, they fought against the Pakistani Army heart and soul for the freedom.

About 2000 Pakistani Army set up their operations centre near the Padma river in order to prevent the resistance of Bangladeshi freedom fighters from others side of the river. During their stay, the Pakistani Army committed oppression and massacre over the people of that area. They killed thousands of people in Natore, Rajshahi, Ishwardi and threw the dead body near the police academy.

BPA's Vision and Mission:

Vision:

- To enhance professionalism in policing through need-based training
- To develop human resources with sound capability and integrity

Mission:

- To introduce the trainees with the criminal justice system and contemporary laws, rules and regulations.
- To introduce practicing discipline and develop sound physical and mental ability.
- To give basic idea and develop expertise regarding investigation, public safety, traffic control, public order management, weapon handling, and community policing.
- To develop leadership.

A: Basic Courses

Table 4.34: List of Basic Courses

Sl. No	Courses Offered to	Duration
1	ASP (Probationer)	12 months
2	Outside Cadet Sub Inspector (OC)	12 months
3	Departmental Cadet Sub Inspector (DC)	06 months
4	Sergeant	06 months
5	Trainee Recruit Constable (TRC)	06 months

Source: Police Headquarters, Dhaka

B: Refreshers' Courses

Table 4.35: List of Refreshers' Courses

Sl. No	Courses Offered to	Duration
1	Junior Staff Course (Departmental promoted ASP)	04 weeks
2	Preliminary Staff Course (Inspector Armed)	06 weeks
3	SI (Unarmed)	08 weeks
4	SI (Armed)	08 weeks
5	ASI	08 weeks
6	Head Constable (Unarmed)	08 weeks
7	Head Constable (Armed)	08 weeks

Source: Police Headquarters, Dhaka

C: Specialized Courses

Table 4.36: List of Specialized Courses

Sl. No	Courses Offered to	Duration
1	Training of Trainers' Course (ToT)	24 days
2	Section Leaders' Course (SLC)	04 months
3	Course of Reproductive Health and Gender Issue	15 days
4	Riders (Constable)	06 months
5	Drummers (Constable)	06 months
6	Pipers (Constable)	06 months
7	Buglers (Constable)	06 months

Source: Police Headquarters, Dhaka

D. Extra Departmental Courses

Table 4.37: List of Departmental Courses

Sl. No	Courses Offered to	Duration
1	NSI & Railway Security Course	06 months
2	Forester Course	10 weeks

Source: Police Headquarters, Dhaka

Administrative Set up

Having an Additional IGP on the, top along with 1 DIG, 2 Addl. DIGs, 5 Superintendents, and other officers and personnel aggregating the total number of sanctioned manpower of BPA are now 568.

3. Police Training Centre (PTC)

PTC was formed in 1972 with a view to provide training to Trainee Recruit Constables under the Bangladesh Police. It was then established as the Zonal Police Training School (ZPTS). But, with the phase of time, this training centre was found insufficient to cater needs of training for police members, officers and staffs. Gradually, the necessity of upgrading the training centre is found evident. For this reason, the facilities and capacities of the ZPTS was increased in 1992. Then it was upgraded as Police Training Centre. PTC provides training to Armed Police Battalion, Staffs, Boatmen, the Security Personnel of Forest Division, Gardeners, Laskars, Head Constables and so on. The main aim of this organization is to improve the training facilities of Bangladesh, offer professional academic degrees and conduct researches on criminological issues. Although it was commanded by the SP of this area formerly, it is commanded and controlled by the Commandant who in the rank of Additional DIG of Police. Currently there are four Police Training centres such as-

- (a) Police Training Centre, Tangail
- (b) Police Training Centre, Rangpur
- (c) Police Training Centre, Khulna
- (d) Police Training Centre, Noakhali

(a) Police Training Centre, Tangail

Background or history

To impart the basic training of the fresh recruit constables of Bangladesh Police, the Police Training School (PTS), Tangail was established in 1972 on the trusted property of the then Zaminders at the village Mohera under the jurisdiction of Mirzapur Police Station in the district of Tangail. The institute was headed by an Assistant Superintendent of Police (ASP). This institute is situated on 28.07 acres (113,600 m²) of land. In 1990 the PTS was upgraded into Police Training Centre (PTC) further developing its standard. Now a Commandant (Additional DIG of Police) commands this Police Training Centre.

Table 4.38: List of Conducted Courses

Sl. No.	Name of the Course	Duration	Participants
01	Basic Course	6 months	Trainee Recruit Constable (TRC)
02	DC Course	6 months	SI(Unarmed)
03	FPU Training Course	2 months	FPU Contingent
04	Refresher Course	8 weeks	ATSI
05	Unarmed Combat Course	3 months	Constable to ASI
06	Investigation Course	10 weeks	ASI(Un-Armed)
07	Primary Investigation	8 weeks	Constable/Nayek

	Course		
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Source Police Headquarters, Dhaka

Administrative Set up

This institute is headed by an Additional DIG, one Superintendent of Police, two Additional SPs, three ASPs and other police and non-police staff.

(a) Police Training Centre, Rangpur

Background or history

Police Training Center, Rangpur is one of the mention-worthy police training institutions in Bangladesh. It is noted for its enterprising efforts for imparting foundational training as well as in service education for police personnel with multidimensional courses. For providing knowledge, enhancing skill and changing attitude towards Trainees in a positive and befitting manner, the center is functioning its best. Police Training center, Rangpur founded in 1980 under the name of Zonal Police Training School. It has been transformed into Police Training Center in 1990 with a goal to achieve more success and producing quality manpower for Bangladesh police. In initiative days, the center used to arrange only foundational training course for both women and gent trainee recruit constables. At present state, the prime feature of the center is to organize and run both basic training for TRC's and in service training programs courses only for the women police personnel. From 2005, it is only working with women police ingredients for providing the quality and holistic training.

Vision and Mission

The vision of the center is to develop professionalism and service providing mentality among women police with a sensible and respectful attitude towards women and children. Through both basic and in service training courses, the center is committed to achieve the mission given below:

- To familiar the trainees with basic police education as well as society and people.
- To introduce basic discipline, manner and antiquates
- To develop both mental and physical capability with endurance
- To provide knowledge on police activities and relation among social entities, most particularly relation of the social groups with police
- To make a sensible and respectful attitude among police personnel towards women and children.

Conducted courses

The following are the courses conducted by the centre:

Table 4.39: Courses Conducted by PTC, Rangpur

Sl. No.	Name of the Course	Duration	Participants
01	Basic Course	6 month	Trainee Recruit Constable (TRC)
02	Investigation Course	10 weeks	ASI (Un-Armed)
03	Primary Investigation Course	8 weeks	Constable/Nayek

Source Police Headquarters, Dhaka

Other courses are -

- Junior Leadership course for SI and ASI
- Course on Preliminary investigation for constables
- Band Training for constables
- Bugle Training for constables

(C) Police Training Centre, Khulna

History or Background

Police Training Centre, Khulna was established to provide the basic training of the fresh recruit constables of Bangladesh Police. This institution was formed in 1972 as a *Zonal Police Training School (ZPTS)* at Khalishpur Municipal Market. In 1980, it was shifted to the Jessore Police Lines. On 18 September 1989 this institution was upgraded as Police Training Centre & finally shifted to the present location in Khulna city. In 1990 the *ZPTS* was upgraded into Police Training Centre (PTC) further developing its standard. Now a Commandant (Additional DIG of Police) commands this Police Training Centre. This institute is situated on 17.5 acres of land. Police training center Khulna is located at Mirerdanga under Khan Jahan Ali police station in Khulna District. It is situated beside Dhaka-Jessore-Khulna Highway.

The following are the courses conducted by the centre:

Table 4.40: Courses Conducted by PTC, Khulna

Sl. No.	Name of the Course	Duration	Participants
01	Basic Course	6 month	Trainee Recruit Constable (TRC)
02	Refresher's Course	8 weeks	SI(Unarmed)
03	Investigation Course	10 weeks	ASI(Un-Armed)
04	Primary Investigation Course	8 weeks	Constable/Nayek

Source Police Headquarters, Dhaka

Administrative Set up

This institute is headed by an Additional DIG, one Superintendent of Police, three Additional SPs, three ASPs and other police and non police staffs.

(D) Police Training Centre, Noakhali

Background or history

Conducted Courses

Table 4.41: Courses Conducted by PTC, Noakhali

Sl. No.	Name of the Course	Duration	Participants
01	Basic Course	6 month	Trainee Recruit Constable (TRC)
02	Preliminary Staff Course	6 weeks	Inspector
03	Refresher Course	8 weeks	SI(Unarmed), ATSI
04	Investigation Course	10 weeks	ASI(Un-Armed)
05	Primary Investigation Course	8 weeks	Constable/Nayek

Source Police Headquarters, Dhaka

Administrative Set up

This institute is headed by an Additional DIG, one Superintendent of Police, three Additional SPs, three ASPs and other police and non police staffs.

4. Detective Training School (DTS), CID

Background or history

Detective Training School (DTS) is maintained by Criminal Investigation Department (CID) of Bangladesh Police. It is situated on 0.727 acres (2,940 m²) of land at Rajarbag in Dhaka. It arranges various courses in the area of investigation and supervision. Since the inception this institute has produced a

good number of highly professional investigating and detective officers. It is headed by a senior police officer in the rank of Additional DIG designated as the Commandant of this school. It was established on 25 July 1962.

Conducted Courses

Table 4.42: Courses Conducted by Detective Training School

Sl. No	Name of the Courses	Duration	Rank of the Trainees
1	Aid to Good Investigation	04 weeks	ASP/Major/Captain of Military
2	Supervision of Investigation into Cases	03 weeks	Inspector
3	Prevention of Repression on Woman & Civil Behaviors	02 weeks	Inspector/Sub-Inspector
4	Special Training Program on Human Rights	06 days	Inspector/ Sergeant/Sub-Inspector
5	Higher Training on Investigation	05 weeks	SI equivalent of Armed Forces/ Drugs & Narcotics
6	Prosecution Course	02 weeks	Sub-Inspector
7	Junior Investigation Course	04 weeks	ASI/ SI of Drugs & Narcotics
8	PR System	03 weeks	Inspector/SI/ASI

Source Police Headquarters, Dhaka

5. APBn& Specialized Training Centre, Khagrachari

Background or history

Honorable Prime Minister of the People’s Republic of Bangladesh, Sheikh Hasina declared of establishing the “Armed Police Battalion Specialized

Training Center” at the inaugural program of six storied Armed Police Battalion Barrack Building at the own land of APBN in Madhupur, Khagrachori on 11 November 2013. In 1984 APBN-5 was engaged in maintaining law and order in the hilly district of Khagrachori as per Government direction. After the Hill Tracts Peace Accord 1997, APBN-7 was relocated to Uttara, Dhaka in 2003 according to a Government order. This land property was kept under the supervision and management of APBN-1 in Mohalchari, Khagrachori and APBN- 1 began to supervise the activities of the camp named ‘Rear Sadar’. From 12 April 2015, activities of APBN Specialized Training Centre, Khagrachori started as par government decision and the maintenance of deserted lands and development work of the dilapidated infrastructures got speed.

Conducted Courses

Table 4.43: Courses Conducted by APBN& Specialized Training Centre, Khagrachari

Sl. No	Name of the Courses	Duration	Rank of the Trainees
1	Basic Training of Constables	06 months	Constable
2	Law & Order, Prevention of Crime and Intelligence Training	04 weeks	Constable / Nayek
3	Basic Armor Training	04 weeks	Nayek to ASI
4	Minor Tactics Course	04 Weeks	Constable to ASP
5	Police Commando Course	08 weeks	Constable to ASP
6	Riot Control	02 weeks	Others Services like Army, BGB

Source Police Headquarters, Dhaka

Administrative Set up

This institute is headed by an Additional DIG, three Additional SPs, three ASPs and other police and non police staffs.

Table 4.44: List of Training Institutions of Bangladesh Police

Sl.	Name of Institute
1	Bangladesh Police Academy, Sardah, Rajshahi
2	Police Staff Collage Bangladesh
3	PTC, Noakhali
4	PTC, Tangail
5	PTC, Rangpur
6	PTC, Khulna
7	SB Training School, Rajarbag, Dhaka
8	DTS, CID, Dhaka
9	TDS, Mill-Barrack, Dhaka
10	Bangladesh Motor Driving School, Jamalpur
11	FTI, CID, Dhaka
12	DMP Training Academy, Dhaka
13	T&IM, IT Training School Telecom Bhaban, Rajarbag, Dhaka
14	PSTS, Batbunia, Rangamaty (Attached with PTC, Noakhali)
15	9 APBn, Chittagong (Attached with PTC, Noakhali)
16	6 APBn, Mohalchori, Khagrachari (Attached with PTC, Noakhali)
17	R.R.F, Chottagram (Attached with PTC, Noakhali)
18	R.R.F, Sylhet (Attached with PTC, Noakhali)
19	2 APBn, Muktagacha, Maymensingh (Attached with PTC, Tangail)
20	6 APBn, Khulna (Attached with PTC, Khulna)
21	10 APBn, Barisal (Attached with PTC, Khulna)
22	4 APBn, Bogura (Attached with BPA, Sardah)
23	R.R.F Rajshahi (Attached with BPA, Sardah)
24	APBn and Specialised Training Centre, Khagrachori
25	Central Police Hospital, Rajarbag, Dhaka

Source Police Headquarters, Dhaka

Table 4.45 List of In-Service Training Centers

Sl	Name of In-Service Training Centre
1	In-Service Training Centre, CMP, Chottogram
2	In-Service Training Centre, Gazipur (+Narayangonj+Munshigonj)
3	In-Service Training Centre, Mymensing(+Dhaka)
4	In-Service Training Centre, Jamalpur
5	In-Service Training Centre, Netrokona(+Kishoregonj+Narsingdi)
6	In-Service Training Centre, Sherpur
7	In-Service Training Centre, Tangail(+Rajbari+Manikgonj)
8	In-Service Training Centre, Madaripur (Shariatpur+Faridpur+Gopalganj)
9	In-Service Training Centre, Comilla (B.Baria+Chandpur)
10	In-Service Training Centre, Noakhali (Feni+Lakshmipur)
11	In-Service Training Centre, Cox's Bazar
12	In-Service Training Centre, Bandarban (Rangamati+Khagrachori)
13	In-Service Training Centre, Sylhet
14	In-Service Training Centre, Hobigonj (Moulvibazar)
15	In-Service Training Centre, Sunamgonj
16	In-Service Training Centre, Rajshahi (Chapai+RRFRajshahi)
17	In-Service Training Centre, Naogaon (Joypurhat)
18	In-Service Training Centre, Bogura (Natore)
19	In-Service Training Centre, Sirajgonj (Pabna)
20	In-Service Training Centre, Gaibandha (Rangpur)
21	In-Service Training Centre, Lalmonirhat (Kurigram)
22	In-Service Training Centre, Nilfamari
23	In-Service Training Centre, Dinajpur
24	In-Service Training Centre, Thakurgoan (Ponchogar)
25	In-Service Training Centre, Shatkhira (Bagerhat)
26	In-Service Training Centre, Jhainadah (Jashore+Magura+Narail)
27	In-Service Training Centre, Kustia (Chuadanga+Meherpur)
28	In-Service Training Centre, Barisal (Bhola+Patuakhali)

29	In-Service Training Centre, Pirojpur (Jhalkathi+Barguna)
30	In-Service Training Centre, 6 APBn, Mohalchori, Khagrachari

Source Police Headquarters, Dhaka

4.9.4 Selection and Training Methods of Bangladesh Police

Bangladesh Police is working heart and soul to improve the Bangladesh Police. For this purpose, Bangladesh Police continuously searches the way how to improve the skills and abilities through recruiting inspired, disciplined and educated police members.

Bangladesh Police encourage the enthusiastic, tenacious, young, energetic and talented individuals to join the police and serve the community as well as protect and maintain the law and order. Every Bangladeshi citizen both male and female can apply for the positions satisfying some required qualification in terms of positions. Rigorous physical, written test, interview and police verification are conducted to assess the viability of candidates.

The educational requirement of the candidates increases with increase of rank for which is applied. For example, For Assistant Superintendent of Police, Sub inspector and Sergeant a minimum Graduation degree is needed. But, for the post of constables, secondary school certificate is needed. Recruitment is conducted in the following four tiers:

Recruitment is conducted in the following four tiers:

- In the rank of Assistant Superintendent of Police (ASP)
- In the rank of Sub-Inspector of Police (Unarmed)
- In the rank of Sergeant of Police
- In the rank of Constable of Police

Assistant Superintendent of Police ASP

Assistant Superintendent of Police (ASP) is the highest rank amongst the levels of direct entry into Bangladesh Police. Starting one's career as an ASP is considered to be of great prestige in the context of service arena of Bangladesh Government. This career opens up a great horizon of rendering service directly to the entangled and victimized people, ensuring safety and security to the society and thus paving the way of development of country, heightening the human rights brightening the image of the nation to the rest of the world.

The selection of the ASPs is done by Bangladesh Public Service Commission. Here 66% of the officers are recruited by directly by the BPSC and the rest 33% are filled up through departmental promotion from the inspectors. Directly recruited officers enter into the police job as ASP Probationers. At the very outset of their service they receive training at Bangladesh Police Academy, Sardah for one year. For proper grooming up as senior supervisory officers the ASP probationers are imparted training in the fields of laws, physical training, driving, musketry, horse riding, ICT etc. Having successfully completed the Basic Course at the BPA they are forwarded for the practical training at the field level for six months as ASP Probationers. During this period they gather practical knowledge of every branch of the district and Thana level policing. After the completion of this probation period they are finally posted as Assistant superintendent of Police in various units of Bangladesh Police.

To be confirmed in the job ASPs have to successfully complete six months long Foundation Training at Bangladesh Public Administration Training Centre (BPATC), Savar, Dhaka. They also have to pass the Departmental Examination given by Public Service Commission for the confirmation. Throughout their service as ASP, officers undergo a good number of in-service training courses: Police Management Course, Aid to Good investigation Course, Investigation-

Supervision and Prosecution Management Course, CDR Analysis Course, Financial Investigation Course, Forensic Training, Higher Intelligence Course, Military Orientation Course, Survey and Settlement Course. Majority of the police training courses are conducted by Police Staff College, Mirpur, Dhaka; Special Branch Training School, Malibag, Dhaka; Detective Training School, CID, Rajarbag, Dhaka and Forensic Training Institute, CID, Malibag, Dhaka. Officers receive a lot of trainings at home and abroad throughout their service.

Sub-Inspector of Police Unarmed

Sub-inspector is one of important positions of the Police members. This is the mid-level entry position at Bangladesh Police. The role of sub inspector is significant for maintaining criminal law and order of the country. They are mostly responsible for field level job such as upholding the justice and serving the public.

Bangladesh Police recruits 50% sub-inspectors directly and other 50% is recruited from the promotion from the existing Assistant Sub Inspectors. The Police Headquarters directly control the direct recruitment of Sub Inspectors.

An one year training is given to the newly recruited sub inspectors in Bangladesh Police Academy in Sardah as the outside cadets. After the training has been accomplished, another year of provision period is applied.

Sub-Inspectors (Unarmed) is sent to different training both in and outside the country. Prevention of repression on Women and Children, Prosecution and Investigation Courses, Training Course on Technology-based Investigation, Special Training Course on Human Rights, Post-blast Investigation Course, Special Investigation Training Course etc. are given at CID. Basic Immigration Course, Basic Intelligence Course, Short-term Intelligence Course, Short-term Intelligence Course, Pre-immigration Course, Staff Development Course, Basic

Surveillance Course and Third Eye Course etc. are provided in Special Branch (SB).

Sergeant of Police

In the entry pattern, Sergeant is the mid level entrance rank of Bangladesh Police. They are the enforcers of traffic rule and core service providers regarding traffic management of the city streets, roads and highways.

Sergeants enter into police service through direct recruitment only. This is centrally done under the supervision of Police Headquarters. After recruitment selection they undergo six months long basic training course as Probationary Sergeants at Bangladesh Police Academy, Sardah. Having passed out from the Academy they go for another six months long practical training as probationers at their respective posting places.

Besides this basic training Sergeants receive various trainings, a few of them are conducted abroad as well. The in-service training courses include: Human Rights Specialized Training Programme at Detective Training School (DTS), Criminal Investigation Department, Dhaka and Refresher Course at PTC, Noakhali.

Constable of Police:

The primary and the most entry level position in Bangladesh is the constable. They are known as the public face of the Bangladesh Police. The main responsibility of constables is to serve the community people at most basic level.

Bangladesh recruits them directly. The recruitment of the constable is conducted by each SP of the respective district. Bangladesh Police Academy offer a six month training to the constables as Trainee Recruit Constable (TRC). Besides,

different in-service training is provided to the constables with a view to render policing service to the people for the purpose of improving professional and skills development.

Some of these trainings are Basic Surveillance Course, Orientation Course for SCO Officers, Orientation Course on Passport Verification Roll conducted at SB Training School, Immigration Orientation Course and so on. Bangladesh Police also provides constables with driving training by BRTA and Bangladesh-German and Bangladesh- Korean Technical Training Centers.

4.9.5 Police Population Ratio

With the present population of nearly 16 cores, the over-all police-population ratio works out to 1:806. The situation is still worse in the rural areas where the police-population ratio comes to 1:3433 while the ratio is slightly better in the Metropolitan cities of Dhaka, Chittagong and Khulna (The ratio being 1:454, 1:739 and 1:392 respectively). As stated earlier the size of the force has increased from 34,000 in 1972 to 1,98,653 in 2018 representing an increase of nearly 484% over the last 36 years. The police strength has seemingly increased considerably but there has been a sizeable addition to our population as well during this period. As result, the police-population ratio compares unfavorably with other countries of the world including some of our neighbors as shown below:

Table 4.45: Police-Population Ratio

Countries	Police-Population ratio
India	1:667
Pakistan	1:552
Japan	1:505
United Kingdome	1:331
Kenya	1:492
Bangladesh	1:806

Source: Police Headquarters, Dhaka

Each country has its own peculiar needs and the numerical strength of its police force has to be commensurate with its requirements and resources.

Bangladesh Police, inspired with the spirit of freedom and independence, have undergone a visible metamorphosis and become the personification of rule of law. Since the independence they have been changing everyday in every ways and today they strive to be pro-people, proactive, technology based and sensitized to issues relating to human rights, gender and children. Recently, they have experienced radical changes in terms of professional amelioration, capacity building and service delivery. Apart from the basic duty of maintaining law and order situation, the multifarious activities of Bangladesh Police include investigation, patrolling, protection of life and of property, prevention of crime, providing security to VIPs, execution of warrants, execution of summons, helping in legal eviction, helping in conducting public examination and so on. Despite the manifest scarcity of the logistic support at their disposal, all the members of Bangladesh Police are unstintingly and unflinchingly committed to discharging the duties and the responsibilities they are entrusted with. The bafflingly huge operational activities at field level materialize through a well-organized echelon of police units of Bangladesh Police. Included among these

units are Police Headquarters, Ranges, Districts, Circle Offices, Police Stations, Investigation Centers and Police Outposts.

4.9.6 Service Innovation in Bangladesh Police

After the independence of Bangladesh in 1971, there has been noticed an urge to turn the police force into the police service by making it people-centric and citizen-friendly. Through the times, Bangladesh police have introduced many services and have simplified existing services for better and easy delivery. Some innovative ideas are initiated recently by the police such as E-traffic prosecution system, One Stop Police Clearance, Online Expatriate Assistance, Police Apps 999 service etc (Mozumder and Uddin, 2018). These innovative services improved the service delivery system of Bangladesh police and help in attaining public satisfaction as well as good image.

4.10 Concluding Remarks

History of policing in this sub-continent is highly influenced by the British rule. The colonial police were entrusted with two important tasks. The first was controlling crime which itself was re-defined in the colonial interests by the British. The second was to keep an eye on any activity or movement which threatened the British. After the ending of colonial rule, the police system remained more or less unaltered. The Police Act of 1861 continued to govern it. Its managerial philosophy, value system and ethos remained what they were. Since the independence of Bangladesh from Pakistan in 1971, a sign of intention has been noticed in the police administration to turn it into a service oriented organization. Changes happened in its structures and functions. Bangladesh police are trying to develop their manpower in order to make a skilled and efficient police force and for this, it has developed many training institutions. Besides this Bangladesh police organize foreign training for their officers for better improvement of skill and efficiency. Now it has many new

units in order to meet the increasing demand of the citizen. Special units of Bangladesh police are doing best in combating militancy in recent days. Despite having these positive aspects of the police force, they are failing to achieve public trust. Public perception regarding police is very bad in Bangladesh. Corruption is the main problem which destructed all the good activities of police. Police need to eliminate corruption firstly in order to gain public trust because it is most important to build a people-oriented police service.

Chapter: Five

**Reforms and Challenges of
Bangladesh Police**

5.1 Introduction

Bangladesh Police has been developed for centuries which started in the ancient period and ran through the middle age to the British and finally to the present time. Through this time various significant changes and development in the police administration took place. This chapter describes the reform initiatives and reform commissions for police administration that took place from the British colonial period to present time.

5.2 Police Reform Efforts under British Colonial Rule

In August 15, 1772 a regulation was passed by the British Government, according to which two types of courts were formed –the Civil Court and the Criminal Court. Two different types of people were responsible to execute the proceedings of these courts. The proceedings of the Civil Court were supervised by the Collectors, while *Nayeb Suba* and *Nayeb Nazim* were responsible to operate the criminal court.

For the first time, Warren Hastings appointed 14 *Fouzdars* in Bengal. Then, for organizing the regular police force, Lord Cornwallis undertook the responsibilities, and on 7 December 1792 a regulation was also passed for the police of the Collectorship of three regions – Bengal, Bihar and Orissa. The *Zamindars* were relieved of the responsibility of maintaining the police establishment in their areas. The Magistrates were ordered to divide their areas into police jurisdictions and authorized to nominate the *Darogas* who could not be discharged without the sanction of the Governor-in-Council. *Chowkidars* and other types of village watchmen were placed under the control of *Darogas*. One *Daroga* used to control an area of four hundred enacted as Regulation XXII of 1793, miles with an establishment of junior police officers to be paid by the Government. The Magistrates at Dacca (now Dhaka), Murshidabad and Patna

cities were directed to divide their cities into wards, each ward was to be guided by a *Daroga* and the *Darogas* were to be under the immediate authority of a *Kotwal*. The *Daroga* of a rural police jurisdiction had under him the watchman, the writer, one or more *zamindars* and a number of *barkandazes* varying from 10 to 40 according to the size of the area. The *Darogas* were further authorized to apprehend and to convey immediate information concerning crimes without a written charge and directed to and criminals to all neighboring *Darogas* and Magistrates (Kibria, 1976).

The reforms introduced under the Regulations of 1792 and Regulation XXII of 1793, however, improved the situation. The police organizations under *Darogas* were incompetent to deal with modification was found to be expedient and an officer with the title of Superintendent of Police was appointed under Regulation X of 1808 for the supervision of *thanas*' general co-ordination, in Dhaka and other cities. The post was however abolished when the powers and duties given to the SP were transferred to Commissioner of Revenue and Circuit (ibid). It was a change for the worse. The *Thanadari* system did not achieve any positive result and failed to bring about a change in the social situation.

Marquis of Hastings (Lord Moira), the Governor-General, held a thorough enquiry into the efficiency of the system of *Thanadari* Police introduced by Lord Cornwallis. After a careful personal study of the problems, he recorded a minute dated 2nd October 1815, and observed that within the police force the subordinates were corrupt, inefficient and oppressive, while the superior officers, owing to the multiplicity of their duties, were unable to exercise an adequate supervision. Four years later, after the renewal of their Charter, the Court of Directors drew attention to the improvements culled for in the police.

Salient Features of the Police Act, 1861

The salient features of the Police Act 1861 (GoB, 1861) are as follows:

- i. Organization of the police force into district, circle and police station levels; appointing an officer of the rank of Superintendent to take responsibility for a district;
- ii. Empowering the Inspector General to formulate regulations with the approval of the government;
- iii. Emphasis given to maintain *status-quo*;
- iv. Creation of Special Armed Force to tackle emergency situation and to maintain law and order;
- v. Provision of appointing European citizens to higher ranks;
- vi. Inspectors and Sub-Inspectors brought under higher sub-ordinate service maintain law and order local citizens to provincial cadres; while Head Constables and Constables brought under lower sub ordinate service. Head Constables and Constables were not given the authority to investigate cases by any means; and
- vii. Constables are given the responsibilities of escort, patrol and guard duties.

5.3 Police Reform during Pakistan Period

The police force of Pakistan continued the operation with the same police force of the British period after its independence. Pakistan police also carried the order given by the ruler without considering the public interest. Basically, they were highly oppressive. During the language movement in 1952 the police force showed its highest oppressive attitude by shooting on the common people who participated in the movement. Bayley (1969) indicated that the philosophy of the police of this region is generated from the British rule which is characterized by the colonial practice and British heritage. Such practice is also characterized by the subordination of the police to law and accountability by the government

on one hand, while the relationship between the police and common people on the other. In addition to personal and public but exception of such characteristics is also found during the emergency period. Basically, police is deemed as one of the key forces of the law. However, the system never allowed the police to perform the key role in the criminal justice process. In this sub-continent police is used to perform and move around the imperial power. Till now, a lot of structural modifications have been brought in the police, but any significant qualitative changes have not been observed yet. According to Bayley (1969) Indian police is highly characterized by the ups and downs of the imperial power which is aligned with the village institutions. The concept of various types of formation was evolved, but no qualitative improvement is observed. The police as the imperial agents responsible for law and order played a significant role in providing the security to the life and property. Hence, the village policing have developed as a self-regulatory system that is closely related to the internal structure of the village society.

5.3.1 East Bengal Police Committee, 1953

The East Bengal Police Committee formed in 1953 observed that the thanas seriously lacked manpower. Therefore, it recommended to increase the number of police personnel at the thana level by increasing positions i.e., Constables, on the basis of the population which the constables had to look after. In fact, it allowed two constables for every additional Sub-Inspector. In between the Sub-Inspector it recommended two grades of officers, viz, Assistant Sub-Inspectors and Head Constables. It is to be noted that during the time of the Indian Police Commission, one amongst them used to work as Station Writer while others were charged to assist the Sub-Inspector in investigating cases. Subsequently, the Assistant Sub-Inspectors tend to work in the police stations and Head Constables were set apart for the work of the patrol parties who were kept in several outposts in the municipal area. The committee recommended that most

of these officers themselves lack experiences and capacity. This committee suggested that the city of Dhaka should be constituted as a separate district under a senior and experienced Superintendent of Police and opined that time was yet to come to bring Dhaka under a Commissioner. The committee made similar recommendations for the port city of Chittagong (Shahabuddin *et al*, 1953).

5.3.2 Hatch-Barnwell Committee Report, 1956

This committee especially recommended for an increase of forces in Dhaka and Narayanganj and suggested different measures for overall improvement of police efficiency. However, nothing substantial was done. The government had to face serious criticism for the inefficient of the police force.

5.3.3 Justice GB Constantine Commission, 1960-61

Accordingly, a full-fledged police commission headed by Justice GB Constantine was set-up in 1960-61 (Khan *et al*, 1988-89). This commission made comprehensive enquiry into the organization and working of the police force and forwarded as many as 79 recommendations covering a wide range of issues, such as constitutional position of the police, recruitment and strengthening in teams of transport and logistics, pay and allowances and creation of some specialized police such as municipal police, village police, armed police, reserve police and village defense party. This commission also made a separate recommendation to improve the relations between the people and police.

5.3.4 AO Mitha Police Commission, 1969

Another Police Commission headed by Major-General AO Mitha was formed in 1969. This commission, along with other things was asked to review the recommendations of the police commissions in so far as “they were accepted by the Government” and also “to examine the extent to which these

recommendations were implemented”. But very little could be done on its recommendation owing to the Liberation War of Bangladesh in 1971.

5.4 Police Reform in Bangladesh after Independence

5.4.1 MA Kabir Committee, 1977

The Law Committee set up by the Government of Bangladesh in 1976 made certain fundamental policy recommendations including the creation of a separate cadre of prosecuting agency, the establishment of the Police Staff College, setting up forensic science laboratories in each zonal headquarters etc. The Government set up a Committee in April 1977 under the Chairmanship of AMA Kabir, former Inspector General of Police for examining various aspects of training of the police force and recommending appropriate measures for expansion, improvement, and modernization of training facilities. The Committee submitted their report on 30 November 1977 with specific recommendations, many of which were not implemented.

5.4.2 Criminal Law Reforms Committee, 1982

The Criminal Law Reforms Committee was formed in 1982 under the chairmanship of Mahbubuzzaman, the Cabinet Secretary of the Government. For recruiting police officers it proposed to form a new cadre which will be separate from other cadres. The prime recommendation of the committee was to expand the number of the investigating officers and to segregate the duties of the crime control staff; an officer doing a particular type of duties will not be bound to perform another type of duty in any condition.

5.4.3 Brig. Enam Committee, 1983

Brig. Enam Committee was formed in 1983 which played a very significant role in the administrative reform of Bangladesh. This committee was formed for the

reform of whole public sector and at this extent the committee also critically examined the organizational structure of the police. As a part of the committee's recommendations, the country was divided into 64 administrative districts. The committee also recommended for the change of the administrative position of the police. To be specific, this committee is characterized by its emphasis on the reduction of the power of the police force. As per the suggestion of Enam Committee as well as the administrative reforms in 1984, Bangladesh Police had been reformed significantly. The number of police expanded extensively. The position of the police has been changed where the Circle Inspector changed into ASP and the Officer-in-Charge changed into Inspector along with the administration reform that divided the whole country into 64 districts.

5.4.4 Taibuddin Ahmed Committee, 1986

In 1986, the Government constituted a committee headed by Taibuddin Ahmed, Addl. Inspector General of Police (A&O), PHQs as chairman in order to make an in-depth examination of the various problems being faced by the Police Department in the way of their functioning as an effective organization and to come up with a specific recommendation. The Committee was asked to concentrate on the problems relating to (i) organization,(ii) training, and (iii) equipment. The Committee after thorough deliberations came up with specific recommendations, some of which are as follows:

- a. Re-organization of Police Headquarters with the change in nomenclature of the post of IG to DG of Police and creation of Directorates for efficient management of 74,000 police force.
- b. Creation of Highway Police under one DIG of Police and four Superintendents of Police in four administrative divisions.

- c. Creation of a separate Prosecuting Branch by direct recruitment of Law Graduates as Inspectors of Police. The prosecuting staff will be under a DIG of Police (Prosecution) under the functional control of Addl. IGP, CID.
- d. Creation of Police Medical Service under a Director Medical Service who along with other members of the Service will be uniformed officers.
- e. Re-organization of the CID under an Addl. Inspector General of Police and four Special Superintendents of Police for four divisions.
- f. Re-organization of Special Branch under Addl. IG of Police and establishment of Intelligence Training School for SB/DSB Officers under his supervision.
- g. Establishment of a Police Staff College headed by an Addl. IG of Police for improving the professional competence of senior police officers on the line of Police Staff College, Bramshill, UK.
- h. Up-gradation of the posts of Superintendents of Zonal Police Training Schools and provisions for incentives to instructional staff.
- i. Creation of two more railway districts bifurcating the existing two railway districts of Chittagong and Saidpur.
- j. Creation of the post of Addl. SP in the districts where there is no Addl. SP.
- k. Creation of the post of Upazila Police officer by abolishing the post of ASP Circle.
- l. Augmentation of the executive Staff of District, RRF, Metropolitan Police and Training Institutes.
- m. Strengthening the police telecommunication network under a DIG of Police.
- n. Raising of two new APBns, one designated as President's Security Guard Battalion and the other as Bandarban Hill Tracts Battalion.
- o. Creation of additional Riot Division for DMP and a new Riot Division for CMP.
- p. Gradual conversion of Ministerial Staff into uniformed Police Clerical Cadre.

- q. Modernization of weapons of police by replacing 303 rifles, by less lethal and smaller arms for City Police and Railway Police and automatic weapons for Hill Tracts Districts Police.
- r. Establishment of Central and Zonal Motor Workshops as already approved by the Government.

5.4.5 Justice Aminur Rahman Committee, 1988

In 1988, the Police Commission headed by Justice Aminur Rahman Khan was constituted by the government. The terms of reference of the Commission were very comprehensive and wide-ranging covering almost the whole range of policing and police activities. After a thorough examination, the Commission concluded that the principal causes for the ineffectiveness of the police are the inadequacy of manpower and deficiencies in the organizational set-up; lack of transport, equipment including arms and ammunitions; absence of confidence, willingness to co-operate with people and cordial relationship with the people. Moreover, the commission found that the defects of recruitment policy, training facilities, promotion procedure; corruption in the police; lack of strict discipline and effective supervision, inspection and control are major impediments to the efficiency and professionalism of the police in Bangladesh. The Commission feels that if all these problems and handicaps can be solved and sorted out the effectiveness of the police and the quality of their performance are expected to improve substantially. Major recommendations of the Commissioner were:

- a. With the present growth rate of the population the police strength by the year 2000 AD should be around 140,000 which could be taken as a basis for long-term planning. Taken as the benchmark, the human resources of Bangladesh police shall be augmented.
- b. Police requirement should be integrated into the national development planning exercise so that its genuine needs do not go by default or shelved

on the excuse of shortage of funds. This will also ensure the overall improvement of policing in the country in a planned, well-coordinated and phased manner.

- c. The Police Regulations and some other old Police Manuals like Training Manual of 1936 and Inspection Manual of 1926 should be immediately updated by a competent committee.
- d. In view of the utmost and ever-growing importance attached to the maintenance of peace and order in the society which are essential pre-conditions for all development activities, police subject at the ministry level should be dealt with exclusively by a separate Division created in the Ministry of Home Affairs by designating it “Police Division” with the IGP as its ex-officio Secretary. This will enable him to make direct communications for obtaining sanctions, decisions, guidance, and views promptly and quickly on important and major issues and particularly those of urgent and immediate nature.
- e. The Range DIG’s office should be strengthened by the creation of some new posts to facilitate proper supervision and inspection of the units within their jurisdiction. The post of Additional Dy. Inspector General in each Range DIG’s office should be created with some complementary staff who can provide some relief to the DIG in his routine duties and also carry out some statutory, inspections of police units as may be assigned to him.
- f. Since many of the police stations have become too big and unwieldy because of increase in population and other reasons, effective criminal administration and the quality and efficiency of police service has suffered. Creation of the new police stations totaling 60 should be phased out over the next plan period (1990-95) and the expenditure be financed out of the development budget of the Government. For effective criminal administration at thana level, it recommended the increase in the staff of police stations.
- g. The creation of Detective Branch in all the districts with the minimum staff

suggested will significantly improve the quality of investigation, ease the pendency of cases for months together and greatly relieve the CID of investigation of less important cases which may well be handled by District Police. The personnel of the Detective Branch should be specially selected taking into consideration their investigative skill integrity and educational background. Special attention should be paid to their training in the DTS and preferences should be given by the SP in matters of their accommodation and other facilities.

- h. As against the increasing workload of the CID and its network spreading all over the country with its headquarters at Dhaka, the Commission recommended for establishing its network effectively in all the newly created districts. The Commission also recommended separate specialized Divisions for handling complicated cases like White Collar Crimes which include bank fraud and forgery, embezzlement of public money by officials, counterfeiting and forgery of currency notes, gold smuggling, foreign exchange racketeering and illicit trafficking in women and children. Such crimes are committed by professional criminals in an organised manner and therefore need to be handled by specially trained personnel. In consideration of the growing importance attached to the CID in matters of criminal administration throughout the country and its status as a central investigating agency, the Commission recommended that in the fitness of things the CID should be headed by one Additional Inspector-General of Police.
- i. Physical facilities should be developed for creating a proper training environment in the Police Academy and Zonal Police Training Schools. There is an urgent need for construction of a gymnasium and a swimming pool where useful un-armed combat training on judo, karate, boxing and life-saving devices can be imparted. The existing strength of instructional staff in the Police Academy has been considered inadequate to cope with the increasing volume of training requirements. The Zonal Training Schools

need to be re-organized and converted into full-fledged training schools by improving the physical infrastructure and changes in their present staff.

- j. The Commission considers the need for a Police Staff College for in-service training of senior officers. The main purpose of this college will be to provide both education and training to the officers which will improve their leadership potential, professional knowledge and bring about overall changes in police attitudes and behavior with members of the society.
- k. To meet the acute shortage of transports, the Commission recommended the formulation of a suitable transport scheme for the police.
- l. The minimum education of Constables should be raised to SSC so as to make it easier to impress them with the necessity and importance of behaving with decency and courtesy towards the people. The Police Academy and Training Schools should allow a special period for imparting lessons on the subject of police-public and police-magistrate relations and co-operation and other aspects of morality. In the District Law and Order Committee meetings, the necessity and importance of good and the mutual co-operative relationship between police-public and police-magistrate should be repeatedly expressed.
- m. The present recruitment methodology suffers from serious defects. The task of recruiting four to six thousand Constables should not be done by an ad-hoc arrangement with 64 SPs in the districts who are indeed over-engrossed in the day to day problems of enforcement of law and order, prevention, and detection of crime. Moreover, they are subservient to the political interference of the local elites. The Commission strongly recommended for consideration of Police Recruitment Board for recruitment up to the level of SIs and Sergeants to obtain the best potential materials that are to ensure selection of the best available manpower.
- n. Training must be viewed as a continuous process. Training imparted to new recruits at different levels should include a well-planned in-service training

program in the form of a refresher, orientation and specialized courses for all ranks of the police force. It should also be considered part of career development planning. To make it more useful it must look to the future career of police personnel. Individuals with better qualities and aptitude should be selected and given opportunities through training to improve their abilities so that they can contribute most to the organization and to the community. Therefore, in the interest of proper training and the image of training institutes in the eyes of the trainees as well as of the public, persons of superior qualities should be selected for posting in the Academy and Training Schools and they should be regarded as the best officers of their ranks and fit for future promotion or selection for foreign training. For the Metropolitan Police, there should be separate training schools with necessary staff in each of the metropolitan city importing the basic three months training to the recruit constables.

- o. The Commission observed that the present recruitment, selection, and training personnel for the Metropolitan Police were far from satisfactory which were identified as some of the important reasons for their ineffectiveness. The present practice of drawing Metropolitan Police personnel from the stock of District Police in all ranks jeopardize the commissionerate system of policing which is different from the policing defined in the Police Act, 1861. The Commission, therefore, recommended that without changing the basic provision of the Ordinance, selection of personnel at all levels should be done carefully at a reasonably high level; the criterion is being performance, integrity, and suitability for city policing.
- p. The Commission was also of the view that bulk of the Constabulary for Metropolitan Police should be selected by the metropolitan authorities themselves as the District Superintendents were found to be not very pragmatic and attentive in the selection of Constables for Metropolitan Police. Physical fitness, mental alertness, and good educational qualification

should be the criteria for selection of Constables which should be done after wide publicity through the news media. The Metropolitan Police should not delegate this important job of selection of Constabulary to be District Police which it found to be one of the important reasons for substandard quality of service at the lowest level.

- q. The basic training imparted to every policeman at the Police Academy and the Zonal Police Training schools are not adequate for policing in metropolitan areas because the officers have to enforce a different set of laws, rules, and regulations and they have to handle different types of clientele. The three Metropolitan Training Schools should be activated by providing them suitable accommodation, adequate staff, and training equipment. The staff sanctioned for the training schools should be exclusively utilized for this job and additional manpower for the instructional job may be temporarily drawn from other branches on need basis. The course contents for different ranks (DCs to Constables) should be designed to suit their job requirements. The objectives of training should be to help police officers develop the knowledge, understanding, skills and attitude required to meet the needs of policing both for the present and the future.
- r. The Commission feels that there is an urgent need to re-organize the River Police by increasing its manpower and providing them the necessary transport and other equipment. This is considered essential for the safety, security and unhindered economic activities in those areas, which have been neglected over the years.
- s. The interference in policing by the ruling elite unless stopped and curbed immediately will lead the country into such an anarchic situation that it will go beyond all control and the misery of people will know no bounds. Government should immediately take a firm decision to stop all kinds of undue interferences in the functioning of police.

5.4.6 Mahmudul Hasan's Report, 1989

The Committee headed by Mahmudul Hasan, a retired Major General of the Army and then the home minister, was formed in 1989. This committee also made some important recommendations which were placed before President HM Ershad on 10 December 1989. The committee critically reviewed the prevalent law and order situation of the country and came up with the major conclusion inter alia, that in terms of number the size of the police force is not at all sufficient enough to cope with increasing rate of crime and lawlessness in the country. Accordingly, this committee strongly urged for strengthening of the police force in terms of manpower and logistics. In addition, it proposed to reorganize Special Armed Force at District HQ along with the manpower engaged in the office of the DIG and RRI (Rang Reserve Force). Manpower positions of the police stations and police outposts working in remotest corners of the country were also seriously reviewed by the committee.

5.4.7 Golam Morshed Committee, 1990

The committee led by Mabmudu lHasan failed to include the General Railway Police in its report though it is a part and parcel of the Bangladesh Police and PRB (Police Regulations of Bengal) has a separate chapter on the GRP. In 1990 a committee headed by Golam Morshed, Additional Inspector General of Police, was formed for reorganizing the GRP. But this committee's report had to suffer the same fate like that of Mahmudul Hasan's due to the change of government in 1990 (Chowdhury, 2008).

5.4.8 Reform Initiatives from the Police

Notwithstanding the lack of political will towards police reforms, police officials themselves are more amenable to reform. Several senior officials and the top leadership are often at the forefront in advocating reforms. In one such impassioned plea, a former Inspector-General commented: "The establishment

has to realize and appreciate that politicization of the police, its unaccountability to the people and its outdated managerial practices largely result from lack of professionalism and accountability within the organization. Political misuse of the police has been the direct result of internal organizational problems and poor performance” (Huda, 2009). Further signs of the commitment to police reforms by the top leadership are seen in the drafting of several strategic documents by the Bangladesh Police along with the PRP such as the Strategic Plan, 2008-2010, Community Policing Strategy and Crime Prevention Strategy.

5.4.9 Reforms under the Caretaker Government (2007-2008)

On 11 January 2007 the Caretaker Government was formed for facilitating a free and fair election along with carrying out the administrative functions. The primary objective of that government was to ensure better and comparatively more accountable governance. The Caretaker Government undertook an anti-graft campaign but because of unknown reasons most of the anti-graft cases became unsuccessful. The government basically brought major changes to the Election Commission (EC), the Public Service Commission (PSC) and the Anti-Corruption Commission (ACC).

The main success of the Caretaker Government is the separation of judiciary from the executive. In November 2017, the Chief Adviser of the Caretaker Government, Dr. Fakhruddin Ahmed declared two segregated magistracies –the judicial and the executive, and also declared the amendment of the Code of Criminal Procedure (1898) and ordinance regarding this separation. However, the extent of the operation of that separation was not confirmed. A police reform program named “Police Reform Programme (PRP)” sponsored by the United Nation was introduced by the BNP-led government and the Caretaker Government started the project. The then government had also drafted a Police Ordinance 2007 for replacing the very old Police Act 1861 as a part of the

modernization of the Police Force so that the police become accountable, professional and socially responsive. But the government failed to enact the ordinance within its tenure. Rather, it is rumored that the bureaucrats pressurized the Chief of the Caretaker Government that led the government to disperse the draft ordinance.

5.4.10 Reforms under the Present Awami League Government (2009-till date)

The Awami League formed the government in December 2008 and the hope of police reforms also came to the light again because police reform was one of the important election manifestos of party. In the election manifesto, ensuring security to each of the citizens of the country, police along with other law execution bodies will be kept outside the political influence was mentioned. The modernization of the police force would be ensured to fill the expectation of the time. It also emphasized on more facilitation of the police providing adequate remuneration, welfare facilities and accommodation. However, the Awami League government then lost their interest to renovate the old fashioned policing system or rescind the Police Act 1861 and also to approve the ordinance, which recommended significant changes to the police forces to modernize the police services. The concerned secretary of Ministry of Home Affairs (MoHA) regarded the ordinance as unrealistic and not pragmatic and there is very low possibility to implement the ordinance in the near future (The Daily Star, 2010). Even then Awami League Government has taken a number of reform initiatives for the qualitative development of police as a whole. Not only this, under the guidance of Awami League government a number of innovative services have been introduced such as online police clearance, 999, e-policing etc.

A new law enforcement agency, the Rapid Action Battalion (RAB) is very aggressive in nature and also accused of violating human rights inconsiderately. RAB was formed in 2004 on the basis of the Armed Police Battalions (Amendment) Act, 2003. RAB is a combined force that recruits personnel from the police, paramilitary and armed forces, and has 14 battalions across the country. According to the Institute of Governance Studies (2006) the main functions of RAB are controlling crime, confiscating illegally holding arms, arresting wanted criminals, controlling women and child trafficking and money laundering. It is also important to mention that RAB members are highly trained, equipped and paid.

In November 2003, the UNDP submitted a Needs Assessment Report for reforming the Bangladesh police with a view to strengthening human security. A project titled “Strengthening Bangladesh Police” was launched to improve police efficiency, effectiveness, and accountability. This three-year project is in collaboration with the Ministry of Home Affairs (MoHA), UNDP, and the UK Department for International Development (DFID), with an initial phase costing US \$13 million. The project aims to facilitate access to justice for the vulnerable groups (women, children, the poor) and focuses on:

- police professionalism;
- promoting interaction with the community for crime prevention;
- improved scientific investigation;
- better use of resources;
- human resource management;
- modern training procedures and methodologies;
- anti-corruption; and
- Performance measurement and oversight.

5.4.11 Police Reform Programme under UNDP

The Police Reform Programme (PRP) is Bangladesh's first endeavor at comprehensive reform. The initial five-year period of the PRP started in January 2005 on the back of a requirements evaluation led by the UNDP and the government of Bangladesh. The overarching objective is to build professionalism by enhancing crime prevention and operations, investigations, oversight, accountability, communications and human resourcing with an emphasis on recruiting an additional 3,000 female officers by 2010.

In short, the main objective for the PRP is “to shift from a police force to a police service”. On paper the ten-year, multi-phase PRP is a government-owned process led by the MoHA, but in reality it is driven and funded almost entirely by UNDP and the DFID with smaller contributions coming from other donors and Bangladesh government. However, countries like Japan and the US, which have shown an interest in police reform, do not formally support the PRP.

The PRP mainly aims to increase the support both from the internal police and from the external entities and to initiate process for updating legislation for police reform. This program has emphasized on the recruitment of 3,000 women forming Bangladesh Women's Network that works for increasing the interest of women in the police forces. To reduce corruption among the police forces, the current IGP formed a unit named Police Internal Oversight (PIO). An additional IGP is the head of PIO and there are around 400 officers who already has investigated 17,000 cases regarding the malpractices of police since 2007. There are also other programs under PRP Phase I such as Trafficking in Human Beings (THB) unit. This program is directly funded by the European Commission that is a part of the criminal investigation department of the Bangladesh Police and is staffed with only nine trained officers, which is inadequate and fails to coordinate the attempt of the police in preventing human

trafficking. Experts as well as human rights activists in Bangladesh accused the THB as a “superficial add-on to police headquarters”.

With a monthly investigation budget of only US\$8,500 to US\$10,000, PIO officials say, it is difficult to probe more complex cases of internal corruption (Crisis Group interview 2009). The PIO is not an officially recognized organ of the police department by the MoHA and has only been able to function because of the IGP’s support. The government should consider increasing its funding as well as making the department a permanent aspect of the national police force with added safeguards to ensure it does not become just another form of police corruption.

Community-based Policing

In the district level, the PRP focused on crime prevention through community-based policing (CBP). This exclusive CBP comprises of two main facts – partnership and problem solving. This program emphasized on the community engagement through positive relationship building with the community and engaging the community to find out better solution for the control and prevention of crime, and to identify the most urgent issues pooling the community resources. According to IGS (2006) the PRP is an old experiment of the Bangladesh Police, tried at different times and areas. With this line, in 1992 adding the Town Defense Party many other police departments, one of the additional police forces a community policing project was launched named as “*Protibeshi Nirapatta* (Neighborhood Watch)” mainly in Mymensingh and in a part of Dhaka. The effectiveness of the neighborhood watch is questionable since it expanded over 100 communities, but in some areas the rate of crime had reduced.

The PRP community policing initiative focused on establishing a small number of “Model Thanas”, police stations equipped with modern facilities at which model policing is practiced, and “Community Policing Forums” (CPF), a much larger effort to set up 20,000 mechanisms for consultation between communities and police to improve security and solve local problems. The community policing efforts have not been insulated from larger PRP problems. According to a senior western diplomat, “Conceptual problems and poor preparation and implementation have plagued the PRP community policing efforts”. However, PRP community policing projects have had limited progress, which should be built on in Phase II.

Model Thana (MT)

The Model Thana (MT) is characterized by the modernization of the police Station or Thana. Till now there are 11 Model Thanas and the officers are now experimenting new policing strategies that are proactive in nature and also introducing new servicing like special support for the women and children victims of violent crimes. Western development officials criticized the MT concepts accusing it as only mere face-lifting of the police stations and police itself. Although there are many cases of domestic violence and dowry related issues, there are no adequate women working in those “service delivery centers”.

An unpublished UNDP survey suggests that victims are twice as likely to report a crime at an MT (UNDP PRP Rapid Evaluation Report, 2009). The survey also detected a decrease in external interference in police affairs at MTs from 72 percent in 2006 to 55 percent in 2008 while “no appreciable change” was noticed in non-model stations over the same period (UNDP PRP Rapid Evaluation Report, 2009). Furthermore, in the vicinities of MTs there has been a reduction in police corruption: between 2006 and 2008, 78 percent of

households questioned near non-MTs say they have bribed a police official to perform his normal responsibilities. In 2008 that number decreased to just 6 percent (UNDP PRP Rapid Evaluation Report, 2009). Another six MTs are planned for Phase II, bringing the total to 17 by the end of the project. However, as PRP officials frequently point out, it is difficult to gauge the program's impact, because of the improvement of law and order under the CTG. They cautioned that rising public satisfaction with the police cannot solely be credited to the PRP (Crisis Group interviews 2009). However, an increase in MTs should be considered during Phase II if the results from the UNDP survey can be independently verified and proven sustainable.

Community Policing Forums (CPF)

Where there is no MT, Community Policing Forums (CPF) were formed that generates mixed results. A CPF consists of 25 members that incorporate police officers, local representatives like teachers, business people, religious leaders, representatives from the NGO, farmers and other sorts of local people. The member of the CPF meets minimum once in a month and sometimes on the basis of requirement during any urgent law and order related issues where the forum can react. The main aim of that community based partnership is that it will assist to ensure accessibility, accountability and effective police service. More than 20,000 CPFs were formed very rapidly and sometimes without including any police officers and the local people and without distinct comprehension of the objectives of CPF. The CPFs were launched before the drafting of National Community Policing Strategy by UNDP and police and approved by the Ministry of Home Affairs but that is criticized by a Member of Parliament (MP) as “20,000 rudderless ships”.

A number of CPFs in Bangladesh have been problematic. In some cases, the forums created a new layer of short-term elite between the police and the public

along with the potential for abuse and corruption. Police officers have sold CPF memberships to the highest bidder while CPF chairs have sold vacancies. Political party affiliation can also determine membership in CPFs.

CPF's worked as the supporting of police and so a good number of police officers greet the CPFs as the forums provide access to the resources of the communities that minimize some of the responsibilities of the police in preventing crime. For example, in some areas CPFs assist the police in a way that reduces the tiresome investigation efforts providing accurate information even in the murder cases. But the CPFs are also highly criticized as it impose responsibility that put away community resources. For example, in some areas police had through responsibility on to the community. In this case, a senior police officer in Bogra district upazila encouraged the villagers to establish a CPF and then made them patrol the highway every night during the Ramadan as they experienced a series of robberies. Surprisingly, during the patrol, police would remain at the police station or went back home. The community people, then complained that they had become tired and failed to conduct their daily work as they were day laborers. The police and RAB threatened to punish them if they failed to carry out the duty due to personal affair or illness. Consequently, the villagers refused to patrol whatever the punishment would be.

The CPFs have both pros and cons. In some areas, it worked so successfully that increased the public confidence towards the police and also reduced crime. The factors that increase the risk of security and safety of the community were addressed by the community and local government officials, members of NGOs, and other community people who participated in the CPF directly and contributed to the improvement of the community and work collaboratively to find out the solution of the addressed problems. The importance of this

partnership is immense and to strengthen the process, in December 2008, the police undertook a formal partnership with prominent ten NGOs.

Following a similar program in Indonesia, the Asia Foundation (TAF) piloted and funded community-oriented policing (COP) projects in three districts (Bogra, Jessore and Madaripur) in collaboration with several local NGOs from 2003. With a five-year budget of \$350,000, the project's sole focus was on reducing communication and confidence gaps between the police and public to reduce the risk of crime. To this end, TAF, through its local partner NGOs, has established a number of its own CPFs at both the sub-district and district levels. Each CPF includes 20 to 25 members and is headed by local representatives' at the upazila and police superintendents at the district level. CPFs generally meet once a month or more frequently if urgent issues arise. Meetings focus on the community's present security concerns and solutions and developing monthly action plans. However, no independent assessment of the project has been conducted to determine its effectiveness. Communities policing experts and community members from TAF project areas have few criticisms of the program. Much of the success appears to be related to its bottom-up approach. According to a development expert, "Because local NGOs rather than the police or the government-run TAF's program, CPFs are seen to be less biased and political and more credible and neutral in the eyes of the local communities where they work". And unlike the PRP-sponsored CPFs, TAFs do not have as many problems with politicization. They are purposefully designed to be diverse: 30 percent of CPF members are women and representatives from all political parties. Interest groups are invited to participate. At least in Bogra, where the local NGO Lighthouse administers the project, residents indicate TAF CPFs have improved the security.

Moreover, each of TAF's CPFs also has an alternative dispute resolution forum (ADRF), which attempts to resolve less serious crimes and local disputes. The six CPF members, who comprise the ADRF, review complaints received through a public 'complaint box' to determine if the forum is the appropriate adjudicating body for the crime. If accepted, ADRFs work with concerned parties to resolve the situation. Instances of drug abuse, violence against women, land grabbing and demarcation, and loan defaults are frequently taken up by ADRFs. The system has proved effective in addressing local issues and has led to an increase in the number of reported cases of violence against women. In rare cases, the CPF and the ARDF have even checked rising tensions between members of Bangladesh's rival political parties, the Awami League and the BNP. However, for cases like murder, rape, dowry and acid throwing that are outside the purview of the ADRF, victims are directed to the police station.

Assistance from German Technical Cooperation (GTZ)

Focusing on women's participation in the community policing, German Technical Cooperation (GTZ) with the partnership with the Ministry of Women and Children Affairs undertook a project that aimed to enhance the participation of women in the prevention of crime, mostly crimes affecting women. The "Gender Responsive Community-Based Policing" project is worth €2.4 million. The main aim of the project was to ensure the access to justice for the deprived city and rural people specially focusing the women, girls and marginal groups. This project was run under the existing CPFs. This project focused on the CPFs where women were not involved earlier. Later, the Ex-PRP National Program Director at police headquarters accused that TAF and GTZ performed their activities without consulting with police, which led the Ministry of Home Affairs not to cooperate and coordinate with the GTZ's project.

Co-operation from the United States of America

The United States (US) assist the police forces by providing training as well as providing technical support for forming Special Weapons and Tactics (SWAT) team through the US Embassy in Dhaka. The USA also assist in providing training on human rights to the extensively accused human rights violation force, RAB, the elite anti-crime and counter-terrorism unit. In the matter of counter-terrorism the USA is not highly involved, but rather it is disposing the resources and narrowing the advancement. The USA is not concerned with the police reform projects, as these projects need longer time for effective results. Instead, the USA is highly interested in providing quick support to tackle the extensive terrorist attack like the Marriott and Mumbai attack. In that process, the RAB gets adequate training and the military also receives money, but the police forces have to leave out.

There is also a proposal by the US embassy in Dhaka for working together to improve the police forces conducting the reform. For this, the embassy proposed to start a jointly organized pilot police reform program run by the United States Agency for International Development (USAID) and the Department of Justice (DoJ) of USA basically through its International Criminal Investigative Training Assistance Program (ICITAP). After the Foreign Security Act (Section 660) passed in the USA that restricted the working of the agency with any foreign police forces, this US\$9 million project will be the first project of the USAID. Because of the congressional restrictions on providing funds in any specific UN programs, the USAID-DoJ program will focus on the whole police reform framework rather than focusing on only UNDP's PRP project.

The aim of the reform program has been kept internal and according to the interviews with the US officials it is distinctive that they have consent about the police reform endeavor that is in the process. They identified the main

functional areas like counter-terrorism, human trafficking, community policing along with human rights training. This project was implemented in the border areas of Bangladesh in Rajshahi Division, specifically in the areas where there is information of higher rate of terrorist activities and where there are minimum amount of police force. Basically, the police, diplomats and other development officials who were concerned about the project insist that this pilot project will be conducted highly focusing on the counterterrorism rather emphasizing on the community policing (Crisis Group, 2008).

As training and technical support to the police force can induce significant positive result, the USA need to understand this issue and assist the police. In this way, the USA needs to increase their support exceeding the support given to RAB and the military for enhancing the overall capacities of the police force. This includes the expansion of the professional development program for the police force, aiding the curriculum reform, and emphasizing the community policing techniques and procedure assisting the police to modernize the police training.

Financial Support from Japan in Police Reform

Japan provides only financial support which is generally out of the PRP budget. It also provided the training facility for the officer in a particular year only. Within the period 2005-2011, Japan provided almost US\$31.5 million from the funds of the Japan Debt Cancellation Fund (JDCF). As there were no restriction in using the fund, police used that fund for purchasing modern equipment and infrastructural development and since the inception of the PRP project, more than 60 police station either rebuilt or upgraded.

A Community-Based Approach

This approach is basically developed considering the partnership and relationship between the police and the community. To rebuild the public image of the police force is also another aim of the COP project. Theoretically, this approach is so effective that it can ensure both the security of the community as well as secure development. Success is not absolute in any properly spelled philosophy rather proper plan, and properly organized and managed process is also very significant. There are also other important factors for the successful community-based policing and community engagement. Adequate order and discipline is very essential along with the political support for the success of this approach where the comprehension of the goal of the approach by the concerned is also very effective.

Community-Based Policing as a Model for Police Reform

Strategically, community-based policing is a philosophy that is a way of thinking as well as organizational strategy that is to perform certain functions to achieve the policy specified that assists the police and local community to perform duty collaboratively in a new way to resolve the problem of crime, disorder and insecurity. The success of this relies upon two fundamental elements which are reforming the methods and practice of the police forces and establishing an effective relationship between the police and the local community.

Fundamental Principles of Community-Based Policing

The philosophy is built on the belief that the public deserves an input into policing, and indeed, has a right to it. It also rests on the view that in order to find solutions to community problems, the police and the public must move beyond a narrow focus on individual crimes or incidents, and instead consider innovative ways of addressing community concerns.

Community-Based Policing: Policing by Consent, not Coercion

At the heart of community-based policing is the recognition that the police are much more than mere crime fighters and can be public servants in other ways. The goal is the creation of a professional, representative, responsive, and accountable institution that works in partnership with the public. These ‘peace officers’ are a service rather than a force, and an institution that only criminals need rightly to fear. Achieving these goals requires taking action at three levels: individual, institutional, and societal.

Reform to the police alone, however, is insufficient; community support and assistance are also necessary for achieving the basic goals of the police. Community-based policing, therefore, also encompasses strategies to reorient the public who, for frequently good reasons, have been leery and distrustful of the police. Building partnerships between the police and communities is a major challenge that confronts aspirant reformers. However, so far international reform efforts have given little recognition to this challenge – not one of the mandates for UN missions mentions engagement with local communities as a reform priority. The philosophy of community-based policing asks of both the police and the public a leap of faith and a commitment to effect change. It is a complex process that requires contemporaneous action to be taken at multiple levels meaning that detailed strategic planning necessary to translate philosophy into practice within the police organization and among the public. However, a detailed plan has often proved lacking in internationally inspired police reform plans. Beyond a rhetorical commitment to police reform there has been little sense of how to operationalize a reform process to achieve the changes sought.

Community-Based Policing: More Than Just Law and Order

Greater synergy between the reform processes towards the various institutions that make up the security sector would be beneficial. Community-based

policing, through its partnership approach, aims to ensure that the safety and security needs of all groups in a particular community are addressed. In this way, the police can facilitate all people's access to justice, regardless of their social or economic status.

5.5 Concluding Remarks

Throughout the times after independence of Bangladesh, many committees and commissions have been formed to make the police trustworthy. These committees or commissions recommended different important initiatives but most of them are still waiting for implementation. It has been recognized by the researchers that lack of a strong political will may be the key impediment in implementing those significant recommendations. Strong political will is a must for the successful reform in Bangladesh Police. Now the government is realizing that for the socio-economic development of the country. Qualitative reform in police is essential and necessary expenditure in police means investment for the development. So, all the governments are increasing investment in Bangladesh police.

Chapter: Six

**Findings: The Role of Critical
Actors and Factors in Police
Reform Process of Bangladesh**

6.1 Introduction

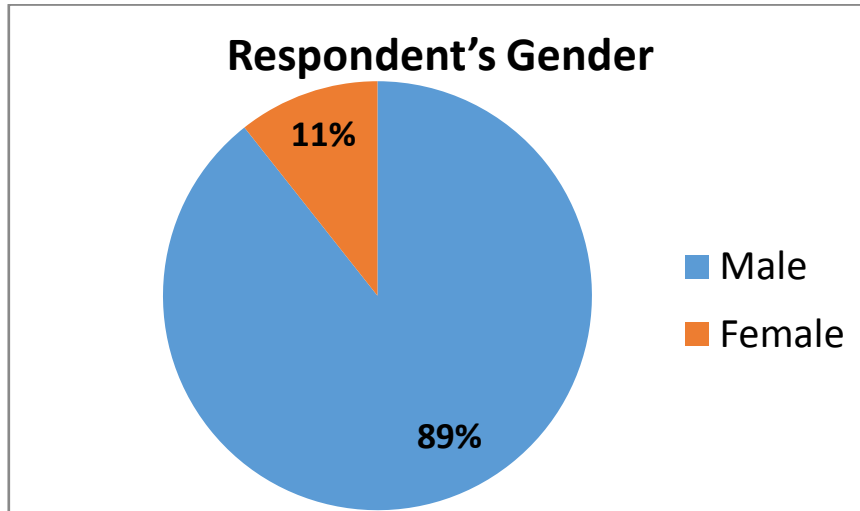
Reform is necessary for the police to meet the needs and demands of its service recipients. Despite having its colonial legacy, Bangladesh Police is trying to do better in recent days. In order to make the police service democratic, more people oriented and trustworthy, bringing reform in its present set up is a demand of time. The main objective of police reform should be the transformation of the ‘police force’ into the ‘police service’ for serving the people better. But there are some influential factors which affect the actors of the reform process to make hindrances in the formulation and implementation of police reform. This chapter is based on the results of the analysis of information followed by a discussion of the research findings. The findings relate to the research questions that guided the study. Data were analyzed to identify, depict and investigate the elements that influence the role of selected institutional actors in its implementation.

This chapter has three broad sections. The first section deals with the information of respondents. The second section discusses the perception and influence of the four major actors – politicians, bureaucrats, police and development partners regarding police reform initiatives. The third section analyzes the critical factors of police reform such as institutionalization of police reform, trust on police, demands for reform and information asymmetry among the major actors of police reform.

6.2 Respondents' Profile

6.2.1 Gender Distribution

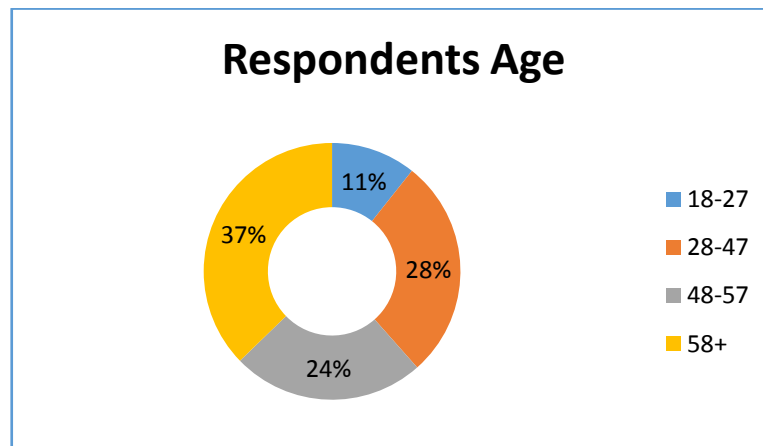
Figure 6.1: Respondents' Gender



Most of the respondents are males (89%) while the rest (11%) are females.

6.2.2. Age Group

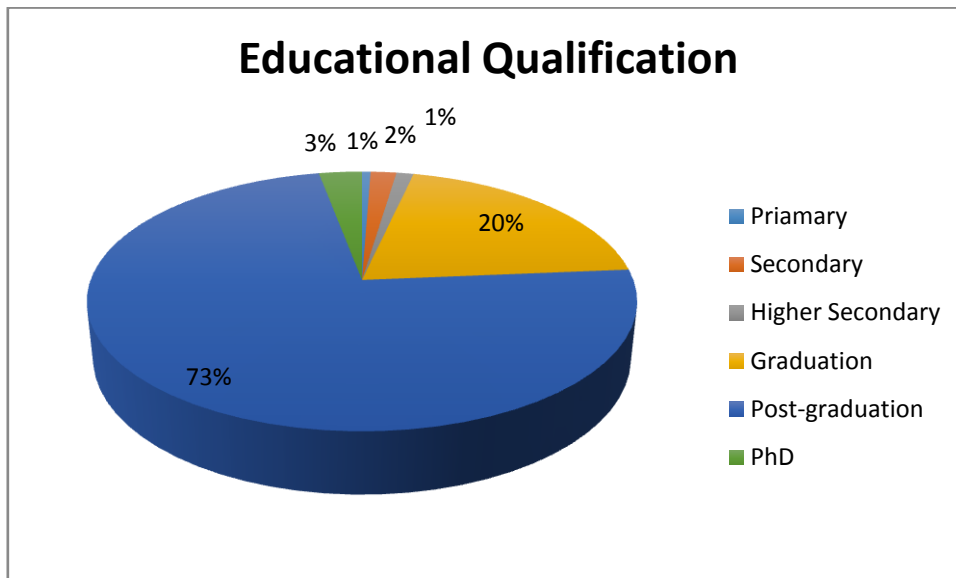
Figure 6.2: Respondent's Age



37% of the respondents is more than 58 years old, whereas 28% is between 28-47 years, and 24% belongs to the group of 48-57 years; only 11% is below 28 years.

6.2.3 Educational Qualification

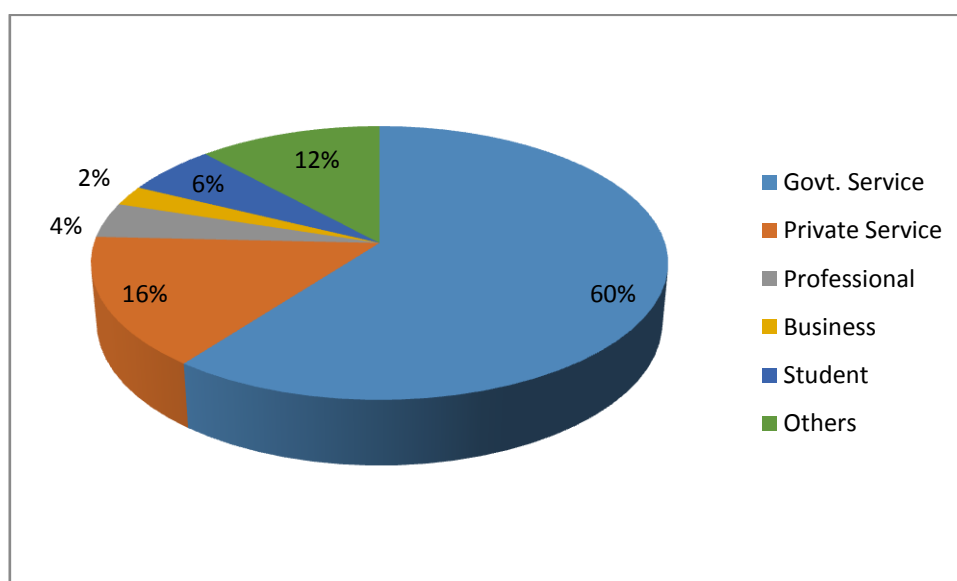
Figure 6.3: Educational Qualification of the Respondents



The major portion (73%) of the respondents has completed post-graduation degree –20% of them has completed graduation, 3% has PhD, 2% has secondary education and only 1% has primary and higher secondary education.

6.2.4 Occupation

Figure 6.4: Respondents' Occupation



Most of the respondents (60%) are from government service, 16% from private service, 6% are students and 12% belongs to other professions.

6.3 Perception of Major Actors

Actors in reform initiatives get involved in the process of reform. Policies are formulated and implemented by certain actors so that certain goals and objectives can be achieved and they consist of certain courses of actions to be taken in certain processes (Popoola, 2016). Actors play vital roles when it comes to formulating and implementing police reform. In case of police reform number of influential actors such as politicians, bureaucrats, police leadership, donor agencies, civil society, media, community, and military take part. This section has presented and analyzed the perception of four major actors regarding police reform in Bangladesh.

6.3.1 Political Actors and Police Reform

In a democratic country, political actors play a dominant role in formulating public policies such as police reform. A strong political will is significantly important for the effective implementation of police reform initiatives. Police reforms have to be supported by political will, by a political environment which allows the police a certain degree of operational autonomy. Political commitment is very important to perform their duties impartially and keep them on the right track. In reality, politicians usually interfere with the recruitment, promotion and transfer of police. Police are highly influenced by the politicians to get undue benefits and professional advantages. By the law, Bangladesh police are bound to do their duties with the consent of the concerned ministry and under the shadow of politicians.

The Bangladesh Police have been suffering from image crises because of the extent of corruption, brutality and lack of skills to face critical situations spontaneously. After the independence, both the military and democratic governments have recognized the problem, but did not take any initiative to uphold the emancipation of the police. They even ignored the necessary amendment of the Police Act 1861. It was a hardcore impediment to the advancement of police and police reform. An Additional IGP explained,

“Absence of democratic values, disruption of the continuous democratic system, hatred among the political parties and rigid bureaucracy are the major impediments to police reform in Bangladesh.”(Author’s Interview) [See Annexure 2, Interviewee # 1]

The reform of police has been overlooked historically. From the liberation of the British Government in 1947, both India and Pakistan could have updated the Police Act 1861. However, they did not look into the issue, and rather continuously ignored the facts. The Evidence Act 1872, The Penal Code 1868, The Code of Criminal Procedure 1898 and The Police Regulations of Bengal 1943 are still regarded as the mother acts for the police. These laws are devised in such a way so that the colonial legacy may exist. Thus the police always hold a colonial view in their activities. In the democratic regimes, Bangladesh Police could not show any difference from that of the British periods. The politicians also suppressed the necessity of modernization of police and related laws. Consequently, police have become an important tool to oppress the opposition and increase the interest of the ruling elites. An attempt was taken to resolve the problem with the Police Act 1861 by introducing the Police Ordinance 2007 during the last Caretaker Government regime. If it were passed by the parliament, it could have been the root of police reform in Bangladesh.

In a country like Bangladesh making the police pro-democratic and people-friendly needs a major decision from the government. Without a strong political will, it is impossible to make the police people-oriented. Political will refers to ‘the determination of an individual political actor to do and say things that will produce the desired outcome’. This definition has several important implications. First, it omits a number of things including the incapacity of political or administrative instruments to achieve an outcome, insufficiency of material resources, and institutional (or other) impediments and opposition from interest groups which may prevent the desired outcome from occurring.

Second, if a leader is to develop ‘political will’ to change or achieve something, s/he must have at least some imagination – some capacity to envision how things might be different. But it makes sense to treat imagination and ‘political will’ (the leader’s determination to seek change) separately. Imagination precedes ‘political will’, and is essential to its development, but it is not the same thing.

Third, ‘political will’ is an attribute possessed by individual political actors. If we speak of collective ‘political will’, we encounter difficulties. If a senior politician displays ‘political will’, other individuals may come to share it, but if we then refer to a collective ‘political will’, we begin to anthropomorphize and thus to mislead the concepts.

If we consider the police as a people-centric organization, the first necessity is to change the colonial Police Act. Until the day, no political will is found to change the very law. The most powerful political actors have almost no desire to transform the police force into an accountable organization (Crisis Group, 2009). According to a former state minister of the Ministry of Home Affairs,

“The separation of police is not possible until the police become a professional organization and it is a long-term gradual process. There is a major risk in separating the force suddenly without preparing the force to transform and changing their mindset.”(Author’s Interview, 2014)
[See Annexure 2, Interviewee # 2]

A former IG of Bangladesh police also expressed his views regarding political will as follows,

“The central power structure of the country does not own the feelings of the police. Each and everyone want to use police as a force for their self-interest political will coupled with bureaucratic resistance emboldens the anti-reform forces.” (Author’s Interview, 2014) [See Annexure 2, Interviewee #3]

Among the businessmen and politicians who are the powerful section of the ruling elite, including those in the current government, strongly opposed to a new law. According to a senior official of the Ministry of Home Affairs,

“They [businessmen and politicians] don’t want them [the police] out of their control. They want to retain power, so they can use the police for themselves ... they don’t want it [a new police law] to happen. No one with power does.” (ICG, 2009: 7).

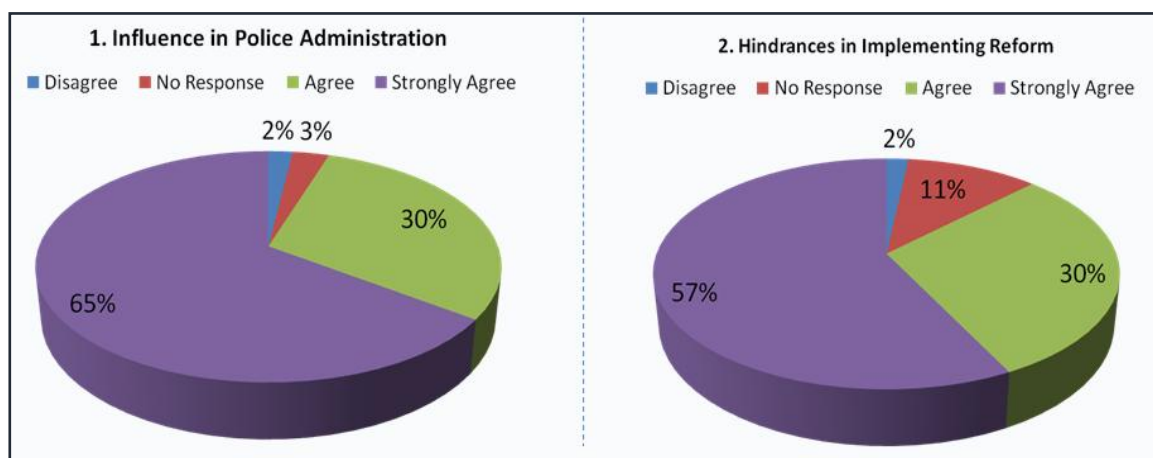
Several problems bedeviled the Police Reform Program (PRP) from the outset. A clear lack of political will by successive governments to take up police reform was the biggest obstacle. Despite partnering with UNDP to launch the PRP in 2005, the State Minister for Home Affairs at the time, Lutfozzaman

Babar, tried to scuttle it. A retired police officer said in the interview of Crisis group in 2009-

“He [Babar] knew real police reform would loosen his control of the police. He was more interested in protecting what the police could deliver for him and the party leader [Khaleda Zia] than what they could do for the public.”(ICG, 2009: 19).

Although the PRP gained momentum under the military-backed caretaker government (CTG), in the absence of amending or replacing the Police Act of 1861 to give a legislative mandate to necessary structural changes in the police organization as many officers had hoped, the PRP has become a set of administrative interventions at the top level of the police ranks rather than a deep and genuine reform process.

Figure-6.5: Influence of Political Actors in Police Reform

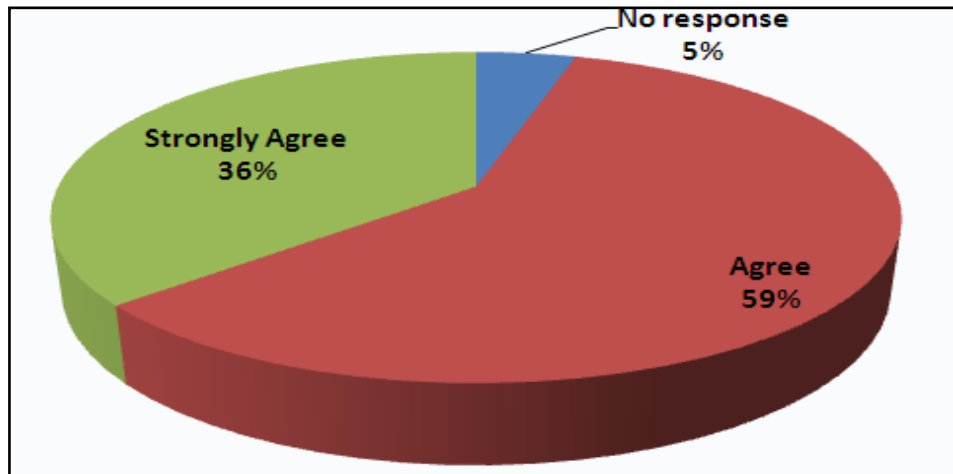


In the survey, 95% of respondents agree that politicians influence the role of police administration and 87% of the respondents agree that ‘lack of political will’ is the main hindrance in implementing police reform initiatives.

The baseline survey of PRP 2011 (PRP, 2011) shows 64.4% of respondents considered that police suffer from external interference and undue pressure. The

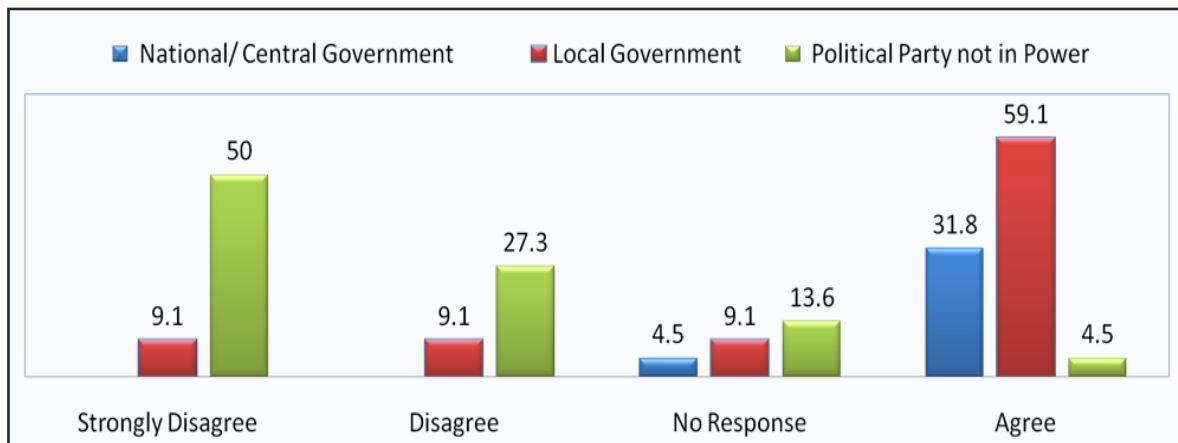
majority of the people who agreed said that this interference comes from local political leaders (72.3%), which hinder good governance in police administration as it affects the performance of police significantly. These unethical interferences also create hindrances in formulating and implementing meaningful reform initiatives.

Figure 6.6: Perception of Politicians Regarding Police Reform



Most of the respondents (95%) who are politicians stated that police reform will ensure a professionally effective police administration which benefits all including politicians. It is almost clear from our study that politicians also want reform in police administration but they require some preconditions to transform and change their mindset.

Figure 6.7: Observation of Politicians Regarding Police Reform



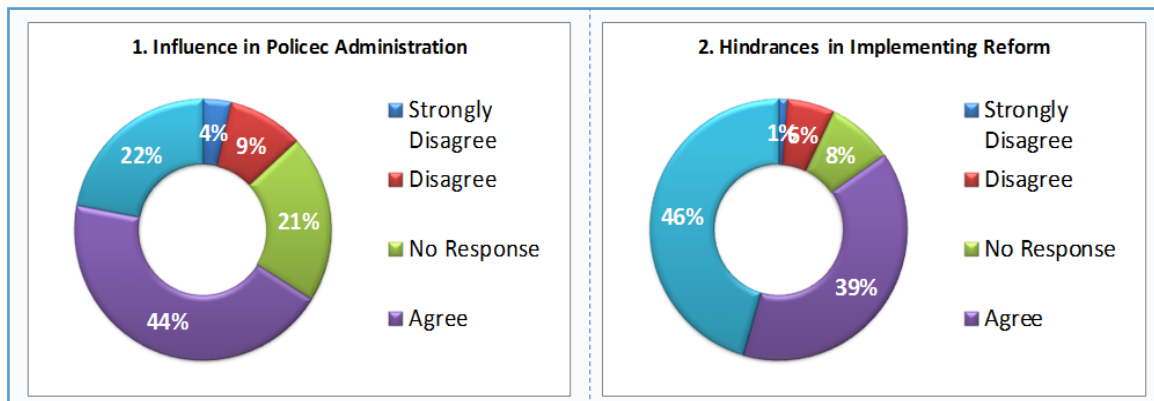
Among the politician respondents, 63.6% suggests that central government has a strong role in influencing the effectiveness of police administration and only 13.6% suggests that local government can play a role on the above-stated matter, while only 4.5% expresses that political party not in power has a role in enhancing the effectiveness of police administration. It is true that political party in power can play the pivotal role in transforming the police into a democratic and people-oriented police force through the meaningful police reform initiatives. The opposition party also can help the ruling party in this regard through their constructive criticism and significant directions. But it needs the practice of democracy and better understanding among the political parties, which unfortunately are absent in our country.

6.3.2 Civil Administration and Police Reform

Bureaucrats or civil administration is one of the key actors of police reform in Bangladesh. The issue of comprehensive police reform has to be seen in the context of the role and influence of the civil bureaucracy. Police reform needs appreciation and support by the civil servants who are also responsible for formulating and in some case implementing reforms that are likely to impact on them. Most civil servants adopt a protectionist attitude toward the existing power configuration, which usually benefits vested interest groups including themselves. A weak political leadership further bolsters bureaucratic resistance to administrative reforms.

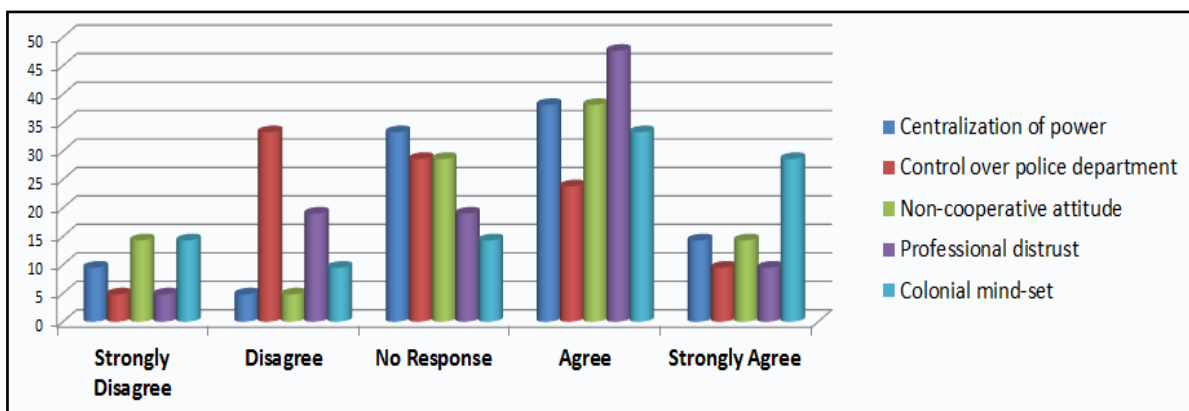
Bureaucrats often interfere in the police administration. Bearing colonial attitude in their mind, bureaucrats, with no reason, interfere into every police administrative business like restructuring, expansion, transfer, promotion, peacekeeping deployments of police etc.

Figure 6.8: Influence of Bureaucrats in Police Reform



A large portion of the respondents (66%) expressed that members of civil bureaucracy interfere/influence the role of the police administration and 84.7% expressed that members of civil bureaucracy cause hindrances in implementing police reform.

Figure-6.9: Factors that Influence Bureaucratic Culture in Hindering Police Reform



Trust is an important factor for maintaining the effective relationship among the organizations of the state. Among the respondents from the civil administration, 47.6% states that professional distrust is an important factor that hinders the reform process and the relationship between police and bureaucracy. Centralization of power is also a great obstacle for the non-implementation of police reform initiatives. Some of the respondents (38.1%) suggest both centralization of power and non-cooperative attitudes as influential factors

and 33.3% also highlight ‘colonial mindset’ as an important factor that defines the relationship between the police and the bureaucracy. Mutual trust and cooperation among the government agencies are necessary to bring a meaningful and effective police reform. Bureaucrats have to understand they are the part of the whole process, not a victim of empire building by the police. According to a former IG of Bangladesh Police and former Advisor of the CG,

“Bureaucratic resistance, negative attitude towards police and non-cooperation of DCs with the SPs at the district level are the major stumbling blocks to the police reform initiatives.” (Author’s Interview, 2013) [See Annexure 2, Interviewee #4]

It is also true that there is considerable opposition from within the bureaucracy for adopting a new legislation such as the Police Ordinance (2007) that would increase autonomy of the police. Bureaucrats from the Ministry of Law, as well as others from the powerful Ministry of (then) Establishment and now Public Administration, argue that increased autonomy would reduce the accountability of the police. Reflecting a long-standing rivalry between the police and the civil administration, Humayoon Kabir, the Deputy Commissioner (DC) of Bogra district explained,

“The police have money these days, so they want to rule over other people and be accountable to no one. But, if they have both the gun and no accountability, there will be anarchy. So there should be oversight from an executive magistrate, like us, for the sake of accountability.” (ICG, 2009:5).

It is unlikely that the government could push through a new police law like the ordinance in the face of opposition from the administration cadre without

undermining the objectives of reform. For example, the administration cadre, furious over having its powers clipped by the Separation of Judiciary Ordinance, threatened to shut down the government unless the CTG scuttled the police ordinance. Unsurprisingly, it was the head of the CTG, Fakhruddin Ahmed, according to several senior CTG, military and police officials, who sided with his former administration cadre colleagues against the ordinance. NBK Tripura, an Additional IGP, recalled that in the early days of the CTG Fakhruddin Ahmed issued a directive to make the new ordinance a priority and gave the police force three months to come up with a draft. The CTG Advisor for Home Affairs MA Matin pledged to pass the ordinance even as late as mid-2008. But, after being heavily lobbied by his old civil service colleagues, Ahmed and the CTG backed down despite pressure from diplomats of western countries such as the then British High Commissioner Anwar Chowdhury. NBK Tripura said,

“Fakhruddin didn’t even accept the file of the police ordinance because he buckled under the pressure from the administration cadre”. (ICG, 2009:6)

While this is only an example of the administration cadre’s power, it illustrates why governments are hesitant to challenge it head-on. According to a senior police official,

“It [also] demonstrates how low strengthening the police ranks in the government’s priority list.” (ICG, 2009:6)

Though the bureaucracy is broadly defined to be intended to deal with the administration of all types of affairs of state, it fails or falters in a certain specialized arena such as police affairs. The concerned personnel usually stays in certain post for a specific term ranging around for a span of two or three years which is insufficient to let them be exposed to the totality of

police affairs. The current political setup triggers loads of incentives to influence all functionary organs of the state in a direct manner. The civil bureaucracy clinches an upper-hand for bureaucrats to wield influence over the police department. This trend is rooted in the British administrative setup. Though now free, an SP was stipulated to act at DM's disposal as per the Police Act 1861. The police still have to fight many obstacles from civil bureaucracy although the police cadre has already surpassed other cadres in the BCS combined merit list. Therefore, fresh work environment is still distant for police. Bangladesh police is undoubtedly the central security organ of the state. It has around 1, 70,000 members. However, the civil bureaucracy is sadly limited in understanding security and other affairs related to law and order (Karzon, 2006). The police department has experienced many not-so-friendly situations between SPs and DCs in various districts. The police work at the grassroots to make the law effective, which is often opposed by other branches of the administration. Being the gateway to the criminal justice system, the police also face interruptions from politicians and judicial officers. The police, along with lawyers, courts and correction centers, take part in the criminal justice system. There are many stages in this process. Lodging cases, investigations, apprehensions, custodial remands, charge sheeting, giving final reports, acquittal or conviction, imprisonment etc. involve lots of logistic support and support from other organs. The police are enjoying little cooperation from others. This is more alarming as conviction rate is decreasing day by day. Resistance comes from politicians who lobby to release the accused that have been arrested and kept in police stations and jails. Politicians also try to manipulate case disposal process at various stages. The police is entrusted with the duty of taking care of people and property at any cost. This is a difficult task because many criminals are active in breaching law. Many crimes are being committed in society every day. People's property is being grabbed and misappropriated. As many security crises are arising day by day, police's

responsibilities are increasing. On the other hand, bureaucratic tangles are complicating the duty of security professionals. The district administration, the judiciary and other civil society members are largely reluctant to help the police.

The police are key participants in the creation of safe and stable communities. There has been a repeated call from the police to offer a truly free and neutral environment. The police have also emphasized on building relationships with other departments to ensure justice. But the civil bureaucracy deems to think that curbing law and convicting criminals are only upon the shoulders of the police. In Bangladesh, there is a widely held view that crime prevention should largely be a police responsibility rather than being the collective responsibility of the police, the community and other stakeholders. They should not be singularly relied upon to prevent crime. Greater collaboration on mutually complementary initiatives between all institutions of the justice sector, government, business community and civil society is required to reduce crime and fear of crime.

Crimes are as old as the society. People are born with different genetic deposition and exposed to different environments (Joseph, 2001). As crime is a logical consequence of that environment, criminals should not be condemned for committing crimes. Rather he can be corrected through proper procedures. However, it is difficult for the police to lead the criminals to a reformed condition alone. All other organs of the state should aid police in this justice system. Justice is not an alien idea. It is as much socio-anthropological as crime is. As a social phenomenon, crime needs to be dealt with socially. Only conviction will not have any deterrent effect on criminals. Rehabilitation and correction attempts can make them socially integrated. So the police's burden has crossed all imaginable boundaries over the years.

The Government of Bangladesh (GoB) has recognized the importance of improving human security and the need for a comprehensive police reform as part of this process. The GoB has made numerous statements about its priority to strengthen the rule of law and improve the state of security in the country (Shafi, 2010).

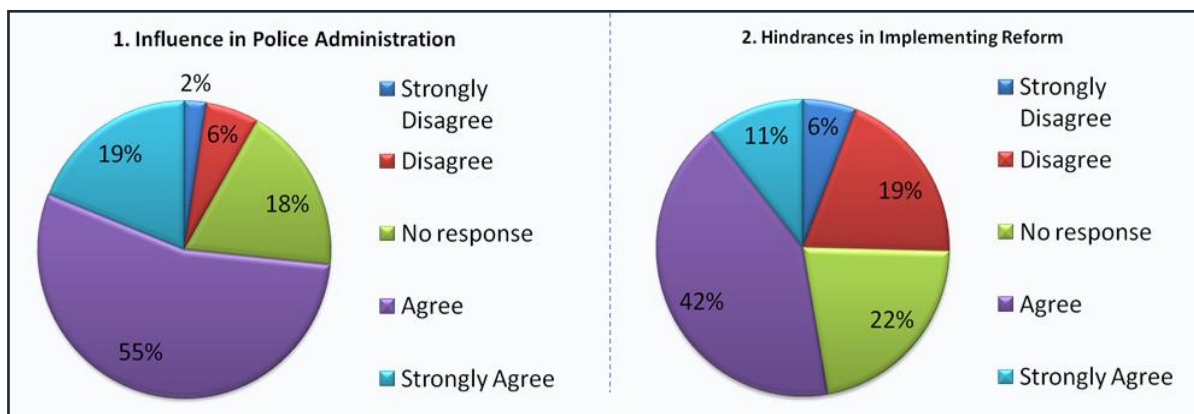
The police are central to any function of the state. The bureaucracy is meant for facilitating functions of the police department because the police are not serving aliens. If the bureaucracy keeps on interfering in internal affairs of the police department which exclusively deals with security, reform will remain a dream. Exercising power is a vague idea. It is not only the police who exercise power, but also there are many who seek the opportunity to exercise power, and more often are able to do it. The police are empowered to take cognizance of crime through wielding the legal power. None should be jealous of this. The police need free environment to work; it will not mean giving police more power in a naked way, rather ensuring that justice is not miscarried.

6.3.3 Police Leadership and Police Reform

As the purpose of police reform centers on the direct relationship between public confidence in and expectations of the police and police performance standards, the police have a significant role in shaping its performance level. It is the most important actor in police reform process. If the standard of police performance is below public expectations within a democracy, there is a corresponding absence of public confidence and trust in the police. Effective police leadership and the strong institutional urge are significantly necessary for the better implementation of police reforms. As a Former IGP and Advisor of Caretaker Government explained,

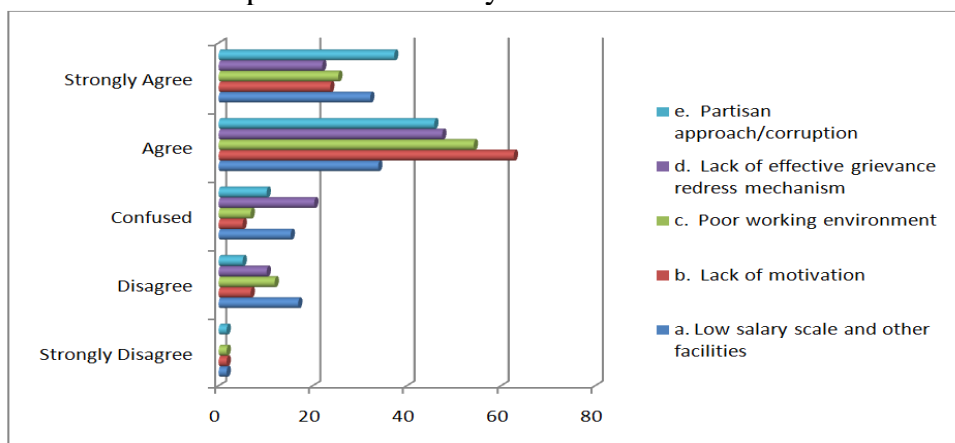
“There was ample opportunity to reform policing in Bangladesh during the last Caretaker Government (2007-2008). Had there been efforts hard enough, the police could have attained what the judiciary has been able to by separating itself from the executive. Unfortunately, the police failed to achieve such successes in the absence of strong leadership.” (Author’s Interview, 2010) [See Annexure 2, Interviewee #5]

Figure 6.10: Influence of Police Leadership in Police Reform



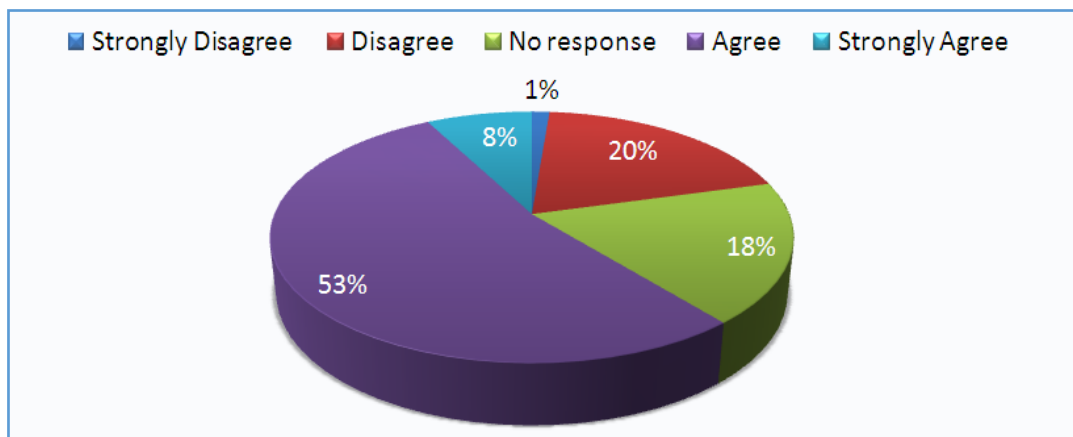
Among the respondents 73.3% stated that senior police officials have a significant role in effective police administration and 52.7% stated that ineffective police leadership is a hindrance to institutionalize police form

Figure 6.11: Reasons for Undemocratic, Heavy-Handed and Non-Cooperative Mentality of Police Personnel



A significant majority (83.4%) of the police respondents suggest that lack of motivation is a crucial reason for undemocratic, heavy-handed and non-cooperative mentality of police personnel, and 83.1% suggest that partisan approach and corruption are critical to qualify the above features of the police leadership.

Figure 6.12: Perception of Police Regarding Police Reform



Police leadership is enthusiastic about accepting changes in the existing setup. Most of the police respondents (61%) stated that a proposed police division will bring significant change in the police department. They also think that a comprehensive reform initiative is necessary in order to make the police a helpful and trusted force which will serve better for the nation.

Lack of awareness among the police force about the reform initiatives is an influential factor which makes hindrance in its implementation. The baseline survey of PRP in 2011 shows lower level police officials are less aware than the higher level police officials.

Figure-6.13: Percentage of Respondents on whether they are Aware of the On-going PRP (PRP, 2011: 41)

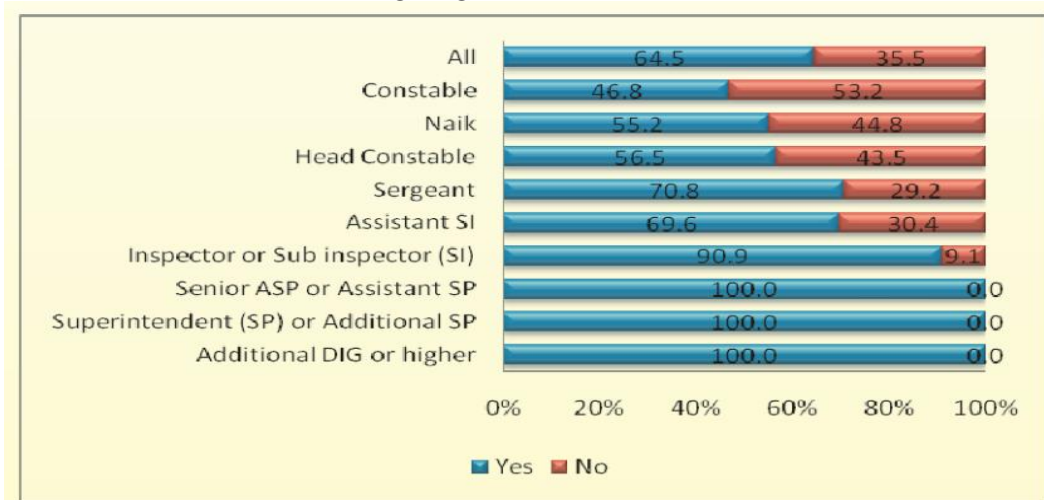


Figure 6.13 shows that 53.2% of constables, 44.8% of *naiks*, 43.5% of head constables, 29.2% of sergeants and 30.4% of Sub-inspectors are unaware of the police reform program. In order to implement the reform initiative effectively, it is necessary to make police officials of all level understand the concept of police reform and realize the significance and necessity of this initiative for transforming it into democratic and citizen-centric. The police leadership needs to ensure not only that they lead by example in taking up the reforms but also that they motivate the police rank and file to implement and to sustain the change. Only then reforms will be truly sustainable.

6.3.4 Development Partners and Police Reform

Development partners as an external actor can play a crucial role in the formulation and implementation of police reform initiatives. Development partners at the national level the civil society, community NGOs and the media, and at the international level multinational development agencies, donor agencies, and foreign consultants may affect the process of police reform in a diverse way.

National Level: Civil Society/Community/Media

The civil society and community actors play a significant role in ensuring accountability of police forces. Celador G C (2013) identified three types of actions by which the civil society perform this role.

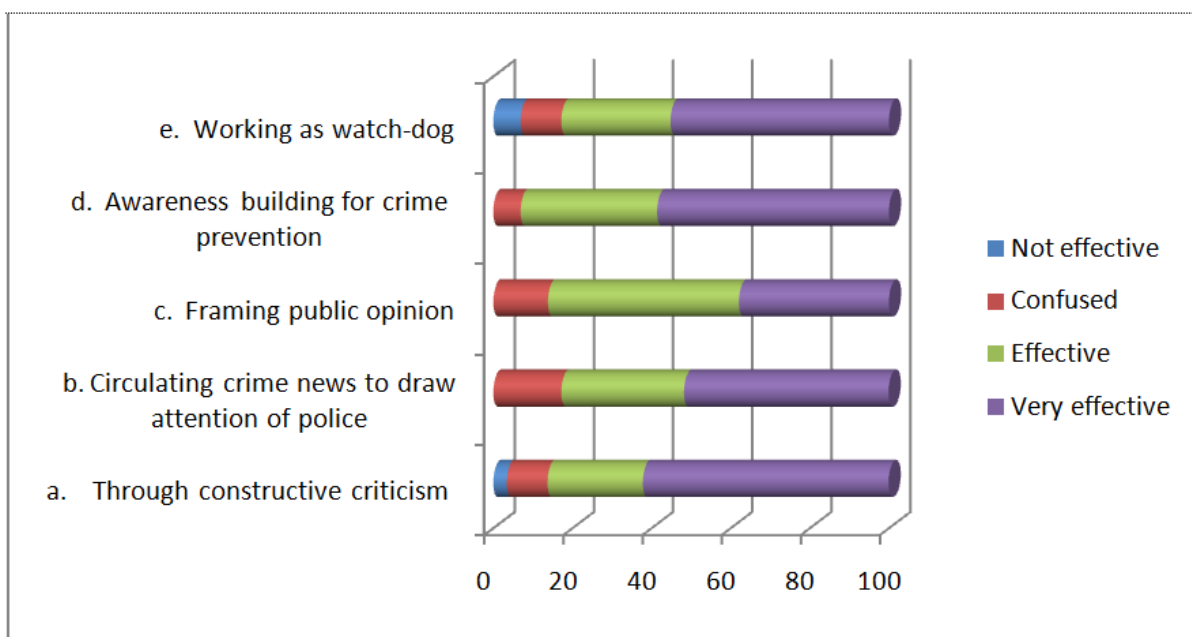
First, it can be the source of information on security matters for both the public and the policymakers, and they also can contribute in the shaping and implementing the policies.

Second, it can promote and facilitate the wider participation in the process through the public debate on security matters, which also contributes to the development of reforms.

Third, the civil society can hold security actors accountable for wrongdoing and malpractice by performing an oversight role.

The media as a vector for information also play the primary role where it has the potential to develop public understanding of the complexities of policing and the underlying difficulties, challenges and potential for changing the same. It is only through this deeper understanding that public opinion will move from being merely a general complaint against police functioning to an effective catalyst for positive change.

Figure 6.14: Influence of Civil Society and Media in Police Performance

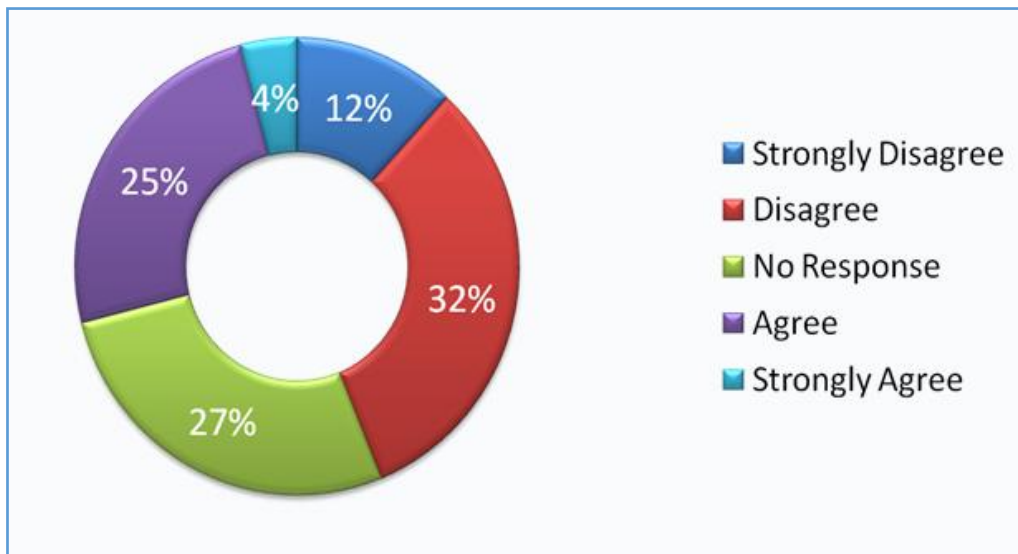


The civil society and the media can influence police performance in a diverse way. The majority of the respondents from the civil society, community and media sector expressed that they have an effective role in shaping police perception – 93.1% of them think that civil society man media has an effective role in awareness building for crime prevention, while 86% think their constructive criticism is very effective, and 85% agree that they have an effective role in framing public opinion regarding security issues.

International Level: Multinational Development Organizations/ Donor Agencies, and Foreign Consultants

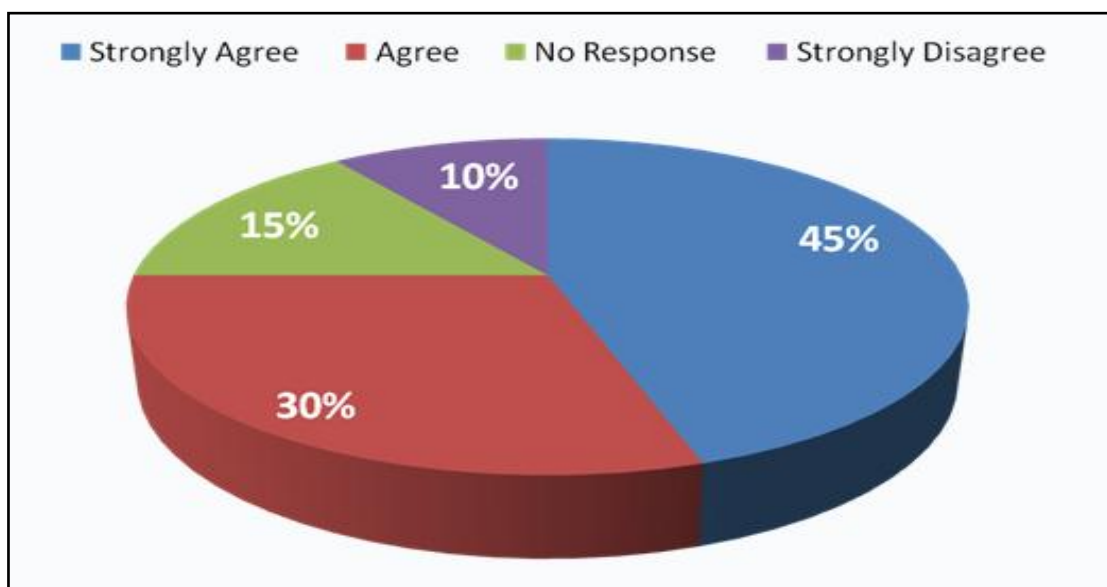
International development partners such as multinational development organizations, donor agencies and foreign consultant sometimes influence the police role.

Figure-6.15: Influence of Development Partners in Police Reform



24.9% of all the respondents claim that development partners influence the police administration in a diverse way. From the above statement of respondents, it is clear that the influence of development partners is not strong compared to the other three actors mentioned earlier.

Figure 6.16: Perception of Development Partners Regarding Police Reform



75% of the respondents from the development partners suggested for providing more aid or support for development initiatives to ensure better performance of the police. They think that police department needs more funds for improving their performance through various training and development programs. According to a Bangladeshi PRP adviser,

“We [Bangladeshis] have not demonstrated any foresight either; we could have thought of some these things ourselves ... The bottom line is the police need more money and improved budgeting.” (ICG, 2009:20)

National and international development partners have influential roles in the policy formulation and implementation. The PRP is the first attempt of the country in a joint venture with the UNDP and GoB. The objective of this program was to build professionalism by improving crime prevention and operations, investigations, oversight, accountability, communications and human resourcing with an emphasis on recruiting an additional 3,000 female officers by 2010. But there were problems with the understanding of development partner agencies and the actual demand or priorities of reform. Former officials say donor agencies compound the problem by hiring unqualified staff to fill the gaps. Strong personalities and perceptions of cultural bias at the national management level have also slowed down the program (ICG, 2009).

Senior UNDP PRP staff and their police counterparts worked from offices on opposite sides of the traffic clogged-capital, preventing effective communication. As a result, the needs of the police and the goals of donors are sometimes at odds. The most glaring example has been the emphasis on equipping the police rather than training them. A former IGP explained,

“The international community does not understand the priorities here. The peculiarities of policing here have to be understood. Preventing cybercrime [referring to the PRP’s cybercrime project] is important but it is not a priority here. There should be a balance between hardware and software. The focus has been too heavy on the hardware side” (ICG, 2009:20).

Another significant problem is that this type of reform initiatives got importance greatly from donor agencies and less interest from the government. As a Bangladeshi UNDP official explained,

“The fundamental problem with the PRP is that it is not a Bangladeshi priority, it is a donor one. All governments, even this one, don’t want to push the program; the donors do all the pushing. This is why there hasn’t been political will for the program and this is why there won’t be. And this is why PRP is not real reform” (ICG, 2009:20).

6.4 Critical Factors of Police Reform

6.4.1 Institutionalization of Police Reform

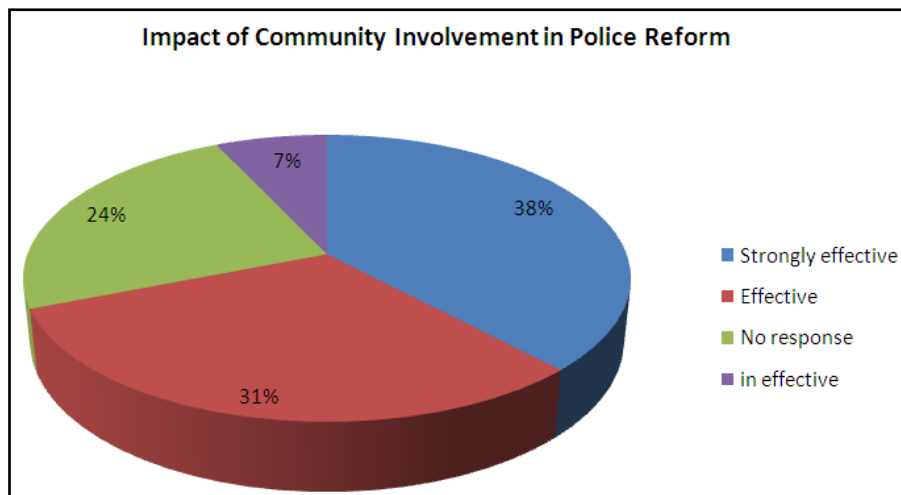
One of the most important issues for police reform and other law reform efforts is institutionalization. Once the reform programs are formulated, once the laws are rewritten, how can we ensure that the reforms take effect? Many of our laws as they currently stand, if followed, would constitute reforms in effect. Our Constitution emphasises that everyone should be treated equally and that all decisions should be made without fear or favour. If this could be achieved, we would be halfway to achieving the reforms we desire. However, the laws and regulations are full of exceptions and loopholes, so that to the extent that they

are enforced at all, discretion becomes the rule. There are several ways (Shahjahan, 2006) in which can help in the process of institutionalization of a police reform.

a. Community Involvement

Successful police reform programs promote a sense of community ownership and participation by those affected by reforms. The police and the community must consult with one another and work together in order to achieve effective reform.

Figure 6.17: Impact of Community Involvement in Police Reform



The majority of the respondents (69%) expressed that community involvement can play a significant role in institutionalizing and implementing police reform. Whereas 24% of the respondents remained silent and only 7% expressed an opposite view that community involvement has no important role in police reform. 63% of the respondents also expressed that lack of public trust is an obstacle to police reform.

b. Community Policing

Community policing had started in Bangladesh before the PRP entered into the scene with its reform packages. This was a police-initiated project to share its

burden with the community. The idea was excelled by a few senior officers in Mymensingh and Rajshahi ranges of Bangladesh Police. In the early 1990s, senior police officials at the Mymensingh District Police Headquarters established a forum titled Town Defense Party (TDP) to address the poor law and order situation existing in the area. The TDP applied the proactive policing strategy that was based on the principle of the police and community together finding solutions not only in response to current problems, but also as a pre-emptive measure (CHRI, 2011). Mymensingh Police devised a framework for the TDP where the decisions were taken jointly with the community elites and funds were locally raised to support the activities. By 2000, three districts—Mymensingh, Jamalpur, and Chandpur—started implementing community policing. The objectives of the community policing were to (i) reduce crime and victimization thus maintain public safety in the local area, (ii) ensure road safety and traffic management in local areas, and (iii) improve the quality of police service in consultation with locals (BP, 2010). Therefore, local police headquarters facilitated a top-down approach to franchise some its responsibilities to the TDP as a new form of community policing in some selected areas of Bangladesh.

The DFID-UNDP funded PRP considers crime prevention as a significant component in both phases of the project, and the community policing activities are labelled under the component of national crime prevention in Bangladesh. As the 2013 Annual Report of the PRP (UNDP-PRP, 2014: 15) mentions, the project reinforces its commitment to “consolidate community policing and crime prevention” through strengthening relations between the community and the police. The UNDP-DFID launched an idea of community policing forums (CPFs) in a more nationwide context under the crime prevention through community policing cluster. This establishment of the CPFs and the appointment of Community Policing Officers (CPOs) from the existing human

resources in selected police stations (PS) to monitor the CPF are indicative of a mere top-down approach that is introduced by the PRP. It aimed to institutionalize community oriented policing in the existing policing culture of Bangladesh (UNDP-PRP, 2009). In the Phase I of the project, UNDP-DFID supports to establish over 20,000 CPFs dedicated to building a closer relationship with local people. In the second phase, the PRP supported an approximate figure of 8,400 forums and spent resources in building capacity of the police to monitor operational implementation of the CPFs (UNDP-PRP, 2014). The program disbursed funds for 97 unions of 64 districts and 47 Wards of six metropolitan police units across the country (UNDP-PRP, 2014). However, the approach remains deeply flawed because the PRP fails to provide enough attention given to the monitoring and on-going work of the CPFs in different parts of the country. The ICG (2009: 22) identifies that “over 20,000 CPFs were hastily established, often without police officers and their communities having a clear understanding of the objectives. Moreover, CPFs were rolled out before the ministry approved the National Community Policing Strategy drafted by UNDP and the police, creating what once an MP described as 20,000 rudderless ships.

c. Transparency

Transparency in the activities of police is an important factor to enhance the relationship between the police and the community. Recruitment, selection, posting, promotion etc. should be based on a transparent and a corruption free process. 64% of the respondents think that corruption is a great threat in the implementation of police reform. Corruption creates obstacles to the way of bringing any good initiatives in police service.

d. Trust-building

Mutual trust building is very important in order to improve the relationship among the reform agencies. Most of the civil bureaucrat respondents (61%) suggest that trust building should be focused in order to strengthen the relationship between the police and the bureaucrats which will be helpful in institutionalizing police reform.

e. Political Neutrality

The police must be insulated from political pressures and other influences of those with vested interests. It has been mentioned earlier that 94.7% of the respondents agree that politicians influence the role of police administration and 86.4% think that politicians create hindrances in police reform initiatives. So, political neutrality is a must for effective implementation of police reform.

f. Adequate Resources

The police need adequate financial and technical resources and improved working conditions to provide them with a functional environment. We should focus not on the conditions of the high-ranking officers but those of the police stations. The police officers cannot perform their jobs effectively if they do not have a good working environment with necessary supplies and equipment. The respondents from police officials identified some reasons behind the undemocratic, heavy-handed and non-cooperative mentality of police personnel. Poor working condition is one of them. About 79% of the respondents from police service agree with it, and 71.6% mentioned inadequate resource allocation as a significant obstacle of police reform.

g. Accountability and Responsibility of Police

The police must be held strictly accountable for any breach in their code of conduct. Accountability and oversight mechanisms must be applied to all ranks

of the police force. A functional police department best mirrors true image of democracy. As people are most extensively treated and dealt with by police in different sectors of society, governance is really reflected by this organization. Moreover, people cannot privatize state security and legal responsibility, so police is an essential organ of the state. Security is a massive concept spanning from bedroom to the secretariat. This idea has expanded over the years with the emergence of the industry, marine and blue economy, green property, financial organization, cyber world, online business and many more economic enterprises (BLAST, 2015).

To tune up with the technicalities of modern world, the police department has also incorporated many IT giants, cyber specialists, engineers and academicians. Sadly, this has been proved insufficient with the piled up complaints of cyber-attack, robbery of banks, trafficking of humans, kidnapping rose by the common people. One message is clear – the police have lot to do to ensure security. The police have to read total scale of people’s worry over their life and property. It is disappointing to see that crime is increasing although the police is being paid off to slow down crime and speed up social economy. Time to ripe by now to revisit this issue. Common people expect nothing more than feeling secure against political harassment, free of exploitations etc.

In theory and practice, there are (and should always be) two levels of responsibilities in the Police Service – one is the policy level and the other is the operation level. The policy level [i.e. formulating policies for law and order in accordance with the political commitment or election manifesto of the party or parties in power (Jonathan et al, 2012) is dealt with and controlled by the Home Minister, usually an elected politician, who is accountable and responsible to the public, through the Parliament, for policy matters. On the other hand, the operation level [i.e. inquiry, investigation, arrest, charge, police bail etc.] is

controlled and managed by the professional civil servants within the Police Service, who include the Inspector General (IG), Police Commissioners, and Superintendent of Police (SP), who are responsible and accountable for all operational matters. This is exactly what we see in the UK where the Home Secretary [Cabinet Minister], an elected representative, is responsible for all policy matters and Metropolitan Police Commissioners and Chief Constables are wholly responsible and accountable for operational matters. They do not cross their respective boundary or transgress each other's clearly set arena. This clear division of responsibility and accountability is essential, in multiparty democracy where a party or parties run the country, for applying the law equally to everyone, irrespective of any political affiliation. We frequently see in the UK that when a major incident or accident happens the police usually deal with all operational matters including investigation, inquiry, arrest, charge etc. without any interference from the politicians.

The police inform the public of all developments through press release and press conference. We do not see politicians becoming over-active or giving false hopes and expectation of arresting culprits within a definite period or engaging in blame games. The separation of powers between the police and government is considered an important tenet of liberal democracy. The separation of powers assists in ensuring that the police are not used in a partisan political way to harass and punish political opponents and dissidents. There is also a separation of roles and powers between the courts and the police. It is the role of the police to bring suspected offenders before the courts and the court's role to decide on guilt or innocence and, in the case of conviction, decide on punishment (Daly, 2011).

The police have various roles. Officially, the core functions of the police include enforcing the law, keeping the peace and protecting life and property. In

carrying out these functions the police have a broad discretion. How police discretion is used and how the various police roles are prioritized will have an impact on the policing of political protests. Strict adherence to enforcing the law at a protest, for example, might involve mass arrests for minor offences. Such mass arrests will inevitably impact on police resources and might undermine the capacity to undertake other police functions. Such mass arrests might be perceived as provocative by an otherwise peaceful crowd, escalate conflict and lead to breaches of the peace that might threaten life and property.

A hard or uncompromising attitude to protests prioritizes enforcing the law regardless of the consequences for keeping the peace, whereas a more conciliatory style of policing political protest generally prioritizes keeping the peace. When keeping the peace is prioritized police will generally only make arrests in a protest situation where the offences are serious and on, balance the risk to life and property in not making the arrest outweighs the risk to life and property associated with making the arrest.

In democratic states, policing should comply with the law, be accountable and respect human rights. It is widely regarded that the police in any given society have a difficult job to fulfill. Dealing with criminals and placing them in harm's way on a day-to-day basis is indeed, an admirable calling. Although seen as difficult, there is an underlying sentiment in the general public that the job of law enforcement officers is relatively straightforward. Simply put, their job is to arrest the "bad guys". This is true to a point; a large part of their job is to arrest these so called "bad guys". However, it is not as straightforward and simple as people would believe it to be. Police are faced with tough moral decisions on a day-to-day basis. They are to decide when and how to act when presented with violations of the law. They are given the use of force as a means of crime prevention but often the very usage of this force is questioned and

sometimes, deemed unnecessary or excessive. They are also faced with the possibility of conflict of interest cases. Moral dilemmas are also a large part of policing. How they are dealt with is ultimately up to the individual officers but the ramifications of their decisions can be extremely damaging to both themselves and the force at large. There are, however, certain measures and procedures put into place that try to mineralize the variability of choices an officer has, thus making the proper course of action more apparent.

The police are equipped in many ways to enforce their law. They are given weapons that enable them to effectively deal with those they find in violation, specific training as to how they are to carry out their enforcements and the laws themselves, which are guidelines as to how the members of any given society are expected to conduct themselves. Ultimately the burden rests upon the shoulders of an individual officer to use his or her discretion to recognize what constitutes a breach of law and the appropriate response that these actions warrants.

Policing in South Asia is often criticized on various grounds – excessive and discriminatory use of force, lack of accountability, political interference, corruption, abuse of power and much more. The police also suffer from very low legitimacy in the eyes of the public at large. However, although people are often critical of their experience with the police, there is little clarity, both among the people and the police, on the correct procedures that the police should follow. It is strongly believed that in order to strengthen accountability of the police, it is not only important to reform the police administration but also equally critical to increase awareness among the people about their rights vis-à-vis the police, guaranteed under the laws of their country. Only an informed citizenry can ensure that a policeman on the street does not abuse his

powers, and in this way, contribute towards building a police force that is accountable.

As the police is called a law enforcing agency, they have to exercise some function and responsibility. Some of these are preventive activities which are taking all necessary measures to prevent cognizable offence, arrest the person involved in the conspiracy of committing of any offence, or taking attempt, commit any crime taking all necessary measures to protect the property of the government, taking control of any property which might degrade law and order situation. Sometimes after taking the preventive steps, some offence has been done, then the responsibility of police are to find out the criminal, arrest, bring the criminal before the court, carryout investigation, submit the police report, and perform all other orders of the court. Now-a-days the police is performing some social responsibilities including patrolling on the streets, protecting important establishments, combating terrorism, seizing illegal drugs, preventing trafficking, guarding prostitution, discovering illegal arms and explosives, assisting in conducting mobile courts, assisting in conduction of public examinations, and preventing collisions between rival political parties or any other kinds of clashes.

The police are enjoying some power, but most of them are not absolute. The only absolute power is to give the supplementary charge sheet. The other powers are to give Police Report (charge sheet, final report) under Section 173 of CrPC to arrest anybody with an arrest warrant, to detain anybody for reasonable cause, and to search anybody, home, property with a search warrant.

It is a difficult task for the police to fulfill all aspirations of the people because the police are insufficiently equipped and armed. They have to fight structural deficiencies and many other limitations. With increasing syndication in crime

and orchestration of cross-national crime, the police are really at loggerheads with the public. Millions of complaints are remaining unsettled only because of the insufficient number of police officers. This also necessitates urgent notice from the government for equipping the police department with modern crime detection mechanisms. People may have unrealistic and unjustified expectations that the police will save them heroically. But there are many legal bars for which the police may not interfere in every situation. It is a quasi-judicial body which practices judicial policing in many cases. So there should be defined rules of business for the police. A good social order becomes sine qua non in the age of globalization where nations struggle and aspire after development. Whatever may be the nature of a state and government, it needs good law and order for achieving desired social, economic, and cultural goals. Bangladesh, as a state, has its aim to “realize through the democratic process a socialist society, free from exploitation...” In achieving the goal set by the Constitution, the state needs a stable social order. Bangladesh Police is an integral part of Bangladesh from the moment of its establishment as it has been entrusted for ensuring law and order. A modern democratic state can hardly think of running its affairs without the assistance of law enforcing agencies. Their role is significant in the context of multi-dimensional problems and complicity of urbanization and industrialization. Moreover, there is a paradigm shift in the policing as the concept of ‘police force’ has been turned into that of ‘police service’ and a stable order is considered as a precondition for development of any country. In a modern structured state, people expect law enforcing agencies to be brave commander of ensuring order and maintaining social stability. Policing is not an adaptation of film into the society nor is meant for the atrocity. Policing by consent will prevail in the end. Being a disciplined force and having a legacy of more than 150 years, Bangladesh Police still sustain disrepute and people are not sufficiently content with police performance. Though many police officials sacrificed their lives in the liberation war and members of this force earned

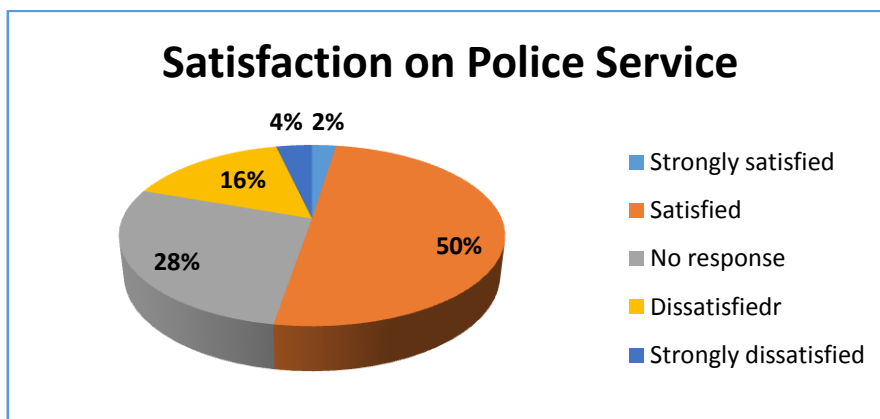
good reputation in the UN peace keeping missions, nevertheless, domestically people consider police as “high handed, coercive, and corrupt”. Moreover, frequent reports of custodial deaths, sexual harassment of arrested women, custodial torture, taking bribe, manipulating investigating reports and other malpractices have constructed a negative image of the police in Bangladesh. Successive governments have not taken any effective measure to reform the police force.

6.4.2 Trust on Police and Demand for Reform

a. Trust on Police

Trust on the police reflects a positive relationship with the increasing demand for the reform of this force. The study shows that 50% of the respondents is satisfied and 2% strongly satisfied with the activities of the police, whereas 28% have no response, and 16% dissatisfied; only 4% of the respondents are strongly dissatisfied.

Figure 6.18: Satisfaction with Police Service

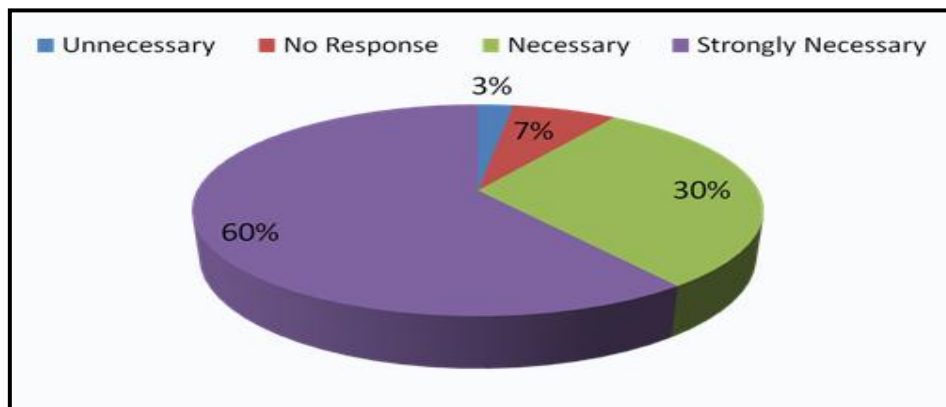


In the case of security services provided by the police, 56.8% of the respondents are satisfied and 2.4% strongly satisfied, while 24.9% have no response and total 16% are dissatisfied with the security service of police. 53.9% of the respondents is satisfied with the good supervision by the supervisor and 44.9%

satisfied with quick response time. 32.2% of respondents have no response in the cases of ‘quick response, good supervision by the supervisor, maintaining objectivity in case investigation and good behavior. 30% of the respondents are dissatisfied with maintaining objectivity in case investigation.

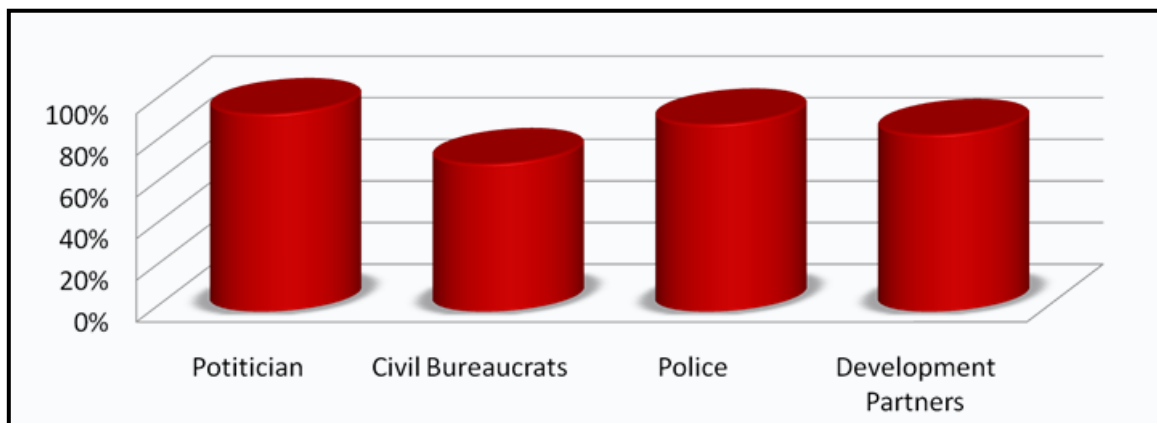
b. Demand for Reform

Figure 6.19: Demand for Police Reform



Among all the respondents, 90% advocates for a police reform in Bangladesh for making it people-oriented and trustworthy. However, the number varies when the question is asked to different respondents of the study.

Figure 6.20: Perception of Major Actor Regarding Police Reform

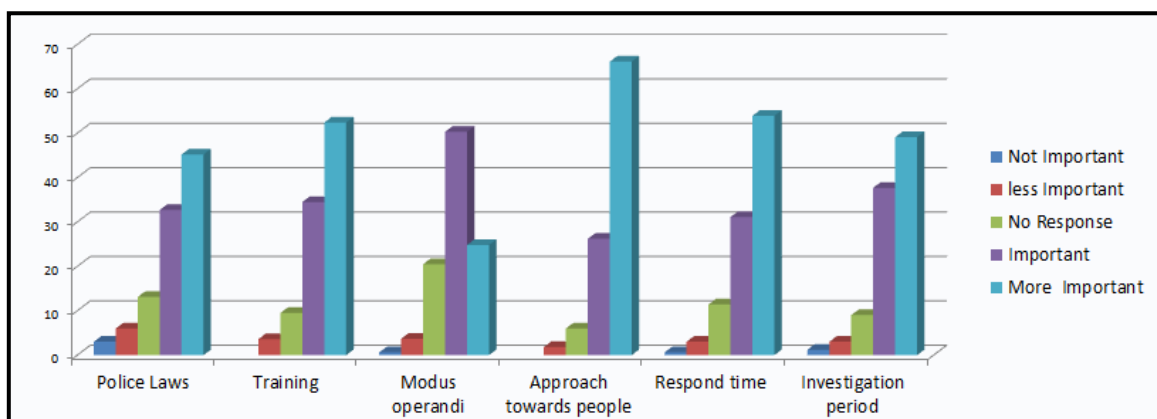


95% of the politician respondents suggest that reform is necessary to make the police more effective, while 71% of the respondents from civil bureaucracy

express their demand for a police reform which would enhance a better cooperative relationship between police and administration cadre.

90% police respondents think that Bangladesh Police has an institutional urge for police reform and 85% of the non-government development partners think that a police reform process will enhance the relationship between the government and themselves.

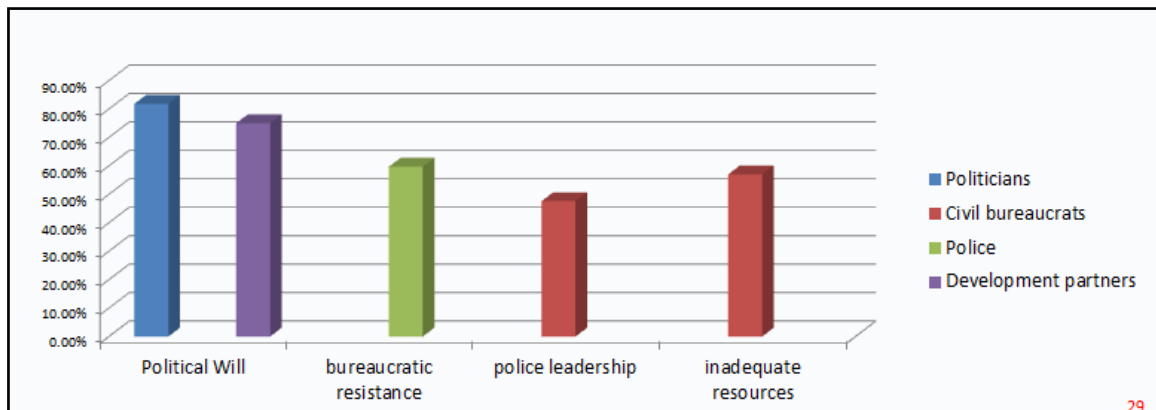
Figure 6.21: Major Areas of Police Reform



Respondents expressed their opinion on the priorities of sectors of police reform. According to the data, respondents suggested that ‘Approach towards people’ (66%) should be ‘more important’ factor in considering reform of the police. ‘Respond time’ of the police receives the second highest demand (54%) from the respondents. Training for the police also received similar importance (52.4%) from the respondents.

6.4.3 Information Asymmetry among Major Actors

Figure 6.22: Sources of Resistance to Police Reform



Respondents' understanding widely varied in identifying the major sources. The politician respondents highlighted lack of political will (81.8%), while the civil bureaucrats highlighted allocation of inadequate resources (57%) and ineffective police leadership (47.6%). The police respondents highlighted bureaucratic resistance (59.7%), and the development partners emphasized the lack of political will (75%) as a great hindrance in police reform process. Though politicians talked positively on reform but remained silent in developing the process for reforming the police force. Bureaucrats thought that providing autonomy to the police will reduce its accountability. Rather they focus on the ineffective leadership of police for the poor performance of the police department. On the other hand, police leaders claimed that bureaucrats are not cooperative and sometimes create hindrances in introducing reform initiatives which will make police effective and efficient police service. This deficiency of consensus and information asymmetry regarding police reform among the major actors is considered as a great obstacle in implementing police reform initiatives.

6.5 Concluding Remarks

This chapter has elaborately discussed the empirical findings of this study from participants' survey and in-depth interviews of the experts. The major findings highlighted how a demand sector from the police has emerged for a reform from force to service. However, there are resistance factors to reform as well. People's perception regarding the police in Bangladesh is changing but with a very slow pace. Bangladesh Police are also trying to efface the colonial legacy in order to make a people-friendly police service. But effective implementation of reform initiatives is crucial for achieving this objective. It is also mentionable that there is a great demand for reform in both police and public. But police reform in Bangladesh is highly influenced by the dominating actors. In this case, political actors play the significant role in influencing reform initiatives in police administration. A major portion of our respondents thinks that strong political commitment is a key ingredient for an effective implementation of police reform initiatives. Civil bureaucrats also considered as an influential actor in the process of police reform because of their non-cooperative attitude towards police administration. Findings of this study reaches the conclusion that deficiency of consensus and information asymmetry regarding police reform among the major actors is a great obstacle in implementing police reform initiatives.

Chapter: Seven

**Policy Recommendations
and Conclusion**

7.1 Introduction

Bangladesh Police is a crucial institution of the civilian administration of a modern state. To ensure good governance, the reform process has to consider the police as an integral part of this system. Furthermore, governance is as political as it is a matter of technical reform. Therefore, whether it is a state or an international agency, it is important to consider the extensity of political will that drives the dynamics of a police reform process. The thesis has strongly argued that a strong political will is required to bring any changes of initiating reform in the police administration. In addition, it also discusses the role of civil bureaucracy in a democratic setting in promoting and impeding various components of the reform process. The various dynamics of actors and their conditions in the police reform processes suggest that it is a complex political decision and a mere technical approach to understand the reform will not serve the purpose. Therefore, it highlights the significance of assessing the role of influential actors and factors in the process of police reform in Bangladesh. This thesis also takes the responsibility to suggest a set of pragmatic policy recommendations, as it aims to reach to the broader policy audience in home and abroad. The findings discussed in the previous chapter has prepared the ground for these policy and action-oriented recommendations.

This conclusive chapter is divided into three major sections. The first section discusses the summary of the major findings, the second section describes the conceptual and empirical contribution of this study, and the last section provides some policy recommendations for a pragmatic police reform in Bangladesh.

7.2 Summary of the Major Findings

Based on the empirical research and secondary literature review, this thesis highlights the following findings with regard to the major questions of this research.

- Due to the lack of resources, logistics and necessary autonomy, Bangladesh Police cannot meet up the international norms and standards as they are supposed to do.
- Information asymmetry / imperfection between the reform agents and reform institutions affect the process of its implementation.
- Political will and commitment are critical factors in initiating and implementing the reform agenda and process.
- A section of the public bureaucracy tends to resist reform within and outside that would affect their institutional interest and dominance.
- Institutional leadership in the reform agency is unable to observe directly the productivity of forces and discern which forces should be closed and which are to be restructured.
- It is important to induce efforts of some bureaucrats to restructure their agencies.
- To ensure democratic policing in Bangladesh, it is imperative to replace the Police Act 1861 and modify and amend PRB, CrPC and other rules and regulations that govern the police force.

The following sections elaborate on the above mentioned findings of the thesis.

7.2.1 Political Will is Critical

Evidence of improvements in human security and progress in police reform during the Caretaker Government period demonstrated that political will to drive and

support police reform is critical. The government must genuinely want an improvement in law and order, and the efficiency and effectiveness of police for reform to be successful. Improving the pay and conditions would help improve police performance and morale. However, insulating the police from corruption, and external influence in operations is perhaps the most important factor. This is particularly essential at the thana/service delivery level. While thana open days and community policing forums have increased community oversight and participation, members of the community are worried about the interference by concerned MPs and other office bearers of political parties. This concern needs to be addressed in the structure of community policing, and political support needs to be developed at all levels.

The Police are part of a complex institutional framework, which includes some key actors such as central government agencies, public safety organizations and justice sector agencies above the operational budget to support the investment into reforming the Bangladesh Police. As the administering ministry, it can assist the government and the police to establish a vision and clear direction for the future and monitor progress towards this. PRP will support the police to uphold the rule of law as well as strengthen enforcement and prevention. The Constitution of Bangladesh states that “to enjoy the protection of the law, and to be treated by law, and only by law, is an inalienable right of every citizen...and no action detrimental to the life, liberty, body, reputation or property of any person shall be taken except in accordance with law.” Other rights about human security are enshrined in Articles 32, 33, 35 and 42 of the Constitution. Ensuring the respect of the laws and ordinances of the country is the primary responsibility of the police. The police are expected to be the primary protectors of human rights as well as human security. Regulation 33 of the Bangladesh Police Regulations (PRB–Police Regulations

Bengal 1943), enjoins all ranks while being firm in the execution of duty, to show forbearance, civility, and courtesy towards all classes.

7.2.2 Significant Demand for Reform

Since the glorious independence in 1971 Bangladesh Police has been trying to efface its colonial legacy and to make the police force citizen-oriented and pro-people. People's perception of police is changing day-by-day although the speed is very slow. In our study, we find that above 50% of the respondents are satisfied with the services provided by the police. Besides, Bangladesh Police have been widely praised in recent days for their extraordinary performance in fighting against militants and terrorist. Positive perception regarding police creates an opportunity for increasing public demand as there is a positive correlation between the trust on police and public demand for better policing. That is why we can say that demand for police reform is increasing.

Now people are more conscious about their rights. Therefore, conscious people are raising their demand for reform in the police that ensures a professionally effective and efficient police administration. Our study shows that it is strong for police reform among the major stakeholders – 90% of the respondents agree that effective police reform is necessary to make it pro-people and service-oriented.

7.2.3. Information Asymmetry among the Major Actors

Information asymmetry among the major actors is considered as the significant impediment to implementing police reform initiatives. Though my study shows a strong demand for police reform from the major actors, there are dissents about the process and outcome of the police reform. In my survey, politician respondents acknowledge that lack of political will is the major obstacle, and bureaucratic

respondents emphasize on the allocation of inadequate resources and ineffective police leadership, and they think that providing autonomy to the police will reduce its accountability. The police respondents claim that bureaucrats are not cooperative and sometimes create hindrances in introducing reform initiatives. Civil society and development partners also claim that lack of political will is a great hurdle for police reform. This type of blame game or misunderstanding the process and impact of police reform which we call ‘information asymmetry’ among the major actors creates great hindrance in implementing police reform initiatives effectively.

7.2.4 Institutionalization of Leadership in Police

Leadership in reform is the key factor. Police have only recently adopted a structure with powerful leadership mechanism in the hierarchy of civil bureaucracy. However, it is yet a question whether the leadership of the police is enough equipped to institutionalize the reform process. Bangladesh Police is the flagship civilian law-enforcement agency. It is administered under the Ministry of Home Affairs, GoB. For most people in Bangladesh, police represent the entry point to the criminal justice system. Access to justice via this entry point, however, is not easy nor is it affordable except for certain classes of people. The organizational structure and all activities of the police force in Bangladesh have long been regulated by the Police Act of 1861, a legislation made by the British colonial rulers. This law was meant for maintaining law and order situations which existed hundreds of years ago and most importantly, for protecting the vested interests of the colonial power. This trend was prevalent even sixty years after the British rulers had left the Indian sub-continent. A colonial law is majorly responsible why the police have failed to modernize the institutional leadership of its own force. The legal reform is an utmost necessity, however, this study shows

how this process of reform was impeded by bureaucratic blockades. Until the police leadership is institutionalized, it will not be able to own the reform.

7.2.5. Bottom-up Ownership of Reform Initiatives

Junior police officers often claim that what they have received from the PRP. In terms of access, the limited mobility of police particularly in rural areas, which is significantly constrained by a lack of vehicles and limited fuel budget, means that police services are primarily delivered through often inhospitable Thana. Very few police stations are constructed in a manner which is conducive to encouraging the public to enter. It is a big question whether the junior officers of the Police from range and metropolitan areas own the outcomes of the reform. Still, a significant number of the junior police officers in Bangladesh are not adequately trained, poorly equipped Constables who have limited authority, education and life skills. More than three-quarters of Thana personnel are usually Constables.

It is argued that the PRP has benefitted the senior members of the Bangladesh Police. It is hoped that the MoHA and Bangladesh Police may ask personnel to work within PRP to provide knowledge transfer and support future initiatives. For example, personnel could benefit from knowledge transfer in the areas of research, planning, monitoring, and evaluation. It is hoped that these staff could then go on to work in these areas for MoHA and Bangladesh Police. Both government agencies have monitored and evaluated the impact of PRP and its success in meeting project targets and milestones.

However, an institutional reform of the police needs to be observed from a holistic perspective. It needs to be owned by all the members of Bangladesh Police. Without the support of the junior officers for a new or revised police law – which

would provide the legal basis for a number of crucial reforms –remedial and stopgap measures, such as the PRP, it will be inadequate to sustain the reform in the long run. Furthermore, without a law enshrining democratic principles of policing, many of the modest improvements made over the past two years to the police organization are subject to reversal.

Moreover, it has to be owned parallel by other departments in the civil bureaucracy. There is an interesting clash of interests between the senior policymakers in the police and the civil bureaucrats in MoHA and in broader civil service. Senior police officers must take a strong role to take onboard the junior officers within the department and others in the civil bureaucracy to institutionalize sustainable reform.

7.2.6. Reform Mindset of the Police Officers

Bangladesh Police adopts the United Nations Development Program (UNDP)-sponsored Police Reform Programme (PRP). The PRP is funded and driven primarily by UNDP and the project's largest donor, the UK's Department for International Development (DFID) and European Union (EU). The critiques of this initiative suggest that the PRP is not aimed at transforming the police into a modern, disciplined force able to serve and protect citizens, but is rather a costly—and questionably effective—set of administrative modifications (ICG, 2009). Nevertheless, the government and its development donors have a convergence of their interests to get institutional reform right, since an accountable and competent police force is the best defense against extremist groups that might threaten stability in the region. Further, such reform would facilitate the spirit of an effective security institution in a society that will face enormous stresses in the coming decades from climate change, population growth, and globalization. It is

often argued that the leadership in the police are reluctant to promote reform if it does not provide them relative autonomies from the civil administration. Police had to maintain special relations with their political patrons and there has been bureaucratic-domination exercised by the civilian administration. Their tenure and career progressions are controlled by politicians and bureaucratic authority often arbitrarily. The hostile relationship and working environment create strong disincentives for the police to break the status quo and move forward with reform. The reform mindset, therefore, is very necessary as it helps to transfer the skills from the senior to the next generation officers who will bear the torch of reform to modernize the reform.

7.2.7 Major Hurdles to Police Reform

Effective police reform is interrupted by many influential factors though it is the crucial mean to build up a people-friendly police service. Political influences or lack of strong political will is the main hurdle in implementing police reform initiatives. Politicians do not want police out of their control. They want to retain power so that they can use the police for themselves (ICG, 2009).

The bureaucratic resistance of non-cooperative attitude of civil bureaucrats is another major hurdle. Reforming police force requires a decision from the high-ups in the policy-making bodies. The Ministry of Home Affairs is unable to advance even an inch without the green signal from the government. However, there is significant disagreement from within the bureaucracy to legislation, such as the Police Ordinance (2007). Bureaucrats think that this ordinance would increase autonomy for the police and that increased autonomy would reduce police accountability.

Inefficiency in police leadership is also considered as a great obstacle to implementing police reform. As a driving force the police need to take bold initiatives to make it happen. They should try to manage both the government and public about the necessity of police reform. Corruption and malpractices of police officials also create hindrances and make a negative reputation of the police service. Besides, the lower ranked officers of police are not concerned enough about police reform and its urgency.

7.3 Conceptual and Empirical Contribution

This research has focused on the governance perspective and a broader model of police reforms, that include individual citizen as referent object and civilian security institutions as core parts of a state's security governance discourse (DfID, 2003: 3). The conceptual dilemma, which is hardly addressed by the contemporary academic literature, is a paradoxical choice between a people-centered approach to security that has vetoed traditional liberalism and a state-centric one that reflects the interests of the western countries and liberal values (Andersen, 2011:15). This research contributes in debunking the alternate approaches of liberal internationalism in peace, state formation, and international security discourses. The "liberal" belief of the sharp distinction between statist domination and individual's freedom in IR is at stake. Pluralism in security governance that considers political and non-state actors' contribution in international affairs is subject to more empirical investigation. It further requires the study of functioning institutions in a state with transitional political governance. This study has developed a causal relationship how actors perform in trans-national and global stages, and hence, redefine the traditional state-centric idea of the monopoly of legitimate force and coercion.

Moreover, institutional reform in the police needs to be observed from a holistic perspective. The institutions are multi-dimensional, and includes different institutions from the government and civil society groups. Moreover, different donors are involved with technical and financial resources. It will give an incomplete picture of the reform process if the observation overlooks the matrix of the institutional relationships, mapping the flows of influence, authority, power, decision making and money within and between the institutions of the executive and the legislature involved in the security sector. Besides, it is also critical to consider the range of forms of influence, power, and authority and the variety of actors that exert them in this process: which of these prove to be most significant and why, and which are marginalized and why? To understand the relationship matrix at the present context of security sector reform in Bangladesh, it is important to understand the historical patterns of institutional formation along with the making of the state of Bangladesh.

This study has examined the UNDP-sponsored PRP adopted by Bangladesh Police. The PRP is funded and driven primarily by UNDP and the project's largest donor, the UK's DFID and EU. The critiques of this initiative suggest that the PRP is not aimed at transforming the police into a modern, disciplined force able to serve and protect citizens, but is rather costly—and questionably effective—set of administrative modifications (ICG, 2009). Nevertheless, the government and its development partners have a convergence of their interests to get institutional reform right, since an accountable and competent police force is the best defense against extremist groups that might threaten the stability in the region. Moreover, such reform would facilitate the spirit of an effective security institution in a society that will face enormous stresses in the coming decades from climate change, population growth and globalization.

The understanding of the police reform in this study takes a governance-institutionalism approach and an inclusive approach of SSR to explore the role of different actors in the civilian security institutions of Bangladesh. Therefore, anything related to the reform of the armed forces, involved with external security affairs, does not fit into the scope of this study. Furthermore, considering the large presence of NGOs, donors and other civil society actors in Bangladesh, CSOs need to be identified by their area of expertise. For example, this study will concentrate on investigating the role of the national and international NGOs stationed in Bangladesh that provides legal aid to their clients, human rights advocacy organizations, and governance/policy-related think-tanks.

Bangladesh is not a unique case among the developing nations, where the absence of an effective civilian oversight mechanism hinders efficiency and accountability of the major statutory actors. South Asia is a hub of such crisis with roots in its history of the colonial legacy. India's federal government retained the Police Act of 1861 and state governments modeled their respective acts after it. Sri Lanka continues to use the Police Ordinance No.16 of 1865. Pakistan issued a Police Order only recently in 2002. The Maldives created a police force distinct and separate from its National Security Service in 2004 (CHRI, 2008:10). The Commonwealth Human Rights Initiative (2008) report mentioned three-fold crisis of the South Asian internal security governance. First, a culture of impunity exists in the civilian security sector for wrongful acts perpetrated by the actors. These are abuse of power, bias, corruption, excess use of force, and extrajudicial killings. Second, the civilian oversight or review of police conduct is not effective. None of the South Asian nations have transparent and functional external accountability mechanism that complies with international good practice. Third, illegitimate

political interference in police administration is endemic throughout the region (CHRI, 2008:12).

The Indian SSR (police reform) is not mandated toward the protection of human rights and fundamental freedoms. The reforms are led either by police personnel or by Home Affairs ministry (Sinar, 2009). The civil society is largely ignored in reform programs. The Indian Police lack both internal and external accountability and control mechanism. Sankar Sen recommends that internal control is preferable to external control, however, both are severely missing in the police force (Sen, 2002: 51-52).

The Police Order of Pakistan 2002 is the first attempt in South Asia that incorporates democratic governance and external civilian oversight over civilian security governance. It mandates the establishment of public commissions to serve as an external oversight body for the police. However, the initial spirit of the Police Order 2002 was transformed radically by subsequent amendments done by both political and military regimes (International Crisis Group, 2008:ii). The reforms hampered the civilian control over the security agencies. Moreover, the agencies lost their autonomy to utilize funds for enhancing their performance.

Sri Lankan civil security governance reforms face numerous obstacles. The failure of horizontal oversight mechanism, especially by the judiciary, is a major crisis. The Sri Lankan judiciary has observed that police and government bureaucracy “cynically bypass” the directions issued in their judgments (Pinto-Jayawardena, 2010:ii). Political pressure on polices’ functions is highly criticized. Independent functioning of the actors is impossible because of undue pressures (Tassie, 2009).

The stories of the Maldives and other South Asian countries may slightly vary, however, will portray the same picture of deficiencies in accountability mechanism and effectiveness in functions to ensure human rights and individual's security.

Therefore, studying the case of Bangladesh will be a unique empirical contribution in studying the separation of power within the statutory organs of state and the existence of civilian oversight mechanism in security governance in South Asia experience limited progress. Further, there is a lack of clear understanding of what kind of pro-human policies a state needs for its internal security governance that promotes peace and democratic governance.

7.4 Policy Recommendations for Pragmatic Police Reform

7.4.1 Oversight and Accountability

Oversight and accountability need to be strengthened. The Bangladesh Police have taken important moves to strengthen internal oversight but more needs to be done. External oversight through a Police Complaints Commission and a Police Commission needs to be introduced but would require supportive legal reforms. The newly established National Human Rights Commission (NHRC) could also play an increasingly robust role regarding the protection of human rights issues raised at the Universal Periodic Review (UPR). Enhanced oversight and accountability are important to check police behavior which is inconsistent with the rule of law and thereby undermines the reform process. Building political capital for reform and broader ownership of the reform agenda will be important to deliver results during this next five years.

7.4.2 Operational Independence of Police

Arguably one of the most significant reform initiatives of the Caretaker Government (2007-2008) was the drafting of the Police Ordinance 2007 to replace the (still) existing Police Act 1861. This initiative came out of the long felt need to replace the 150 year-old police legislation that was intended for a subject population. The archaic law failed to recognize the policing needs of a modern democratic society as well as reflect the realities of the day. New legislation is intended to transform them from a law-enforcing force to a service that upholds the law. To this end, the drafting of the Police Ordinance 2007 by UNDP PRP in collaboration with the Bangladesh Police was a laudable step. Overall, the draft is an exceptional document in incorporating principles of democratic policing. The proposed ordinance focuses on citizen-centric police and lays great emphasis on accountability.

However, the ordinance did not see the light of the day. It is still in the pipeline due to a lot of bureaucratic processes. There is no guarantee that it will be placed in the Parliament. Even the new Police Act 2013(draft) was not placed in the Cabinet. Time demands that a new Police Act might be enacted. If the Police Ordinance 2007 is adopted and brought into practice, lots of problems will be resolved regarding policing.

7.4.3 Proposed Amendment of Laws and Regulations

The Police Regulations of Bengal, 1943 (PRB) was written to fulfill the demands of the British Government. As Bangladesh is an independent country since 1971, the regulations of PRB are no longer relevant and productive to render service for the people of an independent country. Moreover, as there was no constitution at the time formulation of PRB in 1943, many provisions are inconsistent with the spirit

of the present Constitution of Bangladesh. Therefore, immediate modification of those regulations is necessary.

Another inconsistency lies with Police Act, 1861 which should be repealed immediately. A new Police Act should be drafted consistent with the spirit of the Constitution to meet the needs of a modern community of prosperous Bangladesh. The new law should be aimed at facilitating access to justice for mass people, uphold the quality of human rights and the establishment of the rule of law. The new law should emphasize accountability, human rights, service delivery, transparency, gender equality, pro-poor policing, and eradication of the colonial system, bridging the gap between the police and the community and respect for democratic practices.

We need a comprehensive review of the Penal Code-1860, the Criminal Code of Procedure-1898 and the Evidence Act-1872-. Parameters for the exercise of police discretion in effecting arrests and other legal processes should be set to prevent abuse. Particular attention should also be given to the situation of female victims and the accused. For women and minors who are witnesses/victims of abduction, appropriate and protected shelter should be provided with their legal guardian maintained by special government arrangements or NGOs.

A lack of legislative reform remains a major risk to police reform. Many key laws are outdated and do not match the needs of contemporary Bangladesh. The Police Act 1861, in particular, could be revised to promote greater accountability and oversight, merit-based recruitment and limit outside interference on police operations. A lack of progress on the Police Act 1861 and other key legislation will limit PRP's overall impact. To counter this PRP will promote legislative change in

public debate and, where appropriate, support the Bangladesh Police to recommend legal reform. It is recognized that legal reform is outside of the control of the PRP or the Bangladesh Police to implement, but that technical support and advocacy will be necessary to establish modern laws which are in line with good international practice and international human rights law.

7.4.4 Community Involvement in Policing

A key part of the community policing strategy should be to enhance the involvement of women in community policing forums. Police should try to build trust between the police and the civil society, NGOs, and business community through community policing forums, Thana open days, joint training sessions, workshops and school visits. These partnerships will build coalitions for change and community voice for police reform. Community expectations for police reform are already high, and any change in the public security situation would only increase this. As such community advocacy can be an important tool for police reform. Development partners and others will, however, need to be mindful of the police's status as a disciplined force and media regulations in this regard.

7.4.5 The Public Image of Police Needs to be Improved

A proactive program to build a positive image based on a platform of pro-people policing free of partisan political interference must be designed and implemented. External barriers that constrain access to police services as the entry point to the criminal justice system should be removed.

7.4.6 Gender Sensitive Policing

Guidelines on police assistance to female victims, together with the Code of Conduct, will remain un-implementable, if not carried out in consonance with a well set out Gender Policy for the whole police force of Bangladesh. The benefits of this Gender Policy should extend to the women officers within the police force. An effective policy is needed which will undercut the notion that policing is a masculine occupation, and which will create the necessary conditions to allow women to be integrated into the mainstream policing system. Before setting out a Gender Policy, a scoping exercise should be carried out to examine the position of women in the police force and what changes need to be incorporated to make the police force gender-friendly from within the organization. Today 6.74% percent of the 198653 police officials in the Bangladesh police force is women. Total number of woman police is 11,910 as of today. This is below the average for least developed countries which are around 8%. However, as more women get recruited and promoted within the force, true cohesion between the Gender Policy and the Code of Conduct will become crucial.

Specialized training in operational and management skills will be given as per the Bangladesh Police training guidelines to ensure that women officers are represented adequately at the higher ranks. The Women in Policing Strategy will be developed to give policy guidance to these initiatives, and the Bangladesh Police Women's Network played a lead role in these initiatives with PRP in support or technical assistance role.

7.4.7 Research and Education

Research is the key ingredients of development. The truth is that having a good foundation of research is, in fact, very pertinent to policing. Today, most law

enforcement administrators strive to use evidence-based strategies to prevent and respond to crime and disorder. That is, they want to use the most effective techniques possible. So, how do they know what is or may be effective in their jurisdictions? The answer comes through research and analysis. Now a days police is considered as very technical matter and to some extend science. In this regard research is of great importance. Bangladesh Police is expending a lot for the quality research. Five years' expenditure on reseach and education is given bellow:

Table 7.1: Budget on Research & Education

Fiscal Year	Total Budget
2013-2014	Tk.42,42,000/=
2014-2015	Tk.90,00,000/=
2015-2016	Tk.95,89,000/=
2016-2017	Tk.1,30,19,000/=
2017-2018	Tk.1,70,00,000/=

Source: F& D, PHQ, Dhaka.

7.4.8 Recruitment Procedure

A transparent, accountable and centrally coordinated recruitment practices need to be developed. All discretionary powers of selection should be removed and a measurable selection criteria should be published. A mechanism for external oversight of complaints regarding failure should be developed to adhere to the published recruitment criteria. Discrimination in recruitment in any form should be removed, and should be based entirely on merit and competency.

7.4.9 Posting and Workplace

The posting of police officers has remained a big problem for decades. Now-a-days, most of the posting are considered politically, i.e., the inclination of the officer to a political party is important. It indicates that the local, as well as the national political persons, think early of whether a particular police officer will work for him/her in his jurisdiction. Therefore, lobbying for a good posting has increased to such an extent that a neutral police officer cannot think of his posting might be in an important place. Ultimately, the cost of posting is increased and quality of service is deteriorated.

On the other hand, the condition of the workplace varies by the importance of the posting place and the services. It is unfortunate that tasks of the police officers are assigned by grades, i.e., more important or less important. An officer with good posting enjoys more facilities in the workplace than that of an officer who is in bad posting. Overall workplace condition is below the standard. The workplace for the junior officers up to constables is very shabby. Therefore, to improve the service quality of Bangladesh Police, it is very urgent to maintain a balanced way of management for posting as well as to improve the workplace condition regardless of ranks.

7.4.10 Training and Career Development

Modern training is needed for Bangladesh Police. Facilities for training for Bangladesh Police are insufficient. There are few training centers with limited resources. They also lack modern equipments and training modules. To address the problems, the budget for training needs to be increased, and viewed as an investment. If proper training is not provided with the police personnel, they will show poor performance in the fields. Especially, training on human rights and

community policing should be increased. Specialized and foreign training should be given to the officers on conditions. There must be a policy for specialized and foreign training. It is common that non-relevant officers are sent for foreign training whereas relevant officers are deprived. There should have a career planning. Above all, training facilities are improving every year and budget as well.

Table 7.2: Budget on Training

Fiscal Year	Total Budget
2013-2014	Tk.5,40,34000/=
2014-2015	Tk.5,42,92000/=
2015-2016	Tk.6,36,18000/=
2016-2017	Tk.13,12,52000/=
2017-2018	Tk.17,01,64000/=

Source: F&D, PHQ, Dhaka.

7.4.11 Reducing Corruption

Corruption tarnishes the image of the whole police department. The socio-economic condition of the country is favorable for the increase of corruption. Especially, the political elites influence the entire police force to remain in corruption so that they can use the police in the persuasion of their interests. Corruption is everywhere, i.e., in posting, promotion, and in operational activities. No single recommendation can prevent corruption in the police. But, a holistic approach within and outside police can reduce the on-going corruption.

7.4.12 Punishment and Remedy against Police System

No one can remain above law if there is rule of law. All are to live their lives within the boundaries of law. The police are no exception. The duty of the police is to instill a sense of security among the ordinary citizens and to protect the life and property of them when they are in danger. If the police fail to perform this duty, they are held accountable as per the law of our country. The Police-Citizen Charter Section 14 lays that 'if there is any complaint against any police, it has to be submitted to the higher authority in written form. The higher authority has some responsibility: a. after getting the complaint in written form authority will take necessary steps and will inform the accused; b. the authority will personally hear from the victim and will take necessary steps and will inform the accused; c. the authority can take necessary steps by listening to the phone from the complainant. However, the reality is somewhat different than what is to be.

7.4.13 Police Personnel's Facilities

a. Health

There is no special hospital for the SPOs of DMP. A central police hospital is basically providing medical facilities to the police personnel residing in Dhaka city. Others can hardly avail this facility due to non-proximity. Quality of the treatment is not up to the mark as it demands. Besides, the hospital is overcrowded. Therefore, a number of specialized hospitals for the police forces is required. Without this facility, health and hygiene cannot be ensured for the entire police force. At present there are 20 police hospitals for Bangladesh Police including the Central police Hospital located at Dhaka. And also 63 M I Rooms are working at various places through out the country. Every member of Bangladesh Police is getting BDT 1500 per month as health allowance. Here it is mentionable

that after retirement one is to get BDT 1500 monthly till 65 years old and after that everyone has to obtain BDT 2500 per month.

Five years' Budget of Bangladesh Police on Health Sector is given below:

Table 7.3: Health Budget of Bangladesh police

Fiscal Year	Total Budget
2013-2014	Tk.36,26,55000/=
2014-2015	Tk.34,12,57000/=
2015-2016	Tk.49,16,81000/=
2016-2017	Tk.64,14,90000/=
2017-2018	Tk.91,81,71000/=

source: F&D, PHQ, Dhaka.

b. Risk Allowances:

A nominal amount BDT 1500 to 3000 per month for the constables as risk allowance. For the post of Naik it is 1750 to 3400 BDT per month. For Asst. Sub-Inspectors(ASI) the amount is ranging from BDT 1800 to 3800. Lastly, for the Sub Inspectors the amount is BDT 2700 to 5400. For the traffic division, only for the constables the traffic allowance is BDT 3250 monthly.

c. Schools and Colleges:

Children of the police officers have the least privileges regarding education. Due to frequent posting of their guardians, the children have to change their schools. They have to fight with the new environment and hardly they avail good schools because the seats are already filled up. If there were sufficient schools under the management of the District and Metropolitan Police, these problems could have been solved. It is necessary to build up more police lines schools where quota for

the children of police personnel is reserved. Presently, Bangladesh police is running 80 educational institutions in total, including all the colleges and schools.

d. Residence

Among the 32981 members of the Dhaka Metropolitan Police, 31265 is working, only 2.36% are getting accommodation facilities. Barrack facilities is not enough. A considerable number of police personnel is living in rental housing. Many of them reside in the Thana compound in a shabby manner (source: Deputy Commissioner-State; DMP Headquarters). This picture is same to the entire police service all over the country. Sufficient accommodations for the police personnel and their families has to be ensured with priority basis. The endeavour is going on.

7.4.14 Logistics

The number of vehicles is not sufficient as the demand is increasing everyday. The police are performing their job by requisitioning private vehicles sometimes. The total number of vehicles is 11857. Of which jeep is 980, car is 153, taxi cab is 2, Pick up is 2962, Bus is 222, truck is 608, prisons' van 130, Ambulance is 68, Motorcycle is 6541, Recker is 78, water cannon is 19, APC is 32, Command vehicles 2, water tanker 11, water tailor is 12, fork lift is 1, Dog van is 1, Kitchen Cattering van is 4, Mobile evidence cargo van is 4, Crime scene van is 4, Station wagon is 1, Tampoo is 10, Crane is 1, Buldodger is 2 (source: Transport wing, PHQ, Dhaka). All of the divisions of police are suffering from the scarcity of the vehicles. To improve the quality and amount of service of the police, necessary logistics especially a number of vehicles has to be increased as early as possible.

7.4.15 Budget

The budget is increasing every year for the police. The government has realised the necessity to increase the budget to meet up the evolving problems of the service.

Table 7.4: Police Budget from 2013-14 to 2017-18

Fiscal Year	Revenew budgt.	Devt. Budgt.	Total Budgt.
2013-2014	6102,30,79000/=	242,96,00000/=	6345,26,79000/=
2014-2015	6753,86,74000/=	398,91,00000/=	7152,77,74000/=
2015-2016	8950,97,84000/=	288,30,00000/=	9239,27,84000/=
2016-2017	10889,93,95000/=	456,00,00000/=	11345,93,95000/=
2017-2018	12470,80,05000/=	532,44,00000/=	13003,24,05000/=

source: F&D, PHQ, Dhaka.

7.4.16 Use of Information & Communication Technology

Criminals are breaching the security systems everyday. They are threat to our administration. As our police are not expert in IT, but they are trying to be IT oriented, they are lagging behind of using technologies in most of their activities. To some extend Criminals are ahead of the police. They use sophisticated technologies. Keeping this view in mind government is trying to uplift police in IT. Orienting police service with modern equipment and technologies is necessary. The use of modern equipment and technologies should be available throughout the whole country. Moreover, different devices of ICTs could, at the same time be useful to have government's information. However these all are yet to be done or in a very early stage of development (Ahmed et al, 2016). Police stations must be connected online to each other through a secured network.

Table 7.5: Police Budget for ICT

Fiscal Year	Total Budget
2013-2014	Tk.44,45,99000/=
2014-2015	Tk.70,67,52000/=
2015-2016	Tk.78,11,78000/=
2016-2017	Tk.160,63,79000/=
2017-2018	Tk.257,12,70000/=

source: F&D, PHQ, Dhaka.

7.4.17 Proposed Seven Principles of Reform Expectations (to be service Oriented)

The researcher of this study would like to suggest the following seven principles based on its findings. The following seven principles will be the major philosophical and practical approach that would help us to design a police reform project.

Figure-7.1: Seven Principles of Reform Expectations



The seven principles are: Aspirations of the general people, behavior of police members, zero tolerance to corruption, discipline, efficiency and loyalty towards the government. These components are informed by the ideas of good governance. The police is an integral part of governance mechanism. The government must consider the police as an important component of the state in improving its governance system. Therefore, a new police must be more democratic. It must reflect the aspiration of the citizens of the state. Effectiveness and efficiency are equally important with transparency and corruption-free police department. Finally, a modern police must be accountable to the people and the government of the state. All these principles will be mutually reinforcing, hence, one will strengthen other in the reform initiatives. Behavior of the police is a critical factor as like the others. As the trust between the police and community is slowly improving, it is important that we address the trust factor to improve the mutual confidence between the police and the public.

The above ideas for a modern police in Bangladesh are the outcome of evidence-based results and experience of a group of police officer who have envisioned a dream to reform the police department that would contribute for the development of the nation and the state of Bangladesh. For the reformers, this is similar to a mission of the famous civil rights movement activist Martin Luther King Jr.'s speech "I have a dream...". These reformers of the Bangladesh Police would also like to cherish a dream that this police will contain the principles of democratic governance and satisfy the expectations of the public.

7.5 Concluding Remarks

This research has sought to understand the actors and factors of police reform in Bangladesh. The major objective of this study is to understand the process of reform of Bangladesh Police and the role of different national and international actors that have influenced and/or impeded the reform. By seeking out and analyzing the primary data collected by applying a mixed method approach. In doing so, this thesis contributes to a more sophisticated and nuanced understanding of police reform process in the context of a developing country like Bangladesh.

The findings of this thesis highlight how political will and the role of other stakeholders are important factors for reform. It is observed that the government genuinely wants an improvement in law and order and to improve the efficiency and effectiveness of police for reform. Therefore, it wants the reform to be successful. It has further identified that improving pay and conditions would help improve police performance and morale but insulating the police from corruption and external influence in operations is perhaps the most important factor. In addition, international actors have also expressed their commitment to reform the police. As a programmatic response to the needs of the host country, UNDP Bangladesh expressed its firm willingness to support police reform initiatives in early 2003. The Economic Relations Division (ERD), Ministry of Finance facilitated a number of initial and inter-ministerial meetings to firm up the consultative process. The Prime Minister's Office and the Cabinet Division also joined in the process. The MoHA initially nominated its representatives to represent Bangladesh Police in the process.

The conclusions drawn from the study is that the police lack capacity, understanding and training to reform. However, the senior leadership of the police

expresses their will for reformation and modernization. The reformation has to be influenced by political will from legislative and institutional level as well as from the police officers themselves. The ideal situation for such reform would reflect a cooperative and complementary relationship among the major stakeholders: politicians, administration, donors and civil society organizations (CSOs). However, in the case of Bangladesh, relevant stakeholders in the government contradict each other's position in regard to police reform. Furthermore, the inter and intra-relationship between different institutions in the government and CSOs reflect divisive features to address the police reform. Bangladesh Police is an inherent part of the executive, placed under the MoHA. Without executive support, it is obvious that the reform will not achieve its objectives. Again, the executive is linked with the legislature who finally provides a green signal to any law and approves the legal framework of the institutions. It is ultimately the executive and the Police who would implement the reform measures. There are challenges if a reform of the police will be successful and some of them are connected with national and international circumstances.

In a country like Bangladesh making the police pro-democratic and people friendly needs major decision from the government. Without a strong political will, it is impossible to make the police people-oriented. Political will refer to 'the determination of an individual political actor to do and say things that will produce the desired outcome'. This definition has several important implications. Firstly, it omits a number of things. The incapacity of political or administrative instruments to achieve an outcome is excluded. So is an insufficiency of material resources. So are institutional (or other) impediments and opposition from interest groups which may prevent the desired outcome from occurring.

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Appendices

Annexure 01

Survey Questionnaire Opinion Survey on Police Reform in Bangladesh

Dear Respondent,

I, Moinur Rahman Chowdhury, am a PhD student at the University of Dhaka. My PhD research topic is ‘Police Reform in Bangladesh: An Analysis of the Factors that Influence Role of Selected Institutional Actors in Implementing Police Reforms’. Main objective of my study is to identify and analyze the significant factors which are influencing the actors in the proper implementation of police reform. I have prepared a questionnaire to collect data so that I can objectively analyze the factors. Your experience and valued opinion will immensely benefit me.

Please take time to complete the questionnaire. It will not take more than 45 minutes to complete the questionnaire. Anonymity of respondents and confidentiality of information will be strictly followed as a part of the University research policy. The information obtained will be used only for academic purposes.

I would like to thank you for your willingness to participate in this research.

Yours sincerely

(Moinur Rahman Chowdhury BPM)
Additional Inspector General (HR&P)
Bangladesh Police
Police Headquarters, Dhaka.

Section A: Respondent’s Demographics

- I. Name:**..... **Phone:**.....
- II. Sex** : Male Female
- III. Age** : 18-27 28-37 38-47 48+
- IV. Occupation** : Govt. Service Private Service Professional
 Business Student Self Employed
 Others:
- V. Educational Qualification** : Primary Secondary Higher Secondary
 Graduation Post-Graduation PhD
-

Section B: General Questions

1. Are you satisfied with the activities of police in your locality? [Circle one option]

- | | | | | |
|-----------------------|-----------|----------|--------------|--------------------------|
| 5 | 4 | 3 | 2 | 1 |
| Strongly
satisfied | satisfied | Confused | Dissatisfied | Strongly
dissatisfied |

Please give the reason behind your opinion

.....

.....

.....

.....

.....

2. Are you satisfied with the security service provided by police? [Circle one option]

- | | | | | |
|-----------------------|-----------|----------|--------------|--------------------------|
| 5 | 4 | 3 | 2 | 1 |
| Strongly
satisfied | Satisfied | Confused | Dissatisfied | Strongly
Dissatisfied |

Please give some reasons supporting your answer.

.....

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.....

.....

3. In which sectors are you satisfied with the service of the police?

[Evaluate the following aspects by marking “✓” in the box of the following according to the scale given: **5-Strongly satisfied, 4-Satisfied, 3-Confused, 2-Dissatisfied, 1-Strongly Dissatisfied**]

- | | | | | | |
|------------------------|----------------------------|----------------------------|----------------------------|----------------------------|----------------------------|
| a. Quick response time | 5 <input type="checkbox"/> | 4 <input type="checkbox"/> | 3 <input type="checkbox"/> | 2 <input type="checkbox"/> | 1 <input type="checkbox"/> |
| b. Good behavior | 5 <input type="checkbox"/> | 4 <input type="checkbox"/> | 3 <input type="checkbox"/> | 2 <input type="checkbox"/> | 1 <input type="checkbox"/> |

- c. Maintaining objectivity in case investigation 5 4 3 2 1
- d. Good supervision by the supervisor 5 4 3 2 1
- e. Others (Please Specify):

4. Is reform necessary in police administration?? [Circle one option]

- | | | | | |
|-----------------------|-----------|----------|-------------|-------------------------|
| 5 | 4 | 3 | 2 | 1 |
| Strongly
necessary | necessary | Confused | unnecessary | Strongly
unnecessary |

Please give the reasons supporting your answer

.....

.....

.....

.....

5. What are the areas, you think, important for reform?

[Evaluate the following aspects of the area which are important for reform by marking “✓” in the box of the following according to the scale given: **5-More Important, 4-important, 3-confused, 2-less important and 1-not important**]

- | | | | | | |
|------------------------------|----------------------------|----------------------------|----------------------------|----------------------------|----------------------------|
| a. Police Laws | 5 <input type="checkbox"/> | 4 <input type="checkbox"/> | 3 <input type="checkbox"/> | 2 <input type="checkbox"/> | 1 <input type="checkbox"/> |
| b. Training | 5 <input type="checkbox"/> | 4 <input type="checkbox"/> | 3 <input type="checkbox"/> | 2 <input type="checkbox"/> | 1 <input type="checkbox"/> |
| c. Modus operandi | 5 <input type="checkbox"/> | 4 <input type="checkbox"/> | 3 <input type="checkbox"/> | 2 <input type="checkbox"/> | 1 <input type="checkbox"/> |
| d. Approach towards people | 5 <input type="checkbox"/> | 4 <input type="checkbox"/> | 3 <input type="checkbox"/> | 2 <input type="checkbox"/> | 1 <input type="checkbox"/> |
| e. Respond time | 5 <input type="checkbox"/> | 4 <input type="checkbox"/> | 3 <input type="checkbox"/> | 2 <input type="checkbox"/> | 1 <input type="checkbox"/> |
| f. Investigation period | 5 <input type="checkbox"/> | 4 <input type="checkbox"/> | 3 <input type="checkbox"/> | 2 <input type="checkbox"/> | 1 <input type="checkbox"/> |
| g. Others (Please specify) : | | | | | |
| | | | | | |

6. Who do you think interfere /influence the role of the police administration?

[Evaluate the following aspects by marking “✓” in the box of the following according to the scale given: **5-Strongly agree, 4- Agree, 3-Confused, 2-Disagree and 1-Strongly disagree**]

- | | | | | | |
|---|----------------------------|----------------------------|----------------------------|----------------------------|----------------------------|
| a. Politicians | 5 <input type="checkbox"/> | 4 <input type="checkbox"/> | 3 <input type="checkbox"/> | 2 <input type="checkbox"/> | 1 <input type="checkbox"/> |
| b. Bureaucrats (officers from other cadres) | 5 <input type="checkbox"/> | 4 <input type="checkbox"/> | 3 <input type="checkbox"/> | 2 <input type="checkbox"/> | 1 <input type="checkbox"/> |
| c. Police Officials | 5 <input type="checkbox"/> | 4 <input type="checkbox"/> | 3 <input type="checkbox"/> | 2 <input type="checkbox"/> | 1 <input type="checkbox"/> |
| d. Civil society/media/community | 5 <input type="checkbox"/> | 4 <input type="checkbox"/> | 3 <input type="checkbox"/> | 2 <input type="checkbox"/> | 1 <input type="checkbox"/> |
| e. Development partner (NGOs/Donor | 5 <input type="checkbox"/> | 4 <input type="checkbox"/> | 3 <input type="checkbox"/> | 2 <input type="checkbox"/> | 1 <input type="checkbox"/> |

agencies/UN etc.)

Please describe how

.....

.....

.....

.....

.....

7. Have you noticed any changes in service delivery in last few years? If yes please identify the areas from the following-

[Evaluate the following aspects by marking “✓” in the box of the following according to the scale given: 5-Strongly satisfied, 4-Satisfied, 3-Confused , 2-Dissatisfied, 1-Strongly Dissatisfied]

- | | | | | | |
|---------------------------------------|----------------------------|----------------------------|----------------------------|----------------------------|----------------------------|
| a. Attitude to citizens/people | 5 <input type="checkbox"/> | 4 <input type="checkbox"/> | 3 <input type="checkbox"/> | 2 <input type="checkbox"/> | 1 <input type="checkbox"/> |
| b. Willingness to address a complaint | 5 <input type="checkbox"/> | 4 <input type="checkbox"/> | 3 <input type="checkbox"/> | 2 <input type="checkbox"/> | 1 <input type="checkbox"/> |
| c. Community consultation | 5 <input type="checkbox"/> | 4 <input type="checkbox"/> | 3 <input type="checkbox"/> | 2 <input type="checkbox"/> | 1 <input type="checkbox"/> |
| d. Direct access to police station | 5 <input type="checkbox"/> | 4 <input type="checkbox"/> | 3 <input type="checkbox"/> | 2 <input type="checkbox"/> | 1 <input type="checkbox"/> |
| e. Prevention of crime | 5 <input type="checkbox"/> | 4 <input type="checkbox"/> | 3 <input type="checkbox"/> | 2 <input type="checkbox"/> | 1 <input type="checkbox"/> |
| f. Others (Please specify) | | | | | |

.....

8. How would you evaluate the initiatives taken so far for police reform? [Circle one option]

- | | | | | |
|--------------------|-----------|----------|-------------|----------------------|
| 5 | 4 | 3 | 2 | 1 |
| Strongly effective | Effective | Confused | Ineffective | Strongly Ineffective |

Why do you think so?

.....

.....

.....

.....

.....

9. What are the main hindrances in implementing reform in the police administration?

[Evaluate the following aspects by marking “✓” in the box of the following according to the scale given:
5-Strongly agree, 4- Agree, 3-Confused, 2-Disagree and 1-Strongly disagree]

- | | | | | | |
|--|----------------------------|----------------------------|----------------------------|----------------------------|----------------------------|
| a. Lack of political will | 5 <input type="checkbox"/> | 4 <input type="checkbox"/> | 3 <input type="checkbox"/> | 2 <input type="checkbox"/> | 1 <input type="checkbox"/> |
| b. Bureaucratic resistance | 5 <input type="checkbox"/> | 4 <input type="checkbox"/> | 3 <input type="checkbox"/> | 2 <input type="checkbox"/> | 1 <input type="checkbox"/> |
| c. Inefficient police leadership | 5 <input type="checkbox"/> | 4 <input type="checkbox"/> | 3 <input type="checkbox"/> | 2 <input type="checkbox"/> | 1 <input type="checkbox"/> |
| d. Corruption | 5 <input type="checkbox"/> | 4 <input type="checkbox"/> | 3 <input type="checkbox"/> | 2 <input type="checkbox"/> | 1 <input type="checkbox"/> |
| e. Inadequate resource allocation | 5 <input type="checkbox"/> | 4 <input type="checkbox"/> | 3 <input type="checkbox"/> | 2 <input type="checkbox"/> | 1 <input type="checkbox"/> |
| f. Lack of public trust | 5 <input type="checkbox"/> | 4 <input type="checkbox"/> | 3 <input type="checkbox"/> | 2 <input type="checkbox"/> | 1 <input type="checkbox"/> |
| g. Lack of collaboration with other agencies/lack of access to justice | 5 <input type="checkbox"/> | 4 <input type="checkbox"/> | 3 <input type="checkbox"/> | 2 <input type="checkbox"/> | 1 <input type="checkbox"/> |
| h. Others (Please specify) : | | | | | |
| | | | | | |

Section-C
Specific Questions for the Politicians

1. Do you agree that reform in police administration should be implemented to make it more effective? [Circle one option]

5	4	3	2	1
Strongly agree	Agree	Confused	Disagree	Strongly disagree

What reforms do you suggest?

.....

.....

.....

.....

.....

2. In your opinion which of the following factors influence the effectiveness of police administration?

[Evaluate the following aspects by marking “√” in the box of the following according to the scale given: 5-Strongly agree, 4- Agree, 3-Confused, 2-Disagree and 1-Strongly disagree]

a. Party in power

i. National/ Central Government 5 4 3 2 1

ii. Local Government 5 4 3 2 1

b. Party in opposition 5 4 3 2 1

c. Police Authority 5 4 3 2 1

d. Civil Administration 5 4 3 2 1

e. Media & Civil Society 5 4 3 2 1

3. How do the factors mentioned above affect police reform? Please identify the main reasons-
(Please ignore if you have an opposite view)

[Evaluate the following aspects by marking “√” in the box of the following according to the scale given: 5-Strongly agree, 4- Agree, 3-Confused, 2-Disagree and 1-Strongly disagree]

a. Abuse of state power 5 4 3 2 1

b. Oppressing the political opponent 5 4 3 2 1

c. financial corruption 5 4 3 2 1

d. Undue directions to police 5 4 3 2 1

e. Others (Please specify)

.....

4. Do you agree that a reform which ensures a professionally effective police administration benefit all including politicians? [Circle one option]

5	4	3	2	1
Strongly agree	Agree	Confused	Disagree	Strongly disagree

5. Please provide your valuable suggestion regarding effective implementation of Police Reform in Bangladesh

Section-D
Specific Questions for Bureaucrats

1. Do you think there is a need for better cooperative relationship between police and admin cadre?
[Circle one option]

5	4	3	2	1
Strongly agree	Agree	Confused	Disagree	Strongly disagree

Please give the reasons why?

.....

.....

.....

.....

.....

2. Which of the factors you think should be focused to improve the relationships

Evaluate the following aspects by marking “✓” in the box of the following according to the scale given: **5-Strongly agree, 4- Agree, 3-Confused, 2-Disagree and 1-Strongly disagree**]

- | | | | | | |
|---|----------------------------|----------------------------|----------------------------|----------------------------|----------------------------|
| a. Making police administration separate and Independent. | 5 <input type="checkbox"/> | 4 <input type="checkbox"/> | 3 <input type="checkbox"/> | 2 <input type="checkbox"/> | 1 <input type="checkbox"/> |
| b. Trust building | 5 <input type="checkbox"/> | 4 <input type="checkbox"/> | 3 <input type="checkbox"/> | 2 <input type="checkbox"/> | 1 <input type="checkbox"/> |
| c. Competence | 5 <input type="checkbox"/> | 4 <input type="checkbox"/> | 3 <input type="checkbox"/> | 2 <input type="checkbox"/> | 1 <input type="checkbox"/> |
| d. Collaboration | 5 <input type="checkbox"/> | 4 <input type="checkbox"/> | 3 <input type="checkbox"/> | 2 <input type="checkbox"/> | 1 <input type="checkbox"/> |
| e. Clear demarcation of tasks | 5 <input type="checkbox"/> | 4 <input type="checkbox"/> | 3 <input type="checkbox"/> | 2 <input type="checkbox"/> | 1 <input type="checkbox"/> |
| f. Non-political Independent police commission | 5 <input type="checkbox"/> | 4 <input type="checkbox"/> | 3 <input type="checkbox"/> | 2 <input type="checkbox"/> | 1 <input type="checkbox"/> |
| g. Others (Please specify) : | | | | | |

.....

3. If you believe that bureaucratic culture hindering police reform please evaluate the following aspects that may influence them to do so-

[Evaluate the following aspects by marking “✓” in the box of the following according to the scale given: **5-Strongly agree, 4- Agree, 3-Confused, 2-Disagree and 1-Strongly disagree**]

- | | | | | | |
|-----------------------------------|----------------------------|----------------------------|----------------------------|----------------------------|----------------------------|
| a. Centralization of power | 5 <input type="checkbox"/> | 4 <input type="checkbox"/> | 3 <input type="checkbox"/> | 2 <input type="checkbox"/> | 1 <input type="checkbox"/> |
| b. Control over police department | 5 <input type="checkbox"/> | 4 <input type="checkbox"/> | 3 <input type="checkbox"/> | 2 <input type="checkbox"/> | 1 <input type="checkbox"/> |
| c. Non-cooperative attitude | 5 <input type="checkbox"/> | 4 <input type="checkbox"/> | 3 <input type="checkbox"/> | 2 <input type="checkbox"/> | 1 <input type="checkbox"/> |

- d. Professional distrust 5 4 3 2 1
- e. Colonial mind-set 5 4 3 2 1

4. Please provide your valuable suggestion regarding effective implementation of Police Reform in Bangladesh

Section-E
Specific Questions for Police Officials

1. Do you think that Bangladesh Police has an institutional urge for police reform? [circle one option]

5	4	3	2	1
Strongly agree	Agree	Confused	Disagree	Strongly disagree

Please give the reason behind your opinion

.....

.....

.....

.....

.....

2. Do you think that lack of police leadership is influencing the process of police reform? [circle one option]

5	4	3	2	1
Strongly agree	Agree	Confused	Disagree	Strongly disagree

Please give the reason behind your opinion

.....

.....

.....

.....

.....

3. In your opinion what are the reasons for undemocratic, heavy handed and non-cooperative mentality of police personnel-

[Evaluate the following aspects by marking “✓” in the box of the following according to the scale given: **5-Strongly agree, 4- Agree, 3-Confused, 2-Disagree and 1-Strongly disagree**]

- | | | | | | |
|--|----------------------------|----------------------------|----------------------------|----------------------------|----------------------------|
| a. Low salary scale and other facilities | 5 <input type="checkbox"/> | 4 <input type="checkbox"/> | 3 <input type="checkbox"/> | 2 <input type="checkbox"/> | 1 <input type="checkbox"/> |
| b. Lack of motivation | 5 <input type="checkbox"/> | 4 <input type="checkbox"/> | 3 <input type="checkbox"/> | 2 <input type="checkbox"/> | 1 <input type="checkbox"/> |
| c. Poor working environment | 5 <input type="checkbox"/> | 4 <input type="checkbox"/> | 3 <input type="checkbox"/> | 2 <input type="checkbox"/> | 1 <input type="checkbox"/> |
| d. Lack of effective grievance redress mechanism | 5 <input type="checkbox"/> | 4 <input type="checkbox"/> | 3 <input type="checkbox"/> | 2 <input type="checkbox"/> | 1 <input type="checkbox"/> |
| e. Partisan | 5 <input type="checkbox"/> | 4 <input type="checkbox"/> | 3 <input type="checkbox"/> | 2 <input type="checkbox"/> | 1 <input type="checkbox"/> |

approach/corruption

f. Others (please specify)

.....

5

4

3

2

1

4. Do you think that police personnel are ready to accept any changes in existing setup/do you think that significant change will take place if police division is established? [Circle one option]

5
Strongly
agree

4
Agree

3
Confused

2
Disagree

1
Strongly
disagree

Why do you think so?

.....

.....

.....

.....

.....

.....

5. Please provide your valuable suggestion regarding effective implementation of Police Reform in Bangladesh

Section-F

Specific Questions for Community/Civil Society/Media

1. Which one of the following factors mostly shapes police perception?

[Evaluate the following aspects by marking “✓” in the box of the following according to the scale given: 5- Strongly agree, 4- Agree, 3-Confused, 2-Disagree and 1-Strongly disagree]

- | | | | | | |
|---------------------------------|----------------------------|----------------------------|----------------------------|----------------------------|----------------------------|
| a. Civil Society | 5 <input type="checkbox"/> | 4 <input type="checkbox"/> | 3 <input type="checkbox"/> | 2 <input type="checkbox"/> | 1 <input type="checkbox"/> |
| b. Media | 5 <input type="checkbox"/> | 4 <input type="checkbox"/> | 3 <input type="checkbox"/> | 2 <input type="checkbox"/> | 1 <input type="checkbox"/> |
| c. Crime rate | 5 <input type="checkbox"/> | 4 <input type="checkbox"/> | 3 <input type="checkbox"/> | 2 <input type="checkbox"/> | 1 <input type="checkbox"/> |
| d. Behavior of police personnel | 5 <input type="checkbox"/> | 4 <input type="checkbox"/> | 3 <input type="checkbox"/> | 2 <input type="checkbox"/> | 1 <input type="checkbox"/> |

Please describe the reason?

.....

.....

.....

.....

.....

.....

2. How would you peruse community consultation as an effective mechanism for police reform?

[Circle one option]

- | | | | | |
|--------------------|-----------|----------|-------------|----------------------|
| 5 | 4 | 3 | 2 | 1 |
| Strongly effective | Effective | Confused | Ineffective | Strongly Ineffective |

Please describe why?

.....

.....

.....

.....

.....

.....

3. Do you think that media coverage affects police reform? [Circle one option]

5	4	3	2	1
Strongly agree	Agree	Confused	Disagree	Strongly disagree

4. In your opinion how the civil society/ community/media is playing role to create positive impact on police performance?

[Evaluate the following aspects by marking “✓” in the box of the following according to the scale given: **4-Very effective, 3-Effective, 2-Confused and 1-Not effective**]

a. Through constructive criticism	4 <input type="checkbox"/>	3 <input type="checkbox"/>	2 <input type="checkbox"/>	1 <input type="checkbox"/>
b. Circulating crime news to draw attention of police	4 <input type="checkbox"/>	3 <input type="checkbox"/>	2 <input type="checkbox"/>	1 <input type="checkbox"/>
c. Framing public opinion	4 <input type="checkbox"/>	3 <input type="checkbox"/>	2 <input type="checkbox"/>	1 <input type="checkbox"/>
d. Awareness building for crime prevention	4 <input type="checkbox"/>	3 <input type="checkbox"/>	2 <input type="checkbox"/>	1 <input type="checkbox"/>
e. Working as watch-dog	4 <input type="checkbox"/>	3 <input type="checkbox"/>	2 <input type="checkbox"/>	1 <input type="checkbox"/>
f. Others (please specify)	4 <input type="checkbox"/>	3 <input type="checkbox"/>	2 <input type="checkbox"/>	1 <input type="checkbox"/>

5. Please provide your valuable suggestion regarding effective implementation of Police Reform in Bangladesh

Section-G

Specific Questions for Development Partners (NGOs/Multinational Agencies)

1. Do you think that police reform program can ameliorate the relations between Bangladesh Government and development partners? [Circle one option]

5	4	3	2	1
Strongly agree	Agree	Confused	Disagree	Strongly disagree

2. Would you like to provide more aid or support for development initiatives if security is ensured through better performance of police? [Circle one option]

5	4	3	2	1
Strongly agree	Agree	Confused	Disagree	Strongly disagree

3. How would you evaluate the existing police reform initiative in the context of policy making? [Circle one option]

5	4	3	2	1
Strongly satisfied	Satisfied	Confused	Dissatisfied	Strongly Dissatisfied

4. Would you please identify (from the development perspective) the service providing sector of Bangladesh police where special attention should be given for improvement? (Please mention at least 3)

- a.
- b.
- c.
- d.
- e.

5. Please provide your valuable suggestion regarding effective implementation of Police Reform in Bangladesh

Annexure 02

Interview Schedule

SL	Interviewee	Designation	Date of Interview
01	Mr. Mokhlesur Rahman BPM	Additional IG Admin, Bangladesh police	25 May 2015
02	Mr. Shamsul Huq Tuku	Former State Minister, Home Affairs	June, 2014
03	Mr. Noor Mohammad	Former IG of Bangladesh police	August 2015
04	Mr. Nurul Huda	Former IGP, Bangladesh police	29 August 2013
05	Mr. Md. Anwarul Iqbal	Former IGP and Advisor of CTG	04 September 2010

(N.B: Not according to portfolio)

Annexure 03

ডি. আই. জি (১৯৫৩)

গণপ্রজাতন্ত্রী বাংলাদেশ সরকার
স্বরাষ্ট্র মন্ত্রণালয়
পুলিশ অধিশাখা-১
ভবন নং-৮, কক্ষ নং-২১০
বাংলাদেশ সচিবালয়, ঢাকা।

স্মারক নং-স্বঃমঃ(পু-১)/বিবিধ-২/২০০৮/৬০২

তারিখ-৭/৭/২০১০

বিষয় : উচ্চ শিক্ষা গ্রহণের অনুমতি প্রদান।

সূত্র-১ : পুলিশ হেডকোয়ার্টার্সের স্মারক নং-জিএ/৩১-২০১০/১২৯২, তারিখ-২২/৬/২০১০
২ : স্বঃমঃ(পু-১)/বিবিধ-২/২০০৮/১২৮০, তারিখ-২৪/১২/২০০৮

উপর্যুক্ত বিষয়ে সূত্রস্থ পত্রের প্রেক্ষিতে পুলিশ হেডকোয়ার্টার্সের ডিআইজি জনাব মোঃ মইনুর রহমান চৌধুরীকে ২ নং সূত্রস্থ পত্রে এমফিল (লিডিং টু পিএইচডি) প্রোগ্রামে ভর্তির অনুমতি বাতিলপূর্বক ঢাকা বিশ্ববিদ্যালয়ের বোর্ড অব এ্যাডভান্স স্টাডিজের সুপারিশ অনুযায়ী একাডেমিক পরিষদের অধ্যাপক ডঃ সালাহউদ্দিন এম, আমিনুজ্জামান, লোক প্রশাসন বিভাগ, ঢাকা বিশ্ববিদ্যালয়ের তত্ত্বাবধানে POLICE REFORM IN BANGLADESH : AN ANALYSIS OF THE ROLE OF SELECTED INSTITUTIONAL ACTORS AND FACTORS IN ITS IMPLEMENTATION এর উপর ২০০৯-২০১০ শিক্ষাবর্ষে খসিকালীন পিএইচডি প্রোগ্রামে অংশগ্রহণের অনুমতি নির্দেশক্রমে নিম্নবর্ণিত শর্তে প্রদান করা হ'ল :-

- (ক) এ কোর্সে অংশগ্রহণে সরকারের কোন আর্থিক সংশ্লেষ থাকবে না এবং সংশ্লিষ্ট কর্মকর্তা সরকারি কাজে কোন ব্যত্যয় শিথিলতা প্রদর্শন করতে পারবেন না;
- (খ) জনস্বার্থে বদলি করা হলে অধ্যয়নজনিত কারণে বদলির আদেশ বাতিল করা যাবে না;
- (গ) সরকার জনস্বার্থে যেকোন সময় এ অনুমতি বাতিল করতে পারবে।


(মোঃ আবুল কাসেম)

উপ-সচিব

ফোন : ৭১৬৮৭২১(অঃ)

মহা-পুলিশ পরিদর্শক,
বাংলাদেশ পুলিশ, পুলিশ হেডকোয়ার্টার্স,
ঢাকা।

Annexure 04

স্বরাষ্ট্র মন্ত্রণালয় পুলিশ অধিশাখা-১ ভবন নং-৮, কক্ষ নং-২১০ বাংলাদেশ সচিবালয়, ঢাকা।	স্মারক নং-স্বঃমঃ(পু-১)/বিবিধ-২/২০০৮/৬০২	তারিখ-৭/৭/২০১০
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বিষয়ঃ উচ্চ শিক্ষা গ্রহণের অনুমতি প্রদান।


ডি আই জি (প্রশাসন)	সূত্র-১
তাইরি নং-৩০৩	২
তারিখ-১৩/৭/১০	২

পুলিশ হেডকোয়ার্টার্সের স্মারক নং-জিএ/৩১-২০১০/১২৯২, তারিখ-২২/৬/২০১০
 স্বঃমঃ(পু-১)/বিবিধ-২/২০০৮/১২৮০, তারিখ-২৪/১২/২০০৮

উপর্যুক্ত বিষয়ে সূত্রস্থ পত্রের প্রেক্ষিতে পুলিশ হেডকোয়ার্টার্সের ডিআইজি জনাব মোঃ মইনুর রহমান চৌধুরীকে ২ নং সূত্রস্থ পত্রে এমফিল (লিডিং টু পিএইচডি) প্রোগ্রামে ভর্তির অনুমতি বাতিলপূর্বক ঢাকা বিশ্ববিদ্যালয়ের বোর্ড অব এ্যাডভান্স স্টাডিজের সুপারিশ অনুযায়ী একাডেমিক পরিষদের অধ্যাপক ডঃ সালাহউদ্দিন এম, আমিনুজ্জামান, লোক প্রশাসন বিভাগ, ঢাকা বিশ্ববিদ্যালয়ের তত্ত্বাবধানে POLICE REFORM IN BANGLADESH : AN ANALYSIS OF THE ROLE OF SELECTED INSTITUTIONAL ACTORS AND FACTORS IN ITS IMPLEMENTATION এর উপর ২০০৯-২০১০ শিক্ষাবর্ষে খসিকালীন পিএইচডি প্রোগ্রামে অংশগ্রহণের অনুমতি নির্দেশক্রমে নিম্নবর্ণিত শর্তে প্রদান করা হ'ল :-

- (ক) এ কোর্সে অংশগ্রহণে সরকারের কোন আর্থিক সংশ্লেষ থাকবে না এবং সংশ্লিষ্ট কর্মকর্তা সরকারি কাজে কোন ব্যত্যয় শিথিলতা প্রদর্শন করতে পারবেন না;
- (খ) জনস্বার্থে বদলি করা হলে অধ্যয়নজনিত কারণে বদলির আদেশ বাতিল করা যাবে না;
- (গ) সরকার জনস্বার্থে যেকোন সময় এ অনুমতি বাতিল করতে পারবে।

৪৬৬
স্বাক্ষর
ডি.আই.জি.
২০
২০/৭/১০


 (মোঃ আবুল কাসেম)
 উপ-সচিব
 ফোন : ৭১৬৮৭২১(অঃ)


মহা-পুলিশ পরিদর্শক,
 বাংলাদেশ পুলিশ, পুলিশ হেডকোয়ার্টার্স,
 ঢাকা।

গণপ্রজাতন্ত্রী বাংলাদেশ সরকার
 বাংলাদেশ পুলিশ
 পুলিশ হেডকোয়ার্টার্স
 ঢাকা

স্মারক নং-জিএ/৩১-২০১০(অংশ-২)/ ২৬০০(২৩) তারিখঃ ২২/৭/২০১০

অনুলিপি অবগতি ও প্রয়োজনীয় ব্যবস্থা গ্রহণের জন্য প্রেরণ করা হ'ল :-

- ১। এ্যাডিশনাল আইজি, প্রশাসন/অর্থ/ট্রেনিং, বাংলাদেশ পুলিশ, পুলিশ হেডকোয়ার্টার্স, ঢাকা।
- ২। ডিআইজি, প্রশাসন/ট্রেনিং/অপরাধ, বাংলাদেশ পুলিশ
- ৩। জনাব মোঃ মইনুর রহমান চৌধুরী, ডিআইজি (অর্থ ও উন্নয়ন), বাংলাদেশ পুলিশ, পুলিশ হেডকোয়ার্টার্স, ঢাকা।
- ৪। প্রধান হিসাব রক্ষণ কর্মকর্তা, স্বরাষ্ট্র মন্ত্রণালয়, এজিবি ভবন, সেগুনবাগিচা, ঢাকা।
- ৫। এআইজি (পিএন্ডআর/পিআইও), বাংলাদেশ পুলিশ, পুলিশ হেডকোয়ার্টার্স, ঢাকা।
- ৬। উপ-নিয়ন্ত্রক, বাংলাদেশ ফরমস ও প্রকাশনা অফিস, তেজগাঁও, ঢাকা।
- ৭। স্টাফ অফিসার টু ইন্সপেক্টর জেনারেল, বাংলাদেশ পুলিশ, পুলিশ হেডকোয়ার্টার্স, ঢাকা।
- ৮। বিজ্ঞপ্তি নথি।


 ১১-৭-২০১০
 ব্যারিস্টার মাহবুবুর রহমান, পিপিএম
 বিপি নং-৬২৮৯০২০৯১৮
 এআইজি (সংস্থাপন), বাংলাদেশ পুলিশ

Annexure 05

গণপ্রজাতন্ত্রী বাংলাদেশ সরকার
পরিকল্পনা মন্ত্রণালয়
পরিকল্পনা বিভাগ
সামাজিকবিজ্ঞান গবেষণা পরিষদ

নং-২০.০০.০০০০.৩০৯.০২.২৯৬.১৪-৩৩

তারিখঃ ২৪ জানুয়ারি, ২০১৮ খ্রিষ্টাব্দ
২৯ মাঘ, ১৪২৪ বঙ্গাব্দ

প্রাপকঃ

জনাব মোঃ মইনুর রহমান চৌধুরী
অতিরিক্ত আইজি(এফএন্ডডি)
বাংলাদেশ পুলিশ হেড কোয়ার্টার্স, ঢাকা।

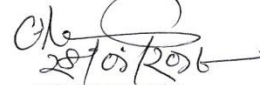
বিষয়ঃ 'Police Reform in Bangladesh: An Analysis of the Role of Selected Institutional Actors and Factors in its Implementation'-শীর্ষক পিএইচডি গবেষণার মেয়াদ বৃদ্ধি।

সূত্রঃ গবেষকের ১৭/০১/২০১৮ খ্রিঃ তারিখের আবেদন।

প্রিয় মহোদয়,

উপর্যুক্ত বিষয়ে সূত্রোক্ত পত্রের পরিপ্রেক্ষিতে নির্দেশক্রমে জানাচ্ছি যে, এ পরিষদের সাথে আপনার সম্পাদিত চুক্তি অনুযায়ী উক্ত পিএইচডি গবেষণার মেয়াদ গত ০৩/০৪/২০১৭ খ্রিঃ তারিখে উত্তীর্ণ হয়েছে। গবেষণাকর্ম সম্পন্ন করার নিমিত্ত আপনার ১৭/০১/২০১৮ খ্রিঃ তারিখের আবেদনের প্রেক্ষিতে আর্থিক মঞ্জুরির পরিমাণ অপরিবর্তিত রেখে উক্ত পিএইচডি গবেষণার মেয়াদ যথাযথ কর্তৃপক্ষের অনুমোদনক্রমে আগামী ৩১ ডিসেম্বর, ২০১৯ খ্রিঃ তারিখ পর্যন্ত বৃদ্ধি করা হলো।

আপনার বিশ্বস্ত



(মোঃ লুৎফর রহমান)
গবেষণা কর্মকর্তা
ফোনঃ ৯১৮০৭৯৭

নং-২০.০০.০০০০.৩০৯.০২.২৯৬.১৪-৩৩

তারিখঃ ২৪ জানুয়ারি, ২০১৮ খ্রিষ্টাব্দ
২৯ মাঘ, ১৪২৪ বঙ্গাব্দ

সদয় অবগতি ও প্রয়োজনীয় (প্রয়োজ্য ক্ষেত্রে) ব্যবস্থা গ্রহণের জন্য অনুলিপি প্রেরণ করা হলোঃ

- ১। উপাচার্য, ঢাকা বিশ্ববিদ্যালয়, ঢাকা।
- ২। অধ্যাপক ড. মোসলেহ উদ্দিন আহমদ, লোক প্রশাসন বিভাগ, ঢাকা বিশ্ববিদ্যালয়, ঢাকা।
- ৩। অতিরিক্ত সচিব-৩, পরিকল্পনা বিভাগ, পরিকল্পনা মন্ত্রণালয়, শেরেবাংলা নগর, ঢাকা।
- ৪। সহকারী পরিচালক (উপসচিব), সামাজিকবিজ্ঞান গবেষণা পরিষদ, পরিকল্পনা বিভাগ, পরিকল্পনা মন্ত্রণালয়।
- ৫। সিনিয়র সিস্টেম এনালিস্ট, আইসিটি সেল, পরিকল্পনা বিভাগ, ঢাকা।
- ৬। সচিব মহোদয়ের একান্ত সচিব, পরিকল্পনা বিভাগ, পরিকল্পনা মন্ত্রণালয়।
- ৭। সংশ্লিষ্ট নথি।



(মোঃ লুৎফর রহমান)
গবেষণা কর্মকর্তা