

EFFECTIVENESS OF PUBLIC-PRIVATE POLICING

A REVIEW OF THE CITIZENS POLICE LIAISON COMMITTEE IN SINDH

Haya Emaan Zahid and Daniel Waddington

A study conducted by Legal Aid Society

in collaboration with International Committee of the Red Cross



EFFECTIVENESS OF PUBLIC-PRIVATE POLICING

A REVIEW OF THE CITIZENS POLICE LIAISON COMMITTEE IN SINDH

Haya Emaan Zahid and Daniel Waddington

A study conducted by Legal Aid Society

in collaboration with International Committee of the Red Cross

DISCLAIMER

The views expressed in this study are those of the authors and do not necessarily reflect those of the Legal Aid Society or the International Committee of the Red Cross.

TABLE OF CONTENTS

ACRONYMS	04
EXECUTIVE SUMMARY	05
PREFACE	06
1. INTRODUCTION	07
1.1 Objectives	07
1.2 Research questions	07
1.3 Methodology	08
1.4 Limitations and Ethical Considerations:	10
2. REVIEW OF LITERATURE AND CONCEPTUAL FRAMEWORK	11
2.1 Urban Violence	11
2.2 Policing Models	11
2.3 Historical Context of Policing in Pakistan	14
2.4 Measuring Police Performance	15
2.5 Formal Social Control	16
3. BACKGROUND TO THE CPLC	17
3.1 Organisational Set-up:	17
3.2 Functions and Mandate:	18
3.3 Program Areas	19
4. FINDINGS	20
4.1 Organisational Efficiency	20
4.2 Findings on Transparency	20
5. FINDINGS ON ORGANIZATIONAL CHARACTERISTICS:	25
5.1 Findings on Programs	28
6. ANALYSIS OF BENEFICIARY EXPERIENCE	32
7. IMPROVING STATE LEGITIMACY	35
8. REFLECTIONS	37
ANNEXURES	39

ACRONYMS

ANF	Anti-Narcotics Force
CPLC	Citizens Police Liaison Committee
COP	Community Oriented Policing
CRC	Central Reporting Centre
CCRM	Computerized Criminal Record Management
DIG	Deputy Inspector General of Police
DRCs	District Reporting Centers
EFQM	European Foundation for Quality Management
FPCCI	Federation of Pakistan Chambers of Commerce & Industry
FIA	Federal Investigation Agency
IB	Intelligence Bureau
ICRC	International Committee of the Red Cross
ISI	Inter-Services Intelligence
IG	Inspector General of Police
KEDA	Karachi Electronics Dealers Association
KCCI	Karachi Chamber of Commerce & Industry
LAS	Legal Aid Society, Karachi
NCs	Neighborhood care
OCCI	Okara Chamber of Commerce & Industry
SIMLab	Social Impact Metrics Lab
UVU	Utah Valley University
UNODC	United Nations Office on Drugs and Crime

EXECUTIVE SUMMARY

This report was commissioned to examine the efficacy and value of the Citizens Police Liaison Committee (“CPLC”). The CPLC is a cross-sector public-private partnership with roots in the business community. The CPLC is supported largely by private donations and voluntary members. The CPLC has not replaced the police, but has worked to adopt and reform core police functions and improved performance through technical support, partnering and supportive engagement with the community. However, up to this point, no comprehensive study of CPLC effectiveness has been undertaken.

In order to assess CPLC's effectiveness and value, three main data collection tools were developed. These were based on the literature review and in consultation with various subject matter experts. The first tool was a survey of beneficiaries (users of CPLC service) measuring the justice needs of the citizens, the services rendered by CPLC, the quality of these services, responsiveness of the CPLC and their value and impact in terms of perceptions of police legitimacy and impact on fear of crimes. This survey was administered to 50 beneficiaries who were randomly selected by the CPLC based on convenience sampling and availability of respondents. Also included is a literature review of policing, with specific emphasis on Community Oriented Policing (“COP”). The objectives of CPLC grew out of COP principles, which promotes proactive involvement of community members and businesses in problem-solving and crime deterrence.

We recognize that the survey sample is small, and based on convenience and availability, which limits the statistical significance of data analysis. However, some meaningful information came out of the beneficiary surveys, which is summarized below:

- All beneficiaries surveyed said that they would recommend to others that they seek help from CPLC. This suggests that the efforts are valued and successful.
- Beneficiaries consistently reported that they were treated professionally, and with empathy and respect. Interestingly though, there was a significant negative correlation between being treated with respect and empathy and beneficiary educational attainment. This suggests that those with lower levels of education were treated with more respect and empathy. People of “status” were not necessarily treated better.
- Those beneficiaries with high expectations felt that CPLC did better in providing services. This could possibly be because those with higher expectations had a clearer idea of what they wanted, which clarity assisted CPLC in providing aid. Similarly, those who felt CPLC had fulfilled their commitment according to the timeframe given felt less hesitancy before calling on them for assistance.
- Married people had generally higher expectations, but there was no statistical difference in how the genders felt about CPLC nor in how they felt they were treated, each of which speaks to CPLC being valued by each equally as well as treating single/married and males/females equally.

PREFACE

In February 2019, the International Committee of the Red Cross (“ICRC”) commissioned the Legal Aid Society (“LAS”) to conduct two independent research studies on the general theme of urban crime and violence with the goal of recommending feasible legal and administrative solutions within the context of Pakistan. The aim of one of the research studies is to study the efficacy and value of the Citizens Police Liaison Committee (“CPLC”), a joint state–community mechanism, in addressing the multifaceted challenges posed by urban violence in the megapolis of Karachi. The primary objective of the study is to analyze whether, how and to what extent, such a hybrid intervention has worked in the context of urban violence. On the basis of this initial inquiry, a secondary probe shall be made as to whether the CPLC model can be viable in other similar contexts.

The research was conducted by and the report was authored by Haya Emaan Zahid¹ and Dr. Daniel Waddington.² The research process, analysis, findings and reflections are the responsibility and perspective of the authors and may not reflect the positions held by any of the partnering organizations.

It is necessary to thank the support and guidance of scores of people without whom this research would not have been completed. The authors thank members of the CPLC who shared their wisdom and experience during the key informant interviews. These members, who are all volunteers, provided their precious time and spent many hours responding to the questions in the interviews. Special thanks are due to Mr. Zubair Habib, Chief of the CPLC,³ who was approached a number of times and always made himself available despite his busy schedule. His expertise on policing and insights greatly enriched this research. Special mention is made of Ms. Kaneez Fatima at the Central Reporting Centre of the CPLC, who assisted with logistics and organizing interviews of CPLC members and surveys with beneficiaries. The authors thank Mr. Khalid Noor of the CPLC who provided comprehensive reports and documents which greatly enriched the quality of this research. The authors are particularly thankful to all 50 beneficiaries of the CPLC who shared their experiences during the surveys. Their selfless contributions have been pivotal and informed the basis of this report without which the reflections and recommendations contained herein would not have come through. We thank the research team based at the Legal Aid Society in Karachi and the Social Impact Metrics Lab (SIMLab) at Utah Valley University (UVU) in Orem, Utah, USA. The primary data collection was spearheaded by Ms. Wajiha Gilani and was supported by Ms. Kubra Rind, and Ms. Naima Qamar. Ms. Shahida Shahzad is also acknowledged for her administrative and logistical support for the LAS team. Special mention is to be made of the hard work of Ms. Wajiha Gilani for transcribing and recording data, as well as Dr. Ronald Miller of UVU for statistical analysis of the data. The authors of this study thank Ms. Menaal Munshey for her input on the conceptual framework of the study and review of the data collection tools.

Finally, we would like to acknowledge the guidance provided by Justice Nasir Aslam Zahid, Chairperson of the LAS, whose vision and mission for improving the lives of citizens in Pakistan continues to be the key motivating drive behind this work.

1 Executive Director, Legal Aid Society

2 Professor of Criminal Justice, Utah Valley University

3 Appointed as Chief on July 31st 2015

INTRODUCTION

The research was conceptualized with a purpose to add to the literature on urban violence, specifically to the body of evidence on systems and practices that have positive impacts in curbing urban violence. The research was designed to evaluate the CPLC, which was founded in 1989, and is a unique example of a hybrid arrangement for the provision of public services in situations where there has been a breakdown of conventional governance arrangements. Such an arrangement is termed as a “co-production” i.e. the provision of public services through an institutionalized, long term relationship between state agencies and organized groups of citizens where both make substantial resource contributions.⁴ The objective of the study is to analyse the effectiveness and efficiency of the CPLC by assessing outcomes related to crime and disorder, citizen satisfaction and citizen perceptions of police legitimacy. The research was conducted in field sites across 6 districts of the city of Karachi and is meant to be indicative and not representative of the problems associated with curbing urban violence through a model utilizing a community-driven social capital approach. There is also a desire to explore possibilities of piloting interventions based on the findings of this research.

1.1 OBJECTIVES

This study assesses the efficiency and efficacy of the CPLC in the context of urban violence. The study sets out to deconstruct the CPLC model to understand commonalities and differences between various policing models. Subsequent to situating the model of the CPLC against established policing models, various performance measures are examined as it is unlikely that the typical performance measures associated with traditional policing would suffice. Community oriented policing measures which are more qualitative and measure the extent to which police affect the quality of life of the communities⁵ and the extent to which they solve problems⁶ will also be explored.

The study was undertaken over a period of 9 months⁷ during which the performance of the Central Reporting Centre⁸ (“CRC”) and District Reporting Centres (“DRCs”)⁹ of the CPLC in Karachi were analysed.

1.2 RESEARCH QUESTIONS

The principal research questions are as follows:

- (1) What is the CPLC model, and is it organizationally efficient and sustainable?
- (2) Have citizens had a positive or negative experience in their interactions with CPLC?

These questions were explored through a beneficiary survey and two key informant interview tools administered to CPLC officials and police officers.

Reliance was placed on the European Foundation for Quality Management (“EFQM”) Excellence Model, which is a non-prescriptive framework that recognises there are many approaches to achieving sustainable excellence within any organization.¹⁰ The EFQM model allows organisations to evaluate their current performance so as to identify strengths and flag weaknesses for improvement. In assessing the impact of the CPLC and its results, through this framework, the CPLC was assessed in terms of its leadership, strategy and policy, staffing, systems and processes, resources and partnerships. People Oriented Results were analysed,

4 Mohammad O. Masud 2002

5 Langworthy 1998

6 Goldstein 1990

7 March–November 2019

8 CRC is the Head Office of the CPLC situated in the Governor House in Karachi

9 Central, South, East, West, City, Malir and Korangi Districts

10 The EFQM Excellence Model is the most widely-used organisational framework in Europe; it is applied by organisations as the basis for their management system and to identify their strength and areas for improvement

which refer to the evaluation of the CPLC members' perceptions of the CPLC and how good drivers of employment and engagement satisfaction are. In addition End-User Results were also evaluated to assess the service users' perceptions of the CPLC. Additionally, reliance was placed on assessing organizational efficiency through adherence to established management practices posited by Liket and Maas.¹¹ These standards are clustered into three components: (a) transparency, (b) program and (c) organizational characteristics.

1.3 METHODOLOGY

The research process was initiated with a preliminary meeting with the Chief of the CPLC, Mr. Zubair Habib on 19th April, 2019 to discuss areas within the CPLC's mandate which could be explored, observed and analysed. Lines of inquiry were identified through this process of initial consultation. The methodology consisted of a mixed method approach. A literature review was conducted on urban violence, specifically in the context of developing countries and Pakistan. Existing literature on the CPLC and different policing models was also reviewed to understand its commonalities and differences between traditional policing models and community policing models. Literature was also reviewed on measuring efficacy and efficiency of policing in the reactive sense, problem solving context, community policing context and in co-production and public private partnership models.

In addition, three main data collection tools were developed based on the literature review and in consultation with various experts. The first tool was a survey for beneficiaries (service users) of the CPLC (attached as Annex 1) to determine the justice needs of the citizens, the services rendered by CPLC, the quality of these services , responsiveness of the CPLC and their value and impact in terms of perceptions of police legitimacy. This survey was administered to 50 beneficiaries who were randomly selected by the CPLC based on convenience sampling and availability of respondents. The beneficiaries belonged to the following DRCs and were interviewed in person between 19th June, 2019 to 26th July, 2019:

OFFICE OF CPLC	NUMBER OF PARTICIPANTS	MALE	FEMALE
CRC office	17	13	4
DRC -District South	4	2	2
DRC -District East	6	6	0
DRC -District West	3	2	1
DRC -District Central	4	4	0
DRC -District Korangi	6	4	2
DRC -District City	7	6	1
DRC -District Malir	3	2	1
Total	50	39	11

The second tool that was developed was a questionnaire for the key informant interviews conducted with former and existing members of the CPLC. Eight interviews were conducted between 16th May, 2019 to 18th October, 2019 and are listed as follows:

DATE OF INTERVIEW	NAME OF INTERVIEWEE	POSITION	YEARS OF EXPERIENCE WORKING WITH THE CPLC	GENDER	NAME OF INTERVIEWER
16th May 2019	Adil Chapra	CPLC Chief West Zone	20 Years	Male	Ms. Haya Emaan Zahid and Ms. Wajiha Gilani
24th May 2019	Ali Haji	CPLC Chief I.T	23 Years	Male	Ms. Haya Emaan Zahid and Ms. Wajiha Gilani
29th May 2019	Abid Ozair	CPLC Chief East Zone	13 Years	Male	Ms. Haya Emaan Zahid and Ms. Wajiha Gilani
12th Jun 2019	Zubair Chaya	CPLC Chief District Korangi	30 Years	Male	Ms. Haya Emaan Zahid and Ms. Wajiha Gilani
12th Jun 2019	Suresh Kumar	CPLC Chief City Zone	15 Years	Male	Ms. Haya Emaan Zahid and Ms. Wajiha Gilani
19th Jun 2019	Shaukat Ali Suleman	Deputy Chief, CRC	29 Years	Male	Ms. Haya Emaan Zahid and Ms. Wajiha Gilani
25th Sep 2019	Zubair Habib	CPLC Chief, CRC	30 Years	Male	Ms. Haya Emaan Zahid and Ms. Wajiha Gilani
18th Oct 2019	Nazim Haji	Ex CPLC Chief and Co-Founder	Founding Member	Male	Ms. Haya Emaan Zahid and Ms. Wajiha Gilani

The questionnaire was designed to understand the knowledge of the respondents on policing, community policing, the mandate, scope and limitations of the CPLC and its workings in addition to exploring drivers of employment and engagement satisfaction within the CPLC.

The third tool that was developed was a questionnaire for the key informant interviews with external stakeholders. Due to paucity of time, 2 interviews were conducted with the Deputy Inspector General Headquarters of Police¹² at the Central Police Office in Karachi and with the Deputy Inspector General of District South in Karachi.¹³ The tool was designed to assess the complementarity of the existing services of the CPLC and to triangulate findings.

In addition, desk review relating to the CPLC's annual program reports, financial reports and charter was conducted. Reports relating to SOPs such as the QMS (quality management system), which was often cited in the interviews, were not shared with the researchers.

The data was quantitatively analyzed using descriptive statistics and qualitatively analyzed using thematic analysis to understand citizen's perceptions of the justice system, policing, state institutions, experiences and the CPCL's overall impact and efficiency.

¹² Interview with Mr. Abdul Khaliq Sheikh on 15th October, 2019

¹³ Interview with Mr. Sharjil Kharal on 3rd October, 2019

Breakdown of Data Collection:

RESEARCH TOOL	NUMBER OF TOTAL RESPONDENTS	DISAGGREGATION OF RESPONDENTS
Key Informant Interviews (Internal)	8	8 Males
Key Informant Interviews (External)	2	2 Males
Surveys	50	39 Males and 11 Females

1.4 LIMITATIONS AND ETHICAL CONSIDERATIONS

The authors declare no potential conflicts of interest with respect to the authorship and/or publication of this article.

The study was exploratory in nature and the analysis on the end-user's perceptions was limited due to the self-reported nature of the data. An introductory meeting was conducted with the Chief of the CPLCm Mr. Zubair Habib on 19th April, 2019, to explain the scope and objectives of the study and to obtain the necessary approvals for the research and data collection. The conceptual framework of the study was submitted for an initial review along with the three tools that were developed for data collection. Assurances were made in relation to ensuring that the data collected would not be utilized for any purpose other than for the completion of this study.

The surveyors made all efforts to ensure that the beneficiary surveys were conducted without the presence of a CPLC member however, this was not possible in all cases. This may have prevented some beneficiaries from answering questions honestly. Whilst there were no overt signs of discomfort noticed with any of the beneficiaries who were contacted by the CPLC to come in for the interviews, it may have been the case that responses may have been tainted due to the presence of the CPLC in some cases or due to the fact that interviews were conducted within the premises of the CPLC.

The surveyors made a conscious effort to minimize risk that a respondent may face by agreeing to be a part of the study by ensuring and reiterating that the interview/survey was voluntary and optional, not taking any pictures of the survey being administered and allowing confidentiality by not asking for the NIC or contact numbers. In some cases responses were recorded using an audio-recording device but only after approval was obtained from the respondents.

At the beginning of each survey, the surveyor spent up to 5 minutes explaining the purpose of the study, their disassociation with CPLC and their independence in conducting the study for the purposes of assessing the value and impact of the services rendered to them by CPLC. It was also communicated that there would be no compensation for the survey. All survey participants were ensured that whilst findings may be published, no information would be able to identify any of those interviewed or surveyed.

In addition, whilst every effort was made to interview each Chief of the 7 Zonal / District offices of the CPLC, it was not possible to meet with the Zonal Chief of District South and District Malir. Similarly, due to the time constraints associated with the study, it was not possible to meet with more contenders for the external key informant interviews. The study was limited by the small sample. As mentioned earlier, the possibility for selection bias was present with the end-user surveys thus there is no guarantee that the sample was representative of the community.

REVIEW OF LITERATURE AND CONCEPTUAL FRAMEWORK

2.1 URBAN VIOLENCE

At the start of the twenty-first century, two phenomena increasingly characterize the Global South: urbanization and violence. It is estimated that by 2050, people living in cities in Asia and sub-Saharan Africa will account for 60 percent of each region's population, and nearly 70 percent of the Global South's total population will reside in cities.¹⁴ The emergence of new and growth of existing metropolises has made cities in the Global South increasingly fertile terrains for the study of varied aspects of the politics of development, including provision of public goods and services¹⁵, economic policy making¹⁶, informal markets¹⁷ and good governance.¹⁸

Karachi's population has proliferated in the past few decades and unofficial estimates place the Population at around 23 million though other statistics estimate it to have a population of 16.62 million in 2016 making it the 7th largest urban agglomeration in the world.¹⁹ The reasons for urban violence in the mega city mirror those found in other developing and developed cities such as ethnic conflict; political disagreements between the interests of the city and the province; absence of basic physical and social infrastructure; social economic pressures; poor public administration and corruption among city planners; and the coming of age of a "second generation" of squatter settlers in informal areas who are alienated from the mainstream of urban life.²⁰ Despite the city contributing over 70 percent of the national GDP, the competition over resources and turf has become increasingly violent and it appears that the state has failed to meet the demands of the fast-growing population.²¹

Social scientists and urban ecologists have employed integrated frameworks for addressing urban violence which reconcile the bottoms-up views of local people with the top-down solutions offered by professionals to address the complexity of the endemic violence, fear, and insecurity that permeates the everyday lives of local populations.²² Seven predominant prevention or reduction policies have been identified, ranging from well-known interventions such as criminal justice and public health, through conflict transformation and human rights to newer more innovative urban solutions such as citizen security, crime prevention through environmental design and the community-driven social capital approach.²³ The criminal justice method addresses the symptoms of violence from the top-down, focusing on deterrence and control of violence through formal methods of arrest, conviction, and punishment facilitated by state actors such as the police, courts and prisons. However, effectively countering and curbing urban violence, even through formal mechanisms, requires efficient, accountable and civilian-led (democratic) policing. It is thus important for all provinces in Pakistan to reform and modernise the urban policing system to meet present day needs.²⁴

An essential component in post-modern policing is leveraging community organization for provision of safety nets for the community and violence reduction. Local community members contribute towards peace by generating trust and unity within communities. Such a community-driven 'social capital approach' focuses on building social cohesion within communities through strengthening both informal and formal institutions. Based on a bottoms-up and participatory process, it aims to create trust by building on the community's own identification of its needs and associated institutions and this is explored further below.

2.2 POLICING MODELS

Ponsaers compartmentalizes conceptions on policing used by social scientists into four central police models: the military-bureaucratic model; the lawful policing model; community-oriented policing ("COP"); and public-private divide policing.²⁵

14 Moncada 2013

15 Herrera 2013, Post 2009, Resnick 2012

16 Goldfrank and Schrank 2009

17 Cross 1998, Simone 2002

18 Gilbert 2006, Moncada 2013

19 <http://worldpopulationreview.com/world-cities/karachi-population/>

20 Arif Hasan 1993

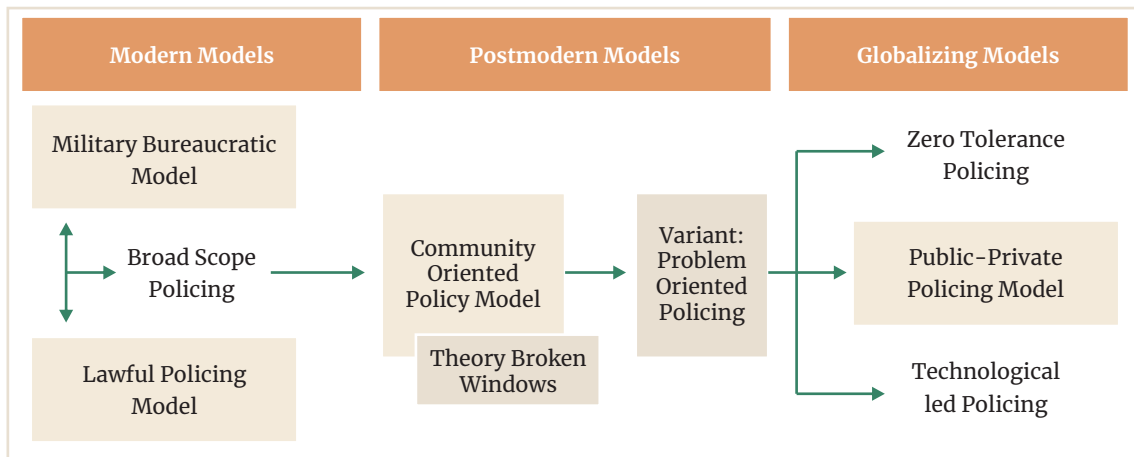
21 crisisgroup.org/asia/south-asia/pakistan/policing-urban-violence-pakistan 2014

22 Caroline O. N. Moser 2006

23 Ibid

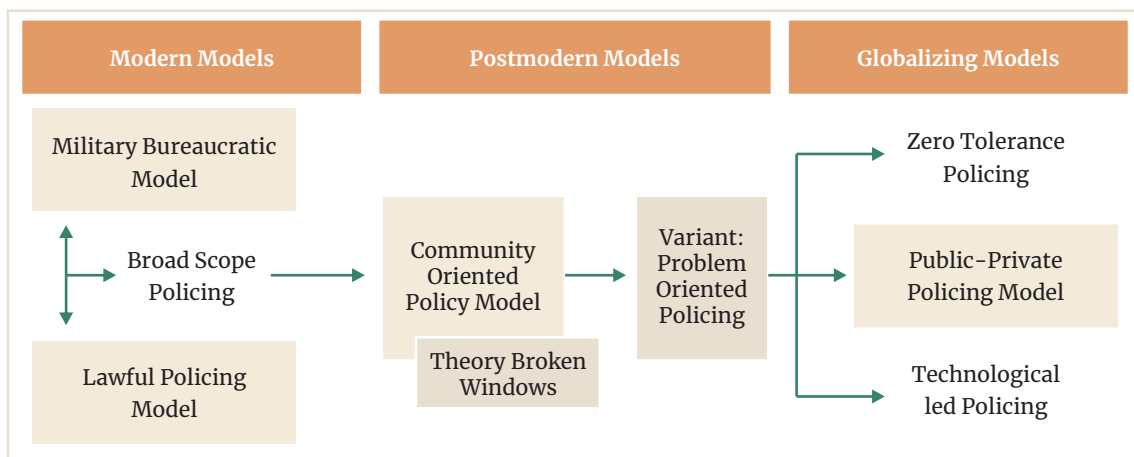
24 Ibid

25 Paul Ponsaers 2001



Source: Paul Ponsaers 2001

The military-bureaucratic police model, is premised on the notion of discipline and reaction against corruption and politization.²⁶ A hierarchical system of command and control exists with supervision and discipline of individual officers regarded as a solution to the problem of police corruption. Almost all police departments emanated from this basic hierarchical rank-based organization to ensure internal discipline and control.²⁷ The police structure in Pakistan is to date modelled on this structure created originally during the British colonial era. The police structure was designed on the pattern of the Royal Irish Constabulary with its exclusive focus remaining on control and subjugation of the local population as opposed to provision of public service.²⁸



Source: Paul Ponsaers 2001

This hierarchical and authoritarian model is rationalised by adopting a framework of training and deployment, the institution of strict discipline with strict penalties for nonconformity, and a closed system of promotion from within the ranks.²⁹ A failing of this model is the inherent lack of external accountability³⁰ resulting from a complete disconnect between the population and the police.³¹ In summary, the model is not prevention-oriented but rather focused on repression and maintenance of public order hence purely reactive.³²

The lawful policing model advanced as a reaction to the military and bureaucratic model. This “legalistic style” of policing encouraged officers to follow the law no matter what the end result was and pressurized police into producing arrests and tickets as they are expected to simply “do their jobs” no matter what the consequences are.³³

26 Van Outrive, L. et al 1992

27 Reiss, AJ 1992

28 Stabilising Pakistan through Police Reform, a report by the Asia Society, 2012

29 Reiss

30 Enloe, C.H 1980

31 Mawby, R.I 1999

32 Ponsaers, Paul 2001

33 Wilson, J.Q 1996

Military Bureaucratic Model		Community Policy Model
Centralization	1. Decision taking	Decentralization
Specialization	2. Labour division	Generalization
Symptom oriented, repressive	3. Orientation	Course oriented, prevention
Closed system, reactive	4. Interaction with environment	Open system, proactive
Conservative	5. Changing potential	Innovating
Hierarchical, top-down, one chief	6. Manner of decision making	Democratic, bottom-up
Needs of the government	7. Involvement	Needs of the population
Technical	8. Strategy	Social (expectations of the public)
Norm maintenance, law and order	9. Finality	Service oriented

This police model has nothing to do with public order and deals only with crime and criminals.³⁴ The shortcoming of this model is the room for unfairness because rules can be manipulated in discretionary ways.³⁵

COP has developed as a reaction against partial initiatives like team policing, foot patrol, public relations and isolation from the population.³⁶ Friedmann's definition is one of the most comprehensive and provides:

Lawful Policing Model		Community Policy Model
High degree of individual autonomy	1. Decision taking	Decentralization
Specialization	2. Labour division	Generalization
Offender oriented, repressive	3. Orientation	Course oriented, prevention
Instrumental, formal, reactive	4. Interaction with environment	Open system, proactive
Conservative	5. Changing potential	Innovating
Internal legal logic	6. Manner of decision making	Democratic, bottom-up
Needs of the judiciary	7. Involvement	Needs of the population
Legal, technical	8. Strategy	Social (expectations of the public)
Law enforcement	9. Finality	Service oriented

³⁷Source: Ponsaers Paul 2001

“Community policing is a policy and a strategy aimed at achieving more effective and efficient crime control, reduced fear of crime, improved quality of life, improved police services and police legitimacy, through a proactive reliance on community resources that seeks to change crime causing conditions. It assumes a need for greater accountability of police, greater public share in decision-making and greater concerns for civil rights and liberties”.³⁸

COP comprises three key components: community partnerships, organizational transformation, and problem solving.³⁹ This approach requires the traditional hierarchy of the police department to be 'flattened' in order to delegate decision making to the frontline officers who directly engage with the community.⁴⁰ Thus, COP is not simply about improving relationships between police and citizens but about problem-solving processes that draw upon citizens' expertise in identifying and understanding the social issues that create crime, disorder, and fear.⁴¹ COP thus tries to cure real or imagined (individual) problems, thus contributing to the overall health of the community. Analogous to a doctor, the community policing officer's role is not limited to police tasks, they both give advice and support. Although such a community-friendly policing system gains favour in much of the developed world where personnel live in proximity to the people that they serve, because of poor living conditions and low wages in Pakistan, such a system has at times worked conversely, polluting the police.⁴²

³⁴ Monjardet, D. 1996

³⁵ Bittner, E. 1980

³⁶ Skogan, W.G., Harnett, S.M., 1997, Skogan W.G. 1990

³⁷ Ponsaers Paul 2001

³⁸ Trojanowicz, R. Bucqueroux, B. 1990

³⁹ Office of Community Oriented Policing Services 2012; Skogan 2006a

⁴⁰ Cordner 1999; Office of Community Oriented Policing Services 2012; Trojanowicz et al. 1998; Weisburd et al. 2003a

⁴¹ Trojanowicz et al. 1998

⁴² Stabilising Pakistan through Police Reform, a report by the Asia Society 2012

Public-private divide policing refers to two main types of private policing consisting of civil and commercial policing. The later involves private investigators, consultancy businesses and private security firms that provide technical security equipment, security services on a contract basis and /or manned guarding staff and is outside the scope of this study. Civil policing, refers to two forms: responsible citizenship and autonomous citizenship.⁴³ The evolution of this form of civilian-led policing has resulted in the development of hybrid models such as the model of the CPLC which some refer to as a quasi-government agency involved in policing and law-enforcement duties. Keeping in mind the failings of the existing police system in Pakistan; such as shortages in resources and skilled manpower, problems of accountability and disconnect with communities, culture of hostility and torture and the ensuing trust deficit from the public; certain types of citizen involvement in the law enforcement process may be highly desirable.⁴⁴ The need of external accountability is recognised in COP and public-private divide policing and the public and the communities are recognized as partners in creating a safe and secure environment in order to achieve a higher quality of life.

Each of these policing typologies originated as a reaction against an earlier or competing model yet one model does not necessary follow after another one and the first model does not disappear, when a new one is originating.⁴⁵ The constant evolution of the abovementioned models leads to the development of hybrid policing: a mixture of police forces, regulatory bodies, governmental and quasi-governmental agencies, involved in policing and law-enforcement duties of one sort or another. Such bodies may operate in the public sphere, in the private sphere or across both.⁴⁶ The emergence of CPLC as a form of private policing in Karachi occurred in response to the failing of institutions in terms of meeting the demands of the citizens, along with dynamics of the free market. This has been legitimized further with amendments in the police laws along with the detailed charter of the CPLC being notified in 2003 by the Government.

2.3 HISTORICAL CONTEXT OF POLICING IN PAKISTAN

Pakistan inherited a colonial policing system from the British under the legal framework of the Police Act of 1861 which is where it inherited its military-bureaucratic police model from. The objective of policing was to protect and enlarge colonial rule while keeping the public under strict checks. The police in Pakistan have historically suffered from a poor reputation and the public retains a highly negative view of its role and mission. The Human Rights Watch published a report titled *'This Crooked System': Police Abuse and Reform in Pakistan*. It states, "[p]ublic surveys and reports of government accountability and redress institutions show that police are one of the most widely feared, complained against, and least trusted government institutions in Pakistan."⁴⁷

As a result, there is little voluntary flow of vital information relating to human security from the public to the police. Mistrust of the police is so deeply embedded across all levels of society that citizens seldom reach out to them, even in times of crises.⁴⁸

The Police Order, 2002 was enacted with a view towards diminishing political influence on the police and making the institution answerable to public bodies. Unfortunately, the major salutary provisions were diluted by legislative amendments in 2004, and even the watered-down version has not been followed. Despite borrowing from the Japanese concept of External Oversight Committees and credible independent accountability systems, which were introduced by the Police Order 2002, these accountability measures were never fully implemented. The provinces of Sindh and Balochistan chose to adopt the Police Act 1861 with minor changes thereby eroding the Police Order 2002 of any chance of success. What has, until very recently, been missing in the Policing landscape in Sindh has been the presence of a strong system of external accountability which prevents the police from being citizen centric and democratic.

Due to the activism of civil society,⁴⁹ and recent directives from the Supreme Court and High Court on police reform, the Government of Sindh has enacted the Sindh (Repeal of Police Act 1861 and Revival of Police Order

43 For more on understanding the concept of self defence groups and autonomous policing see : Citizen Involvement in the Law Enforcement Process: The Case of Community Police Patrols

American Behavioral Scientist, 1971. vol. 15, no. 1, pp.52-72. Special issue on decentralization and citizen participation.

44 Citizen Involvement in the Law Enforcement Process: The Case of Community Police Patrols

American Behavioral Scientist, 1971. vol. 15, no. 1, pp.52-72. Special issue on decentralization and citizen participation.

45 Ponsaers, Paul. 2001

46 Shearing, C.D., 1992, pp 399-435

47 Ijaz, S., & Ata-ullah, N.-ul-S. (2019, January 2). "This Crooked System": Police Abuse and Reform in Pakistan.

<https://www.hrw.org/report/2016/09/26/crooked-system/police-abuse-and-reform-pakistan>.

48 Stabilising Pakistan through Police Reform, a report by the Asia Society, 2012

49 <https://tribune.com.pk/story/1474056/igs-power-struggles-reach-high-court/>

2002) Amendment Act 2019 in which the Police Order 2002 was amended. The new scheme purports to reintroduce an effective mechanism of accountability through the conduit of Provincial and District Level Public Safety Commissions⁵⁰ which bear the potential to enhance transparency and accountability. Yet pre-existing structures and procedures within the institution of the police are far from ensuring its immediate transformation into a citizen centric and democratic body. The COP philosophy requires that policing is converted into practice through compatible organisational structures and operational strategies⁵¹ and is likely to transpire only if supplemented with the required political will.

2.4 MEASURING POLICE PERFORMANCE

The measurement of police performance is a complicated task that has multiple dimensions.⁵² Direct measures of performance evaluation include crime rates, number of arrests and fines issued, clearance rates,⁵³ and calls for service response time. Indicators of performance such as number of arrests, response times, and reported levels of crime, are routine measures of effectiveness and tend to be the primary metrics that the police utilises.⁵⁴ However, smaller communities may have a lower crime rate, which means police officers have fewer opportunities to solve crimes. Response times vary according to the size of geographic area of the community that is served, resources allocated to policing, location of the closest dispatching station, etc. In contrast, indirect measures of police performance include surveys, direct observations of social behaviour, situational studies and independent testing. The multi-dimensional nature of police work requires a multi-dimensional approach to the measurement of performance. The heterogeneity in COP measures makes performance measurement additionally challenging.⁵⁵ Given that COP was intended as a citizen-oriented cultural shift rather than a crime control tactic, it appears that instead of assessing the direct impact of COP on crime, the questions to be assessed relate to what crime control benefits are derived from strategies and tactics implemented in a community-oriented context.⁵⁶ There is evidence that improved perceptions of legitimacy increase citizen compliance and are associated with lower crime rates.⁵⁷ On the other hand, COP may have a positive impact on non-crime control outcomes related to community relations and trust in the police, such as fear of crime, legitimacy, and satisfaction with policing. Given that citizens who trust and accept the authority of the police are more likely to obey the law,⁵⁸ citizens' perceptions of legitimacy and police effectiveness may be important antecedents to crime control. Some recent research⁵⁹ also suggests that residents' assessments of the effectiveness and quality of policing and the behavior of police are related to collective efficacy—the “willingness [of residents] to intervene for the common good”⁶⁰ which may in itself be a precursor to crime control.⁶¹ *However reducing fear of crime and enhancing personal security is not a straightforward process because of the subjective nature of this dimension. Fear of crime and sense of personal security are often associated with citizens' subjective perceptions of their environment, which is not something the police can always influence or control. Another way of thinking about the breadth of the issues to be considered in performance measurement is what has been referred to as the three “E's”, Equity⁶², Efficiency, Effectiveness.*⁶³

The effectiveness of public-private policing efforts such as the CPLC have not been evaluated with any kind of systematic before-and-after data, such as reports of crime, civil disorders, complaints against police, citizen feelings of safety, attitudes toward the groups and the police, and police abuses. Since CPLC emerged at a time of lawlessness in the 80s and 90s and thrived upon the perceptions of violence, injustice and break down in law and order hence deriving its legitimacy from urban disorders and violent crimes, the presumption is that it should deflate as a model as conditions in law and order improve in the city and the writ of the government is strengthened. However, this is unlikely for the near future where effective police reform will take many decades and hence a need for citizen led efforts shall remain.

50 The Provincial Safety Commission in Sindh was notified on 11th September, 2019 with the Chief Minister of Sindh as the Chairperson.

51 Bennet, T, 1990, Bennet, T, 1994, Bennet T 1998

52 Coleman 2012, Maguire 2003, Moore and Braga 2003

53 Clearance rates, which are the proportion of crimes solved by a police jurisdiction in a given period of time, are yet another traditional measure of police performance that has been used widely.

54 Carr-Hill and Stern 1973

55 Mastrofski et al. 2007: 224, Gill 2014

56 Cordner 1999

57 Mazerolle et al. 2013, Sherman and Eck 2002, Sunshine and Tyler 2003, Tyler 1990

58 Sunshine and Tyler 2003, Tyler 1990

59 e.g. Jackson and Sunshine 2007, Kochel 2012, Wells et al. 2006

60 Sampson et al. 1997: 919

61 e.g. Weisburd et al. 2012

62 Equity refers to the ethical standards and to the fairness guiding the organization.

63 Eck, J.E., & Rosenbaum, D.P 1994, Bayley 1994

2.5 FORMAL SOCIAL CONTROL

Police misconduct can drive a wedge between officers and residents and trump efforts to establish mutually supportive ties that might help to reduce crime. Formal control may also have significant indirect effects—by influencing residents' informal control practices. Where police control of crime is limited, this may deflate law-abiding residents' sense of collective efficacy and their willingness or ability to engage in informal control. Residents who view the police as unresponsive or ineffective may feel vulnerable when considering whether to try to stop street deviance. When police are not seen as a supportive resource, community members will be reluctant to take the risk of intervening in neighborhood problems. Formal control by the police may, first, enhance residents' capacities to fight crime and disorder. Crime reduction is arguably most likely when the police are engaged not only in routine responses to calls from residents but also in proactive, community policing. In theory, community policing involves residents and police in mutual problem solving and the coproduction of order. Residents and police officers work together to identify and resolve neighborhood problems. Community policing thus illustrates one way in which formal and informal social control can reinforce each other, helping to reduce crime.⁶⁴ However, community members may have strong social capital but still “lack the institutional capacity to achieve socially desirable outcomes that help to foster neighborhood stability and control”.⁶⁵ Institutional capacity or bridging social capital includes established neighborhood organizations with linkages to residents and other organizations, and the ability to secure external resources from public organizations, such as police and government. Strong social capital and institutional infrastructure can lead to increased collective efficacy and less violence, crime, and disorder.

This research situates itself at the theoretical intersection of formal and informal social control literature within the specific context of its growth as a response to failing policing models. It evaluates the unique model of the CPLC, as a community based response to crime control and crime prevention, which is based on community-police partnerships and analyses its potential in activating purpose-led action amongst the community to enhance social control.

BACKGROUND TO THE CPLC

The CPLC is a citizen led non-political statutory body which was originally established in Karachi at four Police Stations⁶⁶ through an administrative notification of the provincial Government of Sindh in August, 1989 with a purpose of assisting citizens in accessing police stations. It emerged as a response to the spiraling of kidnapping for ransom cases, which were at an all-time high in the late 80s and early 90s.⁶⁷ The city was also infested with a high crime rate, and burglaries, thefts and murders were also rampant.⁶⁸ The Governor of the time, Justice Retired Fakhruddin Ebrahim, was approached by a delegation of concerned businessmen from Karachi for his intervention because the police did not have enough strength in numbers nor the requisite technical capacity for dealing with the rapidly increasing crime rates, and kidnappings for ransom in particular. The CPLC was initially established as a pilot project at four police stations as these were seen to be approachable places where the CPLC could supervise matters more closely, “...so the best place to start was at the Senior Superintendent of Police's office, who is the highest ranking field officer. This is where all the information flows in because if people have any issues, they come to SSP office.”⁶⁹ Thereafter, DRCs were established near the SSP's office in these police stations. After that, for further coordination of the activities of these DRCs, a central reporting cell, known as the CRC, was established at the Governor Sindh's Secretariat on 17th March, 1990.

The CPLC is a non-political statutory organization which provides relief to victims of crimes and provides technical support to law enforcement agencies and strives to monitor and prevent crimes, protect lives and property, uphold rule of law and to ensure continuous improvement in its services. It is a unique example of a public private partnership whereby citizens have come forward as volunteers and taken responsibility to rectify the deteriorating law and order situation in coordination with law enforcement agencies.⁷⁰ The model evolved as a hybrid arrangement for the provision of public services due to the breakdown of conventional governance arrangements.⁷¹ This arrangement is termed as a “co-production” where public services are provided through an institutionalized, long term relationship between the state agencies and organized groups of citizens where both make substantial resource contributions.⁷²

A year after the establishment of the CPLC, the Police Rules⁷³ were amended⁷⁴ to institutionalize the CPLC and provide it with firm statutory basis. For further operationalization, CPLC was provided with a detailed charter which defined its mandate and functions. The charter was formally approved in 2003 and provides for the set-up of an Advisory Board of Governors headed by the Governor.⁷⁵

Relatively little is known about the internal workings of the CPLC beyond journalistic accounts. The discussion that follows focuses on how the CPLC model works by probing at its purposes and practices; its internal organization and governance methods, motivation for its members, nature of interaction and engagement with police and communities, governments and LEAs. Perceptions of community members and the police are also gauged along with analysis. An assessment is also made with a view to recommending how the CPLC model can be further improved and whether lessons can be drawn for replication in other contexts.

3.1 ORGANISATIONAL SET-UP

The Governor of Sindh is the patron of the CPLC and the Advisory Board consists of permanent members and 12 nominated members who are “...persons ...who are totally apolitical; who have never been convicted of a criminal offence; who are not bank or tax defaulters; and who enjoy positions of eminence having provincial standing in business, finance, education, public service, or the armed forces”.⁷⁶ The human resourcing of the CPLC model comprises of Chiefs, Deputy Chiefs and Assistant Chiefs who are nominated by the Advisory Board in consultation with the top leadership of the CPLC.⁷⁷ The Chief of the CPLC is nominated from amongst the

66 Police Stations in Firozabad, Bahadurabad, Clifton and SITE as per interview with Mr. Shaukat Ali Suleman on 19th June 2019

67 In 1990 there were 79 cases of kidnapping for ransom in the city (CPLC figures) and the 1990s saw an increase in incidents of car theft and car snatchings (Mohammad O. Masud paper 2002)

68 Ibid

69 Interview with CPLC Chief Mr. Zubair Habib on 25th September 2019

70 <http://www.cplc.org.pk/2015/11/03/who-we-are/>

71 Mohammad O. Masud paper 2002

72 Ibid

73 Police Rules 1934, new rule 1.21-A inserted by notification dated 15.4.1990.

74 vide notification # VIII (3)/SOJ/90 dated 15/04/90

75 Charter section IA - 3 ADVISORY BOARD

76 Charter section IA - 3 ADVISORY BOARD

77 Charter section IA- 6 FUNCTION OF THE BOARD

members of a Central Committee and is the chief executive of the CPLC whose term is for three years.⁷⁸ The Central Reporting Centre, which is the headquarters of the CPLC, lies at the apex of the model, is headed by the Chief of the CPLC, two Deputy Chiefs⁷⁹ and three assistant chiefs.⁸⁰ All DRCs have similar compositions, with one Chief, one Deputy Chief, and seven notified members. Five DRCs were established in 1993⁸¹ and today there are a total of 7 DRCs in operation in Karachi which operate out of the offices of the DIG police in each district. CPLC has also expanded more recently outside of Karachi to the districts of Hyderabad in March, 2013 and Sukkur in October, 2018.⁸³

The CPLC was established with the financial and physical cooperation of citizens, who donated the capital equipment purchased for its operations. It is estimated that the government contributions over the years have averaged to approximately 20 per cent hence CPLC primarily relies on private donations for funding and volunteers for labor. Despite such sustainability challenges a large part of its success is attributed to its financial independence and autonomy from the Government and political interference.⁸⁴

3.2 FUNCTIONS AND MANDATE

The charter of the CPLC provides for 20 core functions which relate to oversight and policing duties and crime record management which are provided as Annex. The functions can be bifurcated into crime data management and crime analysis related tasks and improvement in service delivery and investigation by the police. Specifically, the CPLC maintains databases on prisoners, stolen vehicles and mobile phones and on crime incidents in general. It also has the function of working towards narrowing the credibility gap between the police and the community.

Notified members of the CPLC⁸⁵ have powers of a 1st Class Executive Magistrate (Hon) for their respective jurisdiction only for the matters relating to police stations. Some members have the power conferred by Section 22 of the Code of Criminal Procedure, 1898, as Justice of Peace for the purpose of Section 22-A and Section 22-B of the said code within their local areas to perform all such acts and deeds in furtherance of the objectives of the CPLC. These include:

- a) Power to arrest or direct the arrest of and to commit to custody, a person committing an offence in his presence.
- b) Power to order the police to investigate an offence.
- c) Power to require security to keep peace.
- d) Power to issue search warrant
- e) Power to issue search warrant for discovery of persons wrongfully confined.
- f) Power to perform all such acts and deeds in furtherance of the objectives of CPLC as per its charter.
- g) Power to require security for good behaviour
- h) Power to make orders as to local nuisance
- i) Power to make orders prohibiting repetitions of nuisance
- j) Power to record statements and confessions during a police investigation

The Chief, Deputy Chief, Assistant Chiefs, District/ Zonal Chiefs, and Deputy District/ Deputy Zonal Chiefs also have the powers to allow the release of persons arrested under Sections 151, 188, and 294 against personal bonds and/or other sureties for the accused's appearance before a court of competent jurisdiction on the next working day. However, it appears that a compromise has been made in terms of the CPLC consciously refraining from overtly exercising such conventional policing powers in the interest of building their relationship with the police. One member explains this as follows: *“The main objective of CPLC and all its members is to help people, and build the confidence of people on the law enforcement agencies, portray the positive and good image of police. We are trying to achieve this in such a way that our next generation may not live with a trust deficit with law enforcement agencies. We always try to work in the background of the police, not as fore front so that people should respect the police*

78 Charter Section IA-13 CHIEF CPLC

79 (1- Operations, and 2- Admin, Finance & IT)

80 (1- Operations, 2- Planning, Admin and Finance, and 3- IT and Data Warehouse).

81 Notification³¹ dated 4th January 1993.

82 Hyderabad office of the CPLC was inaugurated on 19th March, 2013

83 A sub-office of the CPLC was opened in the Central Prison of Sukkur on 2nd October, 2018.

84 https://asiasociety.org/files/pdf/as_pakistan_police_reform.pdf Hassan Abbas 2012

85 Charter Section IA-21 POWERS OF THE CPLC

and the “uniform”. Sometimes fake cases come that we can't forward to police to file FIR. They are usually very delicate matters that when we interfere in any case we probe the case before handling it or sending to police.”⁸⁶

Section 168 of the Police Order of 2002 provided that the “Government may establish Citizen Police Liaison Committees as voluntary, self-financing and autonomous bodies, in consultation with National Public Safety Commission or Provincial Public Safety Commission... for ...training and capacity building of Public Safety Commission; developing mechanism for liaison between aggrieved citizens and police for providing relief and assistance to Public Safety Commissions, Police Complaints Authority and the police for the expeditious and judicious discharge of their duties.” This rather limiting provision, which was hard to reconcile with the charter and existing operations of the CPLC, has been amended by the recently enacted Police Act of 2019 which simply provides “the Government may establish Citizen Police Liaison Committees with the composition, TORs, duties, responsibilities and functions as may be prescribed”.⁸⁷ Section 80 further provides that the Public Safety and Police Complaints Commission may facilitate the establishment and functioning of the Citizen Police Liaison Committees in accordance with Section 168. At the time of writing this report, the CPLC leadership is in the process of drafting rules for the CPLC under Section 168 which will codify the spirit and essence of its existing Charter so as to cover the existing lacunae surrounding its mandate with recent legislative amendments.

3.3 PROGRAM AREAS

At the time of inception there were primarily three core functions of the CPLC: reducing kidnapping for ransom, facilitating all types of FIRs and the development of a crime database for heinous offences.⁸⁸ Gradually the menu of functions has expanded in line with demands of the community with one CPLC member going as far as stating that at present the CPLC runs around 36 functions/ programs.⁸⁹ The key CPLC programs identified through the interviews with members are: the Shanakht Program (repatriation and identification of dead bodies), Neighbourhood Care Projects, Digitisation of Data Relating to Prisoners (including their Bio-Metrics), Digitisation of FIR data and Data Management relating to theft of cars and mobiles. Crime data analysis appears to be a cross cutting thematic focus area of the CPLC which leads to the regular production of crime fact sheets depicting patterns and trends. In addition, welfare schools⁹⁰ are also run and managed by the CPLC along with an industrial home for women and medical dispensaries which are managed by CPLC's welfare board.

The CPLC's call centre handles more than 3,500 calls a day from citizens. The call centre has 60 agents servicing 60 lines and received and processed 1.2 million calls in 2018.⁹¹ The crime report database helps both the citizens and the police keep track of what would otherwise be a chaotic mess of paperwork and red tape. CPLC's Computerized Criminal Record Management (CCRM), stores 1,035,100 FIRs.⁹² With the assistance of mobile phone dealers registered with Karachi Electronics Dealers Association (KEDA), CPLC has recovered and handed over more than 55,640 mobile phones.⁹³ CPLC's prison inmates' data has a repository of 418,421 prisoners and this data is extensively used by intelligence agencies and LEAs. Its Shanakht project has led to the identification and repatriation of 2,368 dead bodies. It has assisted the police in resolving 1,391 kidnapping cases in which 1,389 were solved. Furthermore it has apprehended 328 gangs in this connection.⁹⁴ From the above, we can deduce that over the last two decades the CPLC has emerged as an integral part of the state-police apparatus in Karachi, working to assist the police in core intelligence functions such as crime analysis, investigations relating to kidnapping cases and police service provision.⁹⁵

86 Interview conducted on 29th May 2019

87 Section 168

88 Interview with conducted on 29th May 2019

89 Interview with conducted on 29th May 2019

90 In which approximately 1,200 children are studying for nominal fees as per interview conducted on 29th May 2019

91 The nature of the calls were: 4% emergencies, 14% complaints and enquiries and 82% related to verification of registration of vehicles

92 As at 15th November, 2019

93 As at December, 2018

94 Data obtained from the CRC on 15th November, 2019

95 Stabilising Pakistan through Police Reform.

FINDINGS

4.1 ORGANISATIONAL EFFICIENCY

In assessing CPLC's organizational efficiency, this paper utilizes the multi-dimensional Likert and Maas model, which lays out 26 items⁹⁶ (presented in the table below) clustered into nine themes and grouped into three pillars that analyze an organization's (i) transparency, (ii) program, and (iii) organizational characteristics. On the basis of this model, additional areas probed will include whether the behavior and actions of the CPLC leaders and leadership support a culture of excellence or crime control, how full potential is realized and how resources are utilized to meet the objectives, how systems and policies facilitate the objective mission and whether the CPLC works in partnership with stakeholders and empowers communities to participate in its own policing to solve problems affecting public safety.

4.2 FINDINGS ON TRANSPARENCY

Transparency renders Not For Profit Organisations (“NPOs”) accountable to their supporters and stakeholders.⁹⁷ It is the basis upon which external accountability is ensured for donors, clients, and others.⁹⁸ Transparency also provides stakeholders with indicators of the extent to which the organization is fulfilling its fiduciary and legal duties.⁹⁹ In assessing the transparency of the CPLC we will explore the CPLC's (i) reporting mechanisms, (ii) accessibility and approachability and (iii) online presence.

(i) Reporting. Quarterly and annual reports create openness about past and current performance and allow stakeholders to assess the success of the organization. Financial reports and annual budgets also develop trust among staff, donors, and the public.¹⁰⁰

Final Set of Determinants of Nonprofit OE.

PILLAR	THEME	CRITERIA
Transparency	Reporting	Availability of a strategic plan
		Availability of an annual report
		Content of annual report; results in relation to goals;
		financial report;
		next year's budget
	Accessibility	Accessibility via various channels postal mail; phone; email;
		Systemic procedures for dealing with questions feedback and critiques
		Website includes contact information and reporting

⁹⁶ Nonprofit Organizational Effectiveness: Analysis of Best Practices, Kellie C. Likert and Karen Maas

⁹⁷ Bothwell, 2001; Edwards & Hulme, 1996

⁹⁸ Bejar & Oakley, 1996; Cheng, 2009; Edwards & Hulme, 1996

⁹⁹ Sloan, 2009

¹⁰⁰ Axelrod, 1994; Dalsimer, 1991

	Online publication	Online publication of strategic plan
		Online publication of annual report
		Online publication of board members' identities
Organization	Focus	Detailed mission statement
		primary target group of beneficiaries;
		envisioned social change; Main activities
		Linkage/logic between mission statement and (main) activities
		Long term strategic plan (min. 3 years)
		SMART goals in strategic plan
	Strategy	Research/strategic consideration of context- analysis of other organizations with similar mission statement
		Research/strategic consideration of alternative activities to advance mission.
		Cooperation with other organizations.
		Research/strategic consideration of (results from) risk analysis
		Participative formulation of organizational strategy.
	Board	Clear separation between board and executives.
		Independence of board
Program	Design	Evidence based (research/previous experience/ evaluations) design of activities.
		Participative design of activities (design)
	Ownership	Participative design of activities (ownership)
		Participative monitoring of activities
	Evaluation	Participative evaluation of activities
		Evaluation including negative and positive (un)intended effects on other people and the environment

Source: Kellie C. Liket and Karen Maas 2013

The researchers reviewed summaries of the annual reports for the year 2016, 2017 and 2018. These cover details on the number and types of cases handled by the CPLC, action points for future steps and details on annual expenditures. The CPLC's reports indicate it has handled a total of 6,277 cases in 2018, 13,160 cases in 2017 and 9,898 cases in 2016. The main categories were extortion and threats, general disputes, runaway persons and robberies and burglaries.

In terms of analyzing its self-reported performance further, the number of total FIRs digitized in 2016 were 41,200, in 2017 were 36,971 and in 2018 were 49,215. Similarly, the data base on vehicle registration has a total

record base of 6,672,293 vehicles from across Sindh.¹⁰¹ The number of citizens who were assisted with registration details and complaints were 5,585 in 2016, 5,737 in 2017 and 5,562 in 2018. The data base on snatched and stolen mobile phones has a total repository of 1,237,116 mobile phone records.¹⁰² A total of 58,284 mobile phones have been recovered and returned to owners since 2005. The call centre processed 1.02 million calls in 2016, 1.17 million calls in 2017 and 1.2 million calls in 2018. The Shanakht project has identified and handed over 855 dead bodies in 2016, 1,593 in 2017 and 2,228 in 2018.

DRCs prepared and submitted monthly reports to the CRC which were then consolidated and produced into monthly and annual reports. The DIG Police Headquarters confirmed receipt of such monthly reports from the CPLC and stated, *“CPLC has the capacity to make interactions with community and has a very good data base, tracking devices, which help us. Our Anti Violent Crime Unit works with CPLC to solve these matters. CPLC is also working on the data base on street crimes, makes analysis and sends monthly reports to us which is mostly on the vehicle snatching crimes. So, we use their data to reduce crime.”*¹⁰³

It is therefore evident that key stakeholders such as LEAs are provided with CPLC's crime control related data and reports in a timely manner and there appears to be a demand for this from the State's side. Whilst the CPLC has sophisticated case and data management systems in place for record keeping and develops progress reports regularly to assist the police in core intelligence functions such as crime analysis, kidnapping investigation, and police service provision, such reports are not readily available online hence they are out of reach of the wider community. It is unclear whether the CPLC has a dissemination policy or a communications plan in place for sharing its reporting with the community i.e. those seeking justice and the response services of the state who are its primary target audience.

Financial statements for the year ending 30 June 2017, and 30 June 2018 compiled by KPMG (one of the big four accounting companies) were also provided and indicate annual audits are conducted in line with requirements of the CPLC's charter.¹⁰⁴ The CPLC has developed an extensive 3 year budget for the fiscal years of 2019-2020, 2020-2021 and 2021-2022. The summary budget is divided into the headings of call centre, department wise salaries, repairs and maintenance, miscellaneous expenses and associated expenses. The annual budget for the year 2019-2020 is PKR 48,916,800. The budget of 2017-2018 was PKR 53,570,641 /- hence there has been a decrease of PKR 4,653,841 i.e. 8.6 % in two years despite CPLC's expansion to districts of Hyderabad and Sukkur.¹⁰⁵ The 2017-2018 budget indicates 28% of funding was generated from a grant from the Governor's House whereas the remaining 72% was privately generated through non-government donors. At the time of writing this report the CPLC is in talks with the provincial government for financial assistance through a grant in aid for further sustainability for its expansion plans.

Whilst it appears that annual program and financial reports are prepared, it is not clear whether anybody can request copies of these. Another shortcoming of the program reports is that they do not list the results achieved against specific targets and goals.

(ii) Accessibility. This indicator measures the extent to which NPOs are reachable by their stakeholders through such means as physical access, mail, email, and telephone. It also asks if the organization has systems in place for receiving, dealing with, and learning from feedback.¹⁰⁶ The CPLC has a website¹⁰⁷ which lists details on projects, services, functions and has the relevant contact details for its DRCs and CRC along with email addresses and telephone numbers. The website is easy to browse through and provides adequate information to explain the mandate of the CPLC and the range of key services on offer for citizens. However, what is missing are reports on performance, details of board members and CPLC staff and financial reports.

When CPLC members were asked how the general public comes to know about the organization, the majority replied that that awareness was primarily generated by word of mouth. Seven of the eight members of CPLC who were interviewed agreed that word of mouth was the most effective means for publicity. This was followed by social media campaigns, signage at police stations or through dissemination of awareness leaflets and safety awareness programs conducted at schools, colleges and universities. CPLC members had conflicting

101 As at 31st December, 2018

102 As at 31st December, 2018

103 Interview with Mr. Abdul Khaliq Sheikh on 15th October 2019

104 1a-27 of the Charter requires the audit of the DRCs and CRC and a final audit to be conducted once a year and a report to be laid before the Board.

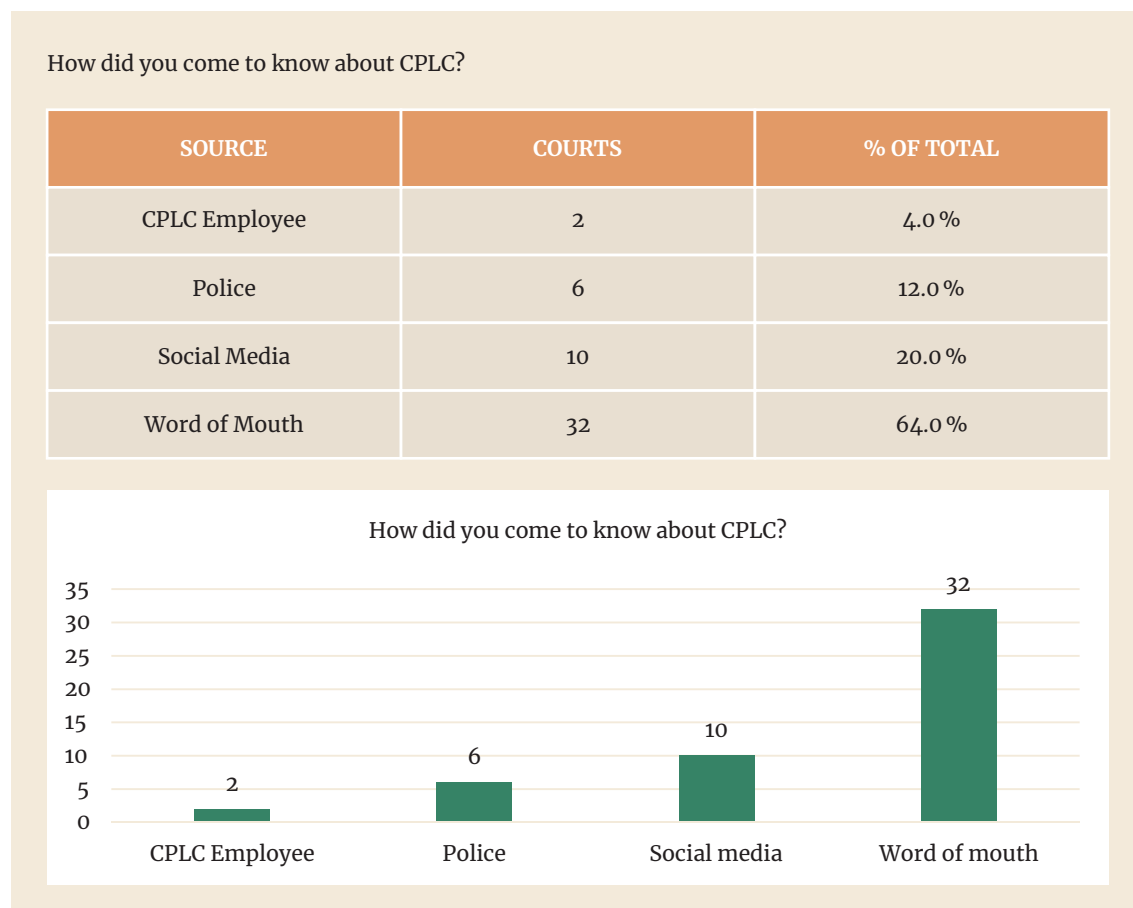
105 Data relating to budget of 2018-2019 was not provided.

106 Ebrahim, 2003; Edwards & Hulme, 1996; Saxton & Guo 2011

107 www.cplc.org.pk

perceptions of how aware the public was of their work: 4 members responded it was medium, 2 responded it was high and 1 each responded it was low and very low. Those who responded that it was high cited examples such as “The awareness is high because we received 1,100 cases relating to runaway girls in 2018 from Karachi. Add to this the daily 4,000 plus calls our call centre receives – so people know what the CPLC is here for.”¹⁰⁸

This was supported by the beneficiary surveys. Of those surveyed, 64% learned of the CPLC by word of mouth. An additional 20% heard of it through social media.



When asked to identify some of the barriers citizens face in accessing CPLC a member stated that there was a gender gap in the composition of the members of the CPLC which prevented more women from approaching the CPLC. He stated: “Females cannot give enough time to work as volunteers with us. We have nine members in the DRC West office and I have one female only. Previously it was almost impossible for a female member to come and contribute as a volunteer due to security concerns. The west zone, until a couple of years ago was a very challenging area with its crime rates; almost every day people would come with complaints of extortions or kidnappings, or threats (a parchi from Taliban, other terrorist groups), so even accessing the areas was a big challenge, even for CPLC members. Things are improving gradually, especially after the rangers operation.”¹⁰⁹The gender gap issue was also highlighted by others, and is further illustrated by the graph below, which shows a significantly higher percentage of men accessing the services of CPLC. One member also stated that the location of the CRC in the Governor House makes it difficult for people to get access to the headquarters¹¹⁰ though others mentioned that a solution to this was devised through an easier to access gate entrance being operationalized for the same premises.

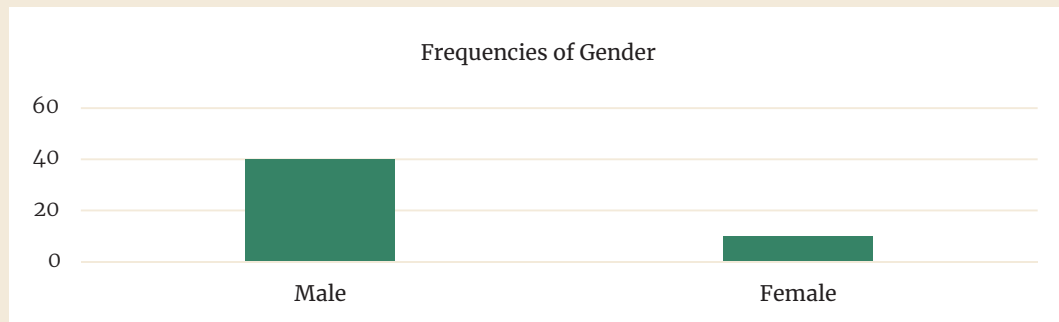
108 Interview with Mr. Zubair Habib on 25th September 2019

109 Interview conducted on 16th May 2019

110 Interview conducted on 24th May 2019

Frequencies of Gender

LEVELS	COURTS	% OF TOTAL
Male	40	80.0 %
Female	10	20.0 %



When further asked what steps the CPLC takes to ensure that barriers to access are minimized, members replied: *“We have established satellite offices for easy access of people to CPLC. In other zones, the community does not have access issues that it may have in accessing the CRC.”*¹¹¹ *“We do regular meetings and try making our networking stronger with the Government officers, LEAs and other officials. We try to convince them, and guide them. We also go to the Home Department to discuss our projects so that they are implemented in their real spirit.”*¹¹²

The CPLC has also developed and deployed standardized feedback survey forms that are used to capture the experience of the end-users throughout all DRCs and the CRC. The tool is simple and captures satisfaction levels on response time and specifically asks how convenient approaching the CPLC office was. The findings of this data were not shared with the research team but would provide an interesting insight for a larger sample for analysis.

(iii) Online publication. The Internet provides a simple, and often low-cost, way for NPOs to publish information and for stakeholders to obtain it.¹¹³ Considering the contemporary importance of the Internet, practices that include the online publication of the strategic plan, annual report, and the identity of all board members are usually desirable. However, as mentioned above these are missing from the CPLC's website. The website describes the mission of the organization in a paraphrased way as a *“unique example of public-private partnership whereby citizens have come forward as volunteers, took charge to rectify the deteriorating law and order situation in coordination with law enforcement agencies and has worked untiringly to achieve its righteous objectives.”* Details of the founding notifications and administrative orders is provided however these are not available for viewing online. The CPLC's mission is further described as *“striving to Monitor and Prevent Crimes, Protect Lives & Property, Uphold the Rule of Law and ensure continuous improvement in its services”* which appears to be in line with its formal and detailed mission statement.

111 Interview conducted on 16th May 2019

112 Interview with conducted on 19th June 2019

113 Gandia, 2011; Saxton & Guo, 2011

FINDINGS ON ORGANIZATIONAL CHARACTERISTICS

Focus: Literature suggests that mission statements should (a) specify a target service group (b) state the organization's purpose, and (c) if relevant, a geographic focus. The official mission statement of the CPLC is found in its Quality Management System Policy (known as the QMS) as follows: *“We commit ourselves to work together with citizens and law enforcement agencies to monitor and prevent crimes. It is our endeavor to protect the life and property of citizens, preserve peace and safety and uphold the rule of law. We commit ourselves to continuously improve the efficiency and the effectiveness of our services in keeping with the charter of CPLC, statutory requirement and good of the public”*. The Chief elaborated on this and further stated his own personal mission was to ensure trust and confidence of the citizens should be restored in the police.¹¹⁴ Others explained the mission statement in their own words as follows:

*“The main objective of the CPLC and all its members is to help people, and build the confidence of people on the law enforcement agencies, portray the positive and good image of police. We are trying to achieve this in such a way that our next generation may not live with a trust deficit with law enforcement agencies.”*¹¹⁵

“Our main objective is just to help people of all backgrounds irrespective of their caste or class differences. We help them in criminal issues and with their access to the police. Furthermore, we help community and police to make the image of police better in front of the community and to encourage police to do their work. We are trying to strengthen the trust of people in the Police, to the level where they can go easily to them for their problems. If you give me a complaint, I will take it to the end; but if you don't reach out and seek help then it shows that a person is not interested”.¹¹⁶

“The core objectives of CPLC is to teach police and our members about; how to exhibit good treatment with victims of crime and how to help them. Basically, it is to help the common people who have no contact with influential people or who are weak in terms of financial resources. We also help the ones who face challenges in filing FIRs in police stations. This also helps to fill the gap between the police and the citizens”.¹¹⁷

*“Basically, it is a bond between police and the citizens, and we perform the role of liaising. In Karachi, our main objective is to deal with two main crimes: extortion and kidnapping cases. So our core mission is to reduce crime, particularly in these two areas; extortion and kidnapping for ransom and to secure the property of people of Karachi, because in kidnapping and extortion cases, property and assets of people are also at risk along with their lives.”*¹¹⁸

*“CPLC is here to assist the community and the police to fix the root causes which become the triggers of crime.”*¹¹⁹

In assessing clarity of the mission statement, it is interesting to note that a core feature of the mission statement as explained by almost all the members interviewed related to bridging the trust deficit between the police and the community and translated into improving state legitimacy through enhancing the quality of the justice seekers experience in accessing and interacting with the police and its services. This component is not explicitly mentioned in the official mission statement like the objective of 'working to... monitor and prevent crimes' is, yet it is an entrenched value of the members and leadership of the CPLC. It appears that the envisioned social change that CPLC's mission aspires towards is improving the State's legitimacy through improving the quality of policing and the interaction of the public and the police.

There appears to be clarity in terms of the geographic cover of the CPLC as complaints that hail from Karachi alone are entertained with the exception of mobile phone snatching complaints that are taken from across Pakistan.

Whilst the mission statement articulates an organisation's “reason for being”¹²⁰ it also creates a so-called “mission motivation,”¹²¹ which is argued to enhance Organisational Efficiency (“OE”). In terms of the

114 Interview with Mr. Zubair Habib on 25th September 2019

115 Interview conducted on 29th May 2019

116 Interview conducted on 16th May 2019

117 Interview conducted on 19th June 2019

118 Interview conducted on 12th June 2019

119 Interview conducted on 24th May 2019

120 Kaplan, 2001; LeRoux, 2009; Oster, 1995; Sowa et al., 2004, p. 717

121 Rainey and Steinbauer 1999

motivational drives of the members most cited the desire to work for the welfare of the community. *“My personal motivation to join CPLC is to work for welfare purpose. I'm giving my maximum time to make things done just for the welfare cause without any incentives just volunteer. All of us including chiefs are volunteers, except our staff.”*¹²² Another stated *“My partner gave me the motivation to join CPLC– basically “to give back” and to do something for others. As I started as a volunteer so I gave just a couple of hours per day to understand the projects and workings of CPLC. Most of the people come and join CPLC through good references. People who are ideal to join are those who are not motivated by Financial incentives, Political Reasons and Power...We are available for every one on phone, we are not allowed to shut our phone for a single minute.”*¹²³ Another member cited his motivation as stemming from a *“...childhood passion, which was to become a detective. So, I joined CPLC to fulfill my dream.”*¹²⁴

Most of the members hail from the business community in Karachi hence there is a prevailing sense of self-interest. *“My motivation to join CPLC was self-interest and community interest because being as the leader of the community, I used to work with police relating to our industrial issues. So, I got the platform where I can solve these problems more efficiently with the help of police and to further enhanced my services to the community.”*¹²⁵ Another member joined the CPLC after his own relative was kidnapped and he was assisted by the CPLC. *“My brother-in-law was recovered without giving any ransom money and after six months, the culprits also got arrested. So, that is when I started to work with CPLC as a volunteer. My motivation to join was basically to give back to community. When you help someone and give them happiness, this gives you a great feeling of gratification and achievement, which is quite significant.”*¹²⁶

There appear to be high drivers of motivation embedded with a deeply rooted sense of self-interest of members, who themselves hail from business backgrounds and appear to work for non-financial incentives, linked together with the gratification and satisfaction resulting from community service and improving justice outcomes for justice seekers.

An NPO performing activities that are directly deduced from a clear and specific mission statement has higher chances of attaining the impact and goals it envisions.¹²⁷ It is evident that there exist strong linkages between the mission statement and the key activities of the CPLC. At the time of inception there were primarily three core functions of reducing kidnapping for ransom, facilitating all types of FIRs and the development of a crime database for heinous offences.¹²⁸ Gradually the menu of functions has expanded in line with demands of the community and the state.

Research has shown that absence of long term planning has been a major weakness of many NPOs. It suggests that the absence of a long-term vision puts organisations at a risk of failing to correctly prioritize their activities and a lack of strategic focus. Therefore, another management practice related to assessing the organization's focus asks about the presence of a continuously reviewed strategic plan spanning at least 3 years, which should reflect the focus of an NPO on the state of its external environment. With such a plan in place, internal stakeholders are provided with both direction and guidance in their quest to effectively advance the organization's mission.¹²⁹ When asked whether the CPLC has a strategic plan in the specific form of a document most members affirmed the presence of this however this was not furnished to the researchers. The Chief stated that there is no codified strategic vision document. A Chief's committee known as the Central Committee meets after every 4 – 6 weeks and sets plans for what needs to be done based on current and emerging issues and crimes. Targets and goals for the future are set accordingly.

One member described the position as follows: *“CPLC does not have a particular vision document. However, we do establish objectives and prepare annual plans and targets. We hold quarterly and annual meetings to ensure the implementation of planning. These meetings are very responsive. An example is cyber-crime for which we hold regular meetings on planning and progress. A mission document of CPLC is currently in pipeline and we are adopting it accordingly.”*¹³⁰ A member stated that CPLC refrains from developing long-term future plans, and plans for just for two to three months at a time and assesses what previous goals were, and whether these were achieved or not and what was the deficiency in that to come up with future targets and goals.¹³¹ It is assumed that the

122 Interview conducted on 29th May 2019

123 Interview conducted on 16th May 2019

124 Interview conducted on 19th June 2019

125 Interview with conducted on 12th June 2019

126 Interview with conducted on 12th June 2019

127 Kaplan 2001

128 Interview conducted on 29th May 2019

129 Copps & Vernon, 2010; Sowa et al., 2004

130 Interview conducted on 24th May 2019

131 Interview conducted on 29th May 2019

financial sustainability is a challenge for the organization and may be an underlying reason for this. Whilst this research is unable to verify the details and nature of a codified document which suffices as a strategic plan, it appears that annual targets and performance plans are routinely developed however, it is not possible to assess whether the goals set in these plans are specific, measurable, attainable, relevant, or time-bound hence efficiency of these annual plans cannot be commented upon.

Members were asked where they see the CPLC in 5 years and 10 years time to gauge a sense of the direction for the development of a strategic plan. The Chief stated that in the next ten years CPLC would be expanded to all divisional headquarters in Sindh. CPLC has been established in Hyderabad and Mirpurkhas and is now aiming to expand to other areas like, Jamshoro, Sukkur and Nawabshah.¹³² The views on the future of the CPLC appeared to be polarized with 4 out of the 8 members interviewed expressing a desire for expansion through satellite offices across Sindh whereas others expressed a desire to see the CPLC phase out of some of the existing services it provides (which also includes mediation in family matters and petty disputes between neighbours) so that the Police can come forward and play its part more effectively in crime control and crime prevention. One member stated that the CPLC had assisted the police in conducting merit based recruitment drives and he was hopeful that the future cadres of police officers would be more educated and professional in their handling of public dealings and matters.¹³³ Another member was desirous to see the CPLC becoming an oversight body¹³⁴ whereas two members stated that the CPLC should not exist in another 10 years and the existing gaps and lacunae it fills should be taken over by the police with CPLC's technologies being handed over to the police. In view of this, it is suggested that the development of a strategic 3 year plan would unify the leadership of the CPLC so it would work collectively towards long term outcomes.

Strategy. The first normative practice under 'strategy' states that NPOs need to conduct a context analysis, whereby the presence of risks and opportunities in the environment and the practices of similar NPOs and other organizations are explored. This reveals where the organization needs to focus and prevents organizations from working against one another, and ensures that opportunities for cooperation are fully explored.¹³⁵ Moreover, NPOs need to remain inquisitive about activities by others that could assist in fulfilling its desired goals. This facilitates a focus on the most effective way to advance the mission.¹³⁶ In terms of enhancing its strategy prioritization , the CPLC must conduct formal risk analysis to be more informed of its environment especially in the context of assessing the data bases that formal state actors are now recording and maintaining which was not the case at the time that the CPLC was conceived and developed. For example, the Prison Management has entered into an agreement with the UNODC, and is in the stages of piloting a Prisoner Management Information System which will soon be deployed across all 25 prisons. Such a context analysis will be useful for the CPLC in assessing its existing services and their immediate future along with assessing alternative services, in line with its mission, which can be provided in the immediate future.

Moreover when possible, the primary target group of beneficiaries need to be involved in the development and adaptation of the organizational strategy.¹³⁷ Seven out of eight members interviewed stated that regular meetings were conducted with community groups and representatives ranging from business community leaders, multinational representatives, FPCCI, KCCI, OCCI, America Business Council, religious leaders, youth associations and groups, market associations, car dealers, mobile shop vendors. However, it appears that these meetings are held only when these groups approach the CPLC with justice problems.

The board. The board is the body that has legal responsibility for ensuring that the organization's mission is fulfilled.¹³⁸ The literature on boards recommends a clear separation between the duties and responsibilities of the board and the executive body. The former should be responsible for focusing on the long-term vision of the organization and ensuring that the organization achieves its mission. Such a focus is found to strongly relate to OE.¹³⁹ If the board “meddles” by engaging in micromanagement of the executives, there is a risk that less attention will be paid to the long-term focus.¹⁴⁰ This ability to focus on the long-term vision of the NPO is possible only when another criterion is fulfilled, namely independence of the board.¹⁴¹ In consultation with the sector, the criteria of board independence is defined as a situation in which all of the board members remain

132 Interview with Mr. Zubair Habib on 25th September 2019

133 Interview conducted on 16th May 2019

134 Interview conducted on 29th May 2019

135 Herman & Heimovics, 1994

136 Kaplan, 2001; Sowa et al. 2004

137 Copps & Vernon, 2010; Hoole & Patterson, 2008; Tandon, 1996

138 Axelrod, 1994; Ostrower & Stone, 2006; Tandon, 1996

139 Chait, 1993; Holland & Jackson, 1998; O'Connell, 1985

140 Axelrod, 1994; Chait, 1993

141 Bell, 1993; Ostrower & Stone, 2006; Tandon, 1996

uncompensated¹⁴² and are trusted by other stakeholders¹⁴³ and are authorized to voice their ideas and concerns.¹⁴⁴

The Charter of the CPLC provides for an Advisory Board comprising 'permanent members' and 'nominated members'. The Advisory Board works under the Chairmanship of the Governor and includes the current Chief of the CPLC/ Deputy Chief, Chief Justice Sindh High Court or a serving Judge of the Sindh High Court nominated by him, the Home Secretary and the Inspector General Police.¹⁴⁵ In addition 12 members are appointed as 'nominated members' by the Advisory Board who serve at the pleasure of the Governor. The criteria prescribed for them is being apolitical, no past criminal record, not bank or tax defaulters, enjoy positions of eminence having provincial standing in business, finance, education, public service or the armed forces.¹⁴⁶

The objectives of the Board are defined as laying down guidelines for operations and expansion of the CPLC, facilitate CPLC in achieving its objectives, intercede on behalf of CPLC when needed, arrange funds for CPLC and create a deeper understanding about the CPLC.¹⁴⁷ Advisory board members are not remunerated and there does not appear to be any visible conflict of interest and members appear to be independent and apolitical members with the exception of the Patron who is the Governor, appointed by the Federal Government. The core functions of the Board are elaborated as making recommendations to Governor for the Chief of the CPLC or his removal and approving audits of the CPLC. This leads to the conclusion that the advisory board plays a facilitative role and creates an enabling space for the Central Committee to manage day to day operations of the CPLC.

5.1 FINDINGS ON PROGRAMS

Design. Best practice suggests that, when making decisions about programs, it is important to base them on empirical evidence including input from all relevant stakeholders.¹⁴⁸ When asked to detail the collaborative partnerships that the CPLC has developed overtime, the respondents identified having regular contact and coordination with non-state bodies such as the Legal Aid Society, Edhi Foundation, Chippa Trust, Market Associations, Chamber of Commerce, Trade Unions, Panah Shelter Home. The state actors that the CPLC collaborates and coordinates with are the Police, Rangers, IB, Traffic Police, Motorway Police, ISI, ANF and the FIA. The key CPLC programs are: the Shanakht Program (repatriation and identification of dead bodies), Digitization of Data Relating to Prisoners (including their Bio-Metrics), Digitization of FIR data, Neighbourhood Care Projects, Data Management relating to theft of cars and mobiles. Crime data analysis appears to be a cross cutting thematic focus area of the CPLC which leads to the regular production of crime fact sheets depicting patterns and trends. In addition, welfare schools¹⁴⁹ are also running and being managed by CPLC along with an Industrial home for women and medical dispensaries which are managed by CPLC's welfare board.

The Neighbourhood Care Projects, currently running in 23 areas in Karachi are described by the CPLC Chief as “(projects which) run themselves, we have given them a branding name, sort of like a franchise, and we dedicate one person from each zone who collaborates between the community and the police. Now we have 21 Neighborhood care projects which have been working in different areas in Karachi. Initially to make the NCs we provided them with;

Wireless frequency devices

Vehicles to patrol

We ensure the coordination between community and police.”¹⁵⁰

“...Helping control crime, protect lives and the properties of people...In 2012 I started an NC in Sector 23 of Korangi Industrial area and after six months a delegation from sector 24 came to me and said that from the last few months, crime is increased in our area. I said, I'm responsible for it because I build NCs in my area and now crime is moved on to adjacent areas which is yours. We can just prevent the crime or shift it but we can't finish the crime, because it is a huge challenge. We have five to six Neighborhood care projects in Korangi which are functional, so I gave them advice to make an NC in your area. For example; if you want to make NC in your area, you need police persons, security guards and also donations of at least 2000 Rs from each house. You will use that fund to give salaries to security guards; and give them motorbikes for patrolling in that area. Eventually after installing watch towers and closing unnecessary entries

¹⁴² Ingram, 1989

¹⁴³ Axelrod, 1994

¹⁴⁴ Silk, 1994

¹⁴⁵ Immediate past governors and past CPLC chiefs continue to members of the Advisory Board. Charter section 1A-3 Advisory Board

¹⁴⁶ Charter section 1-A-3 Advisory Board

¹⁴⁷ Charter section 1A-5 Objectives of the Board

¹⁴⁸ Copps & Vernon, 2010

¹⁴⁹ In which approximately 1,200 children are studying for nominal fees as per interview conducted on 29th May 2019

¹⁵⁰ Interview with Mr. Zubair Habib on 25th September 2019

you will see the changes in your surroundings. After three to four months you will feel that now the crime is controlled. Now you may collect more fund to make developments in our area; like installation of street lights, build footpaths, cover their drainage, plant new trees, etc. It also makes the bonding between the communities stronger, since they collectively perform an action to make safer environments for themselves and their families.”¹⁵¹

The NCs are designed upon the demand of the community and local residents where their social capacity is augmented with assistance from the CPLC so as to reduce and prevent crime in those areas. The NC programs are firmly grounded in local resident support as they require to be financed by the local residents. The NCs are a prime example through which the CPLC is augmenting the social capacity of the communities who then come forward and report crimes and relay information to the CPLC that is seen as a conduit for the Police. The DIG Police says “Often, due to various reasons the citizen does not want to come forward and speak to the police directly. In such cases, the CPLC is seen as a softer option which can be easily approached. And this helps us as well”¹⁵². A member of the CPLC describes the CPLC as “...a bridge between the law enforcement agencies and community. One may also call it a public private partnership, since private citizens contribute most of its resources. It's not PPP but it could be”.¹⁵³

It also appears that in a landscape where digitization of prison data is still amiss, and the penal system still relies largely on hand written manual records through archaic methods of maintaining physical registers, there is a need for such prison records to be digitized from a security angle. The same applies for FIR digitization and maintenance of other records on mobile and vehicle thefts and snatching. A respondent member provides “...our Shannakht project is very successful. Before Shannakht project, no one knew the identity of neglected bodies. We work with the help of Chippa and Edhi. Secondly no other agency currently has compiled data of vehicles. Therefore, CPLC provides that data to the public and agencies, and basically who ever demands it, which also helps in knowing the status of vehicles for sale and purchase. Jail data is another very helpful initiatives. Our FIR data is also one of the successful project through which we come to know the status of criminals who have FIR registered in different Thanas (Police Stations). So basically it also helps to find out the status of criminals.”¹⁵⁴

The CPLC is in regular contact and coordinates with state and non-state partners and organisations and it is evident that the expansion in its work since inception, to spread beyond the initial focus on kidnapping for ransom cases, has been the result of responding to demands for the same from both state and non-state actors,. The CPLC's core program interventions are therefore based upon empirical evidence and a demand from the stakeholders.

The following table lists types of cases that the surveyed citizens have taken to the CPLC for assistance. It is evident that assistance sought has evolved beyond kidnaping for ransom cases.

Question: Why did you approach CPLC now?

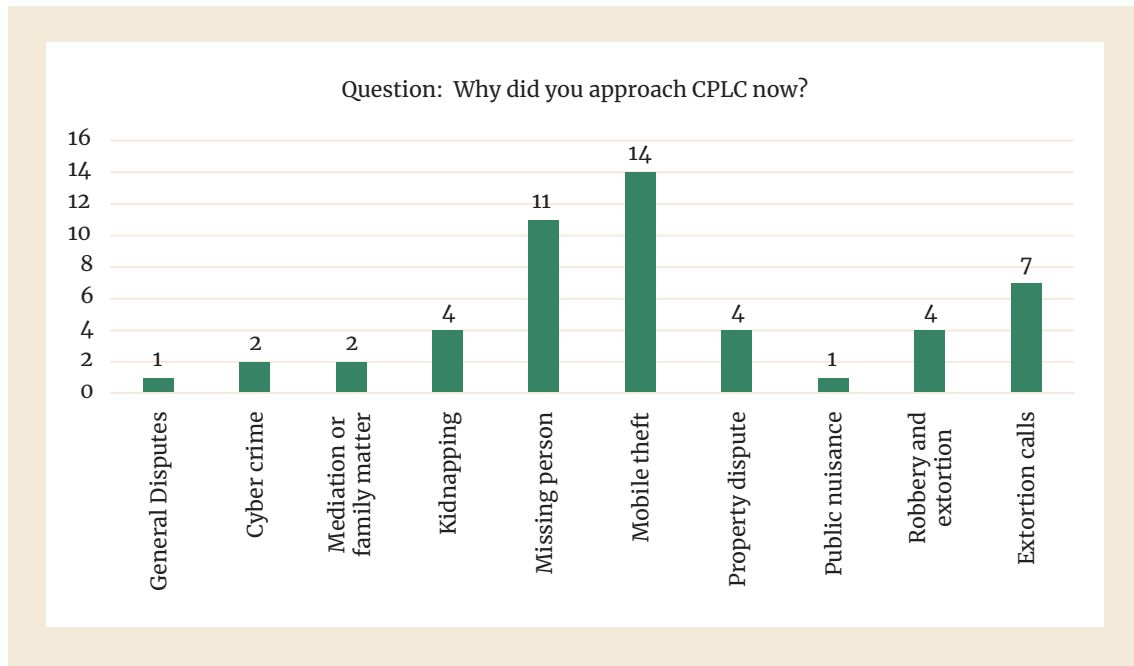
TYPES	COURTS	% OF TOTAL
General Disputes	1	2.0 %
Cyber crime	2	4.0 %
Mediation or Family matter	2	4.0 %
Kidnapping	4	8.0 %
Missing person	11	22.0 %
Mobile theft	14	28.0 %
Property dispute	4	8.0 %
Public nuisance	1	2.0 %
Robbery and extortion	4	8.0 %
Extortion calls	7	14.0 %

151 Interview conducted on 12th June 2019

152 Interview with Mr. Abdul Khaliq Sheikh on 15th October 2019

153 Interview conducted on 24th May 2019

154 Interview conducted on 12th June 2019



Ownership. Consulting those who will be affected by programs is generally believed to be crucial in the program design phase, but this also facilitates a sense of ownership by these stakeholders.¹⁵⁵ Ownership refers to the control of both the design and implementation of programs. This practice is based on the common sense wisdom that programs are likely to be more effective when those who have to live with them have a voice in decisions about them.¹⁵⁶ As stated previously, 7 out of 8 members stated that regular meetings were conducted in their Districts with community representatives in which the CPLC was called upon to solve an existing justice related problem. There is no evidence to suggest that the CPLC's annual program plan is formally shared with representatives of stakeholder groups or designed jointly with such stakeholders. However it appears that in the NCs, the CPLC works very closely with the communities to work on prevailing issues and jointly develops interventions.

Evaluation. With respect to the evaluation of programs, best practice suggests that, again, whenever possible, beneficiaries and other relevant constituents should be included in the design, implementation, and interpretation of the evaluation process. The presence of these feedback mechanisms is thus another important practice. Finally, research in program evaluation suggests that NPOs need to go beyond examining the *intended* positive impacts of programs. It is also important that they be alert to the potential presence of *unintended* impacts.¹⁵⁷

In terms of assessing the quality of services provided to end-users, all DRCs that were visited were using client feedback forms mentioned above and these were consolidated on a monthly basis and remitted to the CRC for review. A member stated “...we conduct feedback surveys in both English and Urdu language from our beneficiaries. We have one centralized survey form for all the zones. We discuss these survey forms and results in our zonal meetings. People also possess a right to file a complaint against any zone in CRC about any matter.”¹⁵⁸ Whether there are structural feedback loops between the findings of the evaluations and the organization's future strategy needs to be further explored.¹⁵⁹

In terms of self-assessment the members were asked to rank the capability of the CPLC in crime prevention within the context of its trained manpower, financial resources and technical resources. The respondents were asked to rank these between Very High, High, Medium, Low, Very Low.

¹⁵⁵ Copps & Vernon, 2010; Gibbs, Fumo, & Kubi, 1999

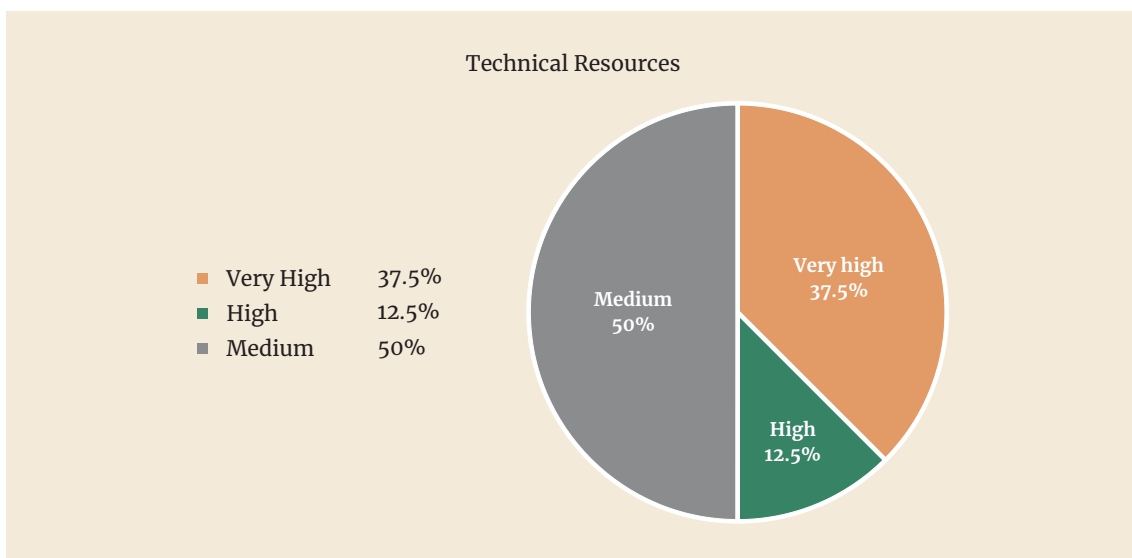
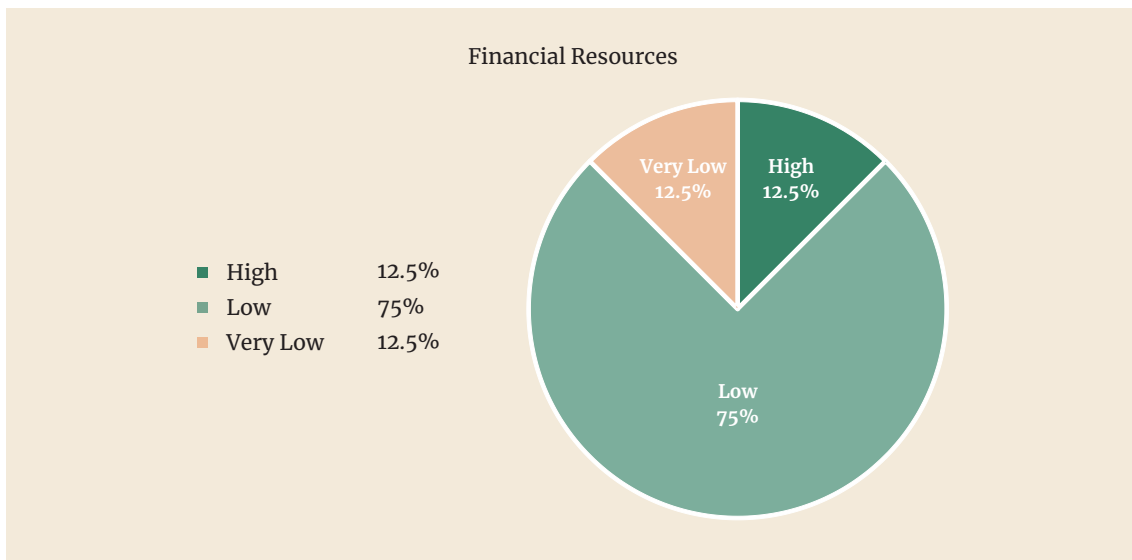
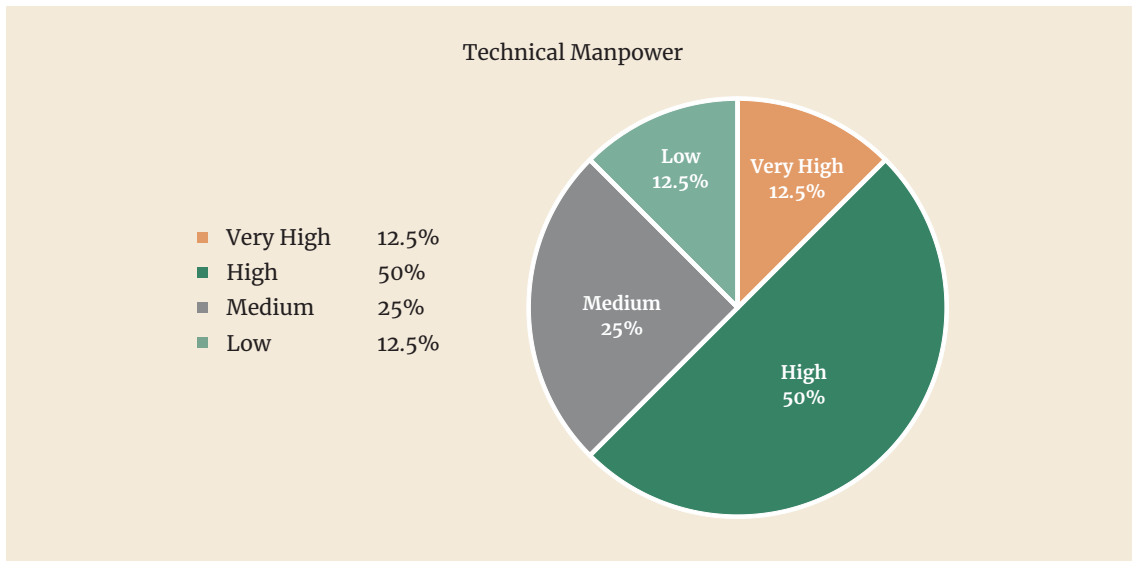
¹⁵⁶ Donais, 2009; Wandersman et al. 2005

¹⁵⁷ Wainwright 2002

¹⁵⁸ Interview conducted on 16th May 2019

¹⁵⁹ Ebrahim & Rangan 2010; White, 2010

The results are as follows:



ANALYSIS OF BENEFICIARY EXPERIENCE

As previously reported, a survey was administered to 50 beneficiaries who were randomly selected by the CPLC based on convenience sampling and availability of respondents. Although a number of the survey questions dealt with demographic data, the following questions related specifically to the beneficiaries' experience with CPLC (It should be noted that the number sequence of the questions in this report is not necessarily equivalent to the sequence in the survey itself. It should also be noted that the variables in some of the tables were modified for clarity).

1. Were you treated with empathy?
2. Were you treated with respect?
3. Were you treated professionally?
4. Was there any hesitation before calling CPLC?
5. Did CPLC understand your problem and listened respectfully?
6. No Expectations/Low Expectations/High Expectations
7. Did they fulfill their commitment according to the timeframe they gave you?
8. In future, who do you think you would prefer to report a crime first to?
9. Overall, how well do you feel CPLC does in providing services to you?
10. Would you recommend others to seek help from CPLC?

Data was compiled from the surveys into tables to provide a more clear picture of beneficiary experience with CPLC.

1. Were you treated with empathy?

LEVELS	COURTS	% OF TOTAL
4	7	14.0 %
5	43	86.0 %

Question #1 is based on a scale from 1- 5, 1 being strongly disagree, and 5 being strongly agree. This shows that all responding beneficiaries either agreed, and most strongly agreed they were treated with empathy.

2. Were you treated with respect?

LEVELS	COURTS	% OF TOTAL
4	7	14.0 %
5	43	86.0 %

Question #2 is based on a scale from 1- 5, 1 being strongly disagree, and 5 being strongly agree. This shows that all responding beneficiaries either agreed, and most strongly agreed they were treated with respect.

3. Were you treated professionally?

LEVELS	COURTS	% OF TOTAL
4	4	8.0 %
5	46	92.0 %

Question #3 is based on a scale from 1- 5, 1 being strongly disagree, and 5 being strongly agree. This shows that all responding beneficiaries either agreed, and most strongly agreed they were treated professionally.

4. Was there any hesitation before calling CPLC?

Question #4 is a yes/no response. This shows that most beneficiaries did not hesitate contacting CPLC.

LEVELS	COURTS	% OF TOTAL
No	48	96.0 %
Yes	2	4.0 %

5. Did CPLC understand problem and listen respectfully?

LEVELS	COURTS	% OF TOTAL
4	4	8.0 %
5	46	92.0 %

Question #5 is based on a scale from 1- 5, 1 being strongly disagree, and 5 being strongly agree. This shows that all responding beneficiaries either agreed, and most strongly agreed CPLC understood problem and listened respectfully.

6. No Expectations/Low Expectations/High Expectations

Question #6 is “No”, “Low”, or “High” expectations that CPLC could help. This shows that, in general, there was no pattern of expectation on the part of beneficiaries.

LEVELS	COURTS	% OF TOTAL
No	15	30.0 %
Low	16	32.0 %
High	19	38.0 %

7. Did they fulfill their commitment in the timeframe they gave you?

LEVELS	COURTS	% OF TOTAL
No	2	4.0 %
Yes	48	96.0 %

Question #7 is a yes/no response. This shows that most beneficiaries felt CPLC met its time commitment.

8. In future, who do you think you would prefer to report a crime first to?

Question #8 is affected by the beneficiary experience with CPLC. This shows that most beneficiaries surveyed would prefer to report crime CPLC, although 42% would also like to report the incident to the police.

LEVELS	COURTS	% OF TOTAL
Police	0	0 %
CPLC	29	58.0 %
Both	21	42.0 %

9. How well do you feel CPLC does in providing services to you?

LEVELS	COURTS	% OF TOTAL
3	2	4.0 %
4	11	22.0 %
5	37	74.0 %

Question #9 is based on a scale from 1- 5: 1-Very Poor, 2-Poor, 3-Fair, 4-Good, 5-Excellent. No beneficiary rated CPLC below fair, however 74% rated the services as Excellent.

10. Would you recommend others to seek help from CPLC?

Question #10 is a yes/no response. This shows that all beneficiaries would recommend CPLC to others.

LEVELS	COURTS	% OF TOTAL
No	0	0 %
Yes	50	100.0 %

Although the survey was lacking in statistical validity due to the sample size, the messages of the survey results are telling. Without exception, beneficiaries of CPLC services had a positive experience and would prefer to continue to engage with CPLC going forward.

IMPROVING STATE LEGITIMACY

Legitimacy has been defined as “a property of an authority or institution that leads people to feel that authority or institution is entitled to be deferred to and obeyed”.¹⁶⁰ It has been suggested by some, that the perception of fairness, or how the police approach and treat problems brought forth by citizens, is tied to legitimacy and is even more important to citizens than how effective the police actually is in dealing with those problems.¹⁶¹ It is argued that enhanced legitimacy has a direct and positive impact on the level of public cooperation with the police, thereby improving their effectiveness.¹⁶² Legitimacy is either damaged or enhanced through encounters with individual employees of a police agency¹⁶³ and for this reason, it is important to consider appropriate measures to capture information which would provide a clear picture of the organization's performance in this area. Evaluations of police legitimacy have consistently demonstrated the point that “If people believe that an authority's procedures are fair, research suggests people will trust the motives of that authority and develop a commitment, or sense of obligation, to accept and follow its decisions and rules,”.¹⁶⁴ A small body of sociological literature suggests that neighbourhood collective action is most likely to arise when local government institutions are perceived to have failed citizens in providing common goods and resources.¹⁶⁵ However, building bonds alone among residents is not enough to prevent violence; building “bridges” between residents in disadvantaged neighborhoods and external players—and developing connections to the broader social fabric—are essential for developing resources that can contribute to and sustain violence-prevention efforts. Our study suggests that the strategies of the CPLC (including its COP oriented strategies in particular) have positive effects on citizen satisfaction and police legitimacy.¹⁶⁶

The DIG Police describes the relationship between the police and CPLC as being “...a fantastic relationship in the context of crime control. They are always helping us especially for the cases of kidnapping for ransom and extortion, they have been able to help us crack-open a lot of kidnapping cases and helped us with a number of arrests in these cases. They have always been there for us with their commitments and their technology. We are not competing in priorities with CPLC at all. In the late 80s and early 90s people had negative perceptions about CPLC that they go first to the crime scene because they are trying to fill up the vacuum left by police. Then later on CPLC proved their capabilities and capacities to people and people started trusting the efforts of CPLC in crime control. With the passage of time CPLC is trying to be more compliant and supportive with us rather than making an adverse relationship. CPLC also helped us in cases which we referred to them. They would take cognizance of the case directly because they have the capacity to make good relationship with people and victims in ADR related issues, domestic violence, kidnapping, etc. When CPLC go in certain places for investigation or raid, they would always need the police cover and police support; likewise, we need their support and rely upon their data base. They provide us Intel support by using technology....We are doing joint snap check-ins with them because they have very effective data base. We use their vehicle data and with the help of that data we recovered many vehicles which were stolen, charged under certain offences or were illegal/un registered. We both recognized each other services towards community welfare initiatives.”¹⁶⁷ The police has validated the positive impact that the CPLC has had on its public image.

The Chief of CPLC states that the core mission is to transform traditional policing in Pakistan so that “...police shall get a better image among the masses and their perception improves for common people.”¹⁶⁸ An example he states was the assistance that the CPLC provided in improving the service of the emergency helpline of the police (known as “15”). CPLC shared comparative models of emergency response helplines with the police leadership and provided technical assistance in upgrading the response system. “The 15 system went through an overhaul and the CPLC has been mentoring them throughout the process. It took six months to improve the 15 emergency response system. The results were commendable. Before this transformation, police were at 15 minutes response time which came down to 8 minutes response. People were satisfied by the response of police on emergency situations.”¹⁶⁹

One member of the CPLC estimates an around 60% improvement in the overall communities' perception of the police. This member credits the engagement of the CPLC and provides that building a positive image of the

160 Sunshine and Tyler 2003

161 Shilston 2008, Tyler and Huo 2002, Murphy et al, 2008

162 Murphy et al, 2008

163 Skogan and Frydl, 2004

164 Murphy et al 2008, p.140

165 Mesch, 1996; Rossi 2005

166 Sabol, Coulton, and Korbin 2004

167 Interview with Mr. Sharjil Kharal on 3rd October 2019

168 Interview with Mr. Zubair Habib on 25th September 2019

169 ibid

police is a central focus in the awareness campaigns run by the CPLC at schools and colleges. *“We speak about police and try to build a good image of police in public, sometimes we also request IG or DIG to accompany us to these events. My aim is to build a good image of police and want them to be on forefront. For example; there was a big case where we took police persons on board, we all did a tireless job to accomplish success; but when times comes for press conference we ensure that it is the DIG who is recognized as putting in all the efforts. I did that just so that media gets to see the successful and good image of police. We try to work in the background of police by choice.”*¹⁷⁰

It is interesting to note that whilst the majority of the members were of the view that their work was improving the citizen's perceptions of the police, one member said that there was a negative consequence in which case citizens started over expecting services from the CPLC. In such cases citizens expected the CPLC to be able to do everything that police can do without the police's cooperation.

Further to this, our data indicates that CPLC provides timely and actionable data to the police on a regular basis which has led to the prevention of crimes from happening. One famous case is cited as the “Harry Potter Case” where the CPLC received an alert for a bomb left in the parking lot of a shopping mall in 2010. The CPLC called the bomb disposal squad, fire brigades, rangers and police in time and were able to get the bomb safely deactivated. Members share crime related statistics and tip offs with SSPs on a daily basis and hold formal weekly meetings in zonal offices where other important information is shared.

The challenges we faced in conducting this review highlight a need for further research to explore how short term benefits of improving the trust of the citizen in the CPLC related to long term crime control benefits.

REFLECTIONS

This study sought to investigate the organizational efficiency and potential of the co-production model of the CPLC and assessed the extent to which the services provided had an impact on citizen satisfaction with the CPLC and indirectly with the police. The former objective may also be of interest to the leadership of the CPLC in terms of affording it with the opportunity to re-evaluate its programmatic areas, effectiveness of interventions and assist in identifying the way forward through formulation of a long term strategic vision and plan. Our findings reinforce earlier recognition of the benefits of community policing for increasing citizen satisfaction and trust in the police. However, we were unable to find an overall effect on crime nor does the CPLC appear to reduce fear of crime.

Perhaps more importantly though, the survey data suggest that those surveyed see value in the CPLC. Every person who worked with CPLC answered in the affirmative to the question, “Would you recommend others to seek help from CPLC?” This suggests that the efforts are valued and successful. Frequency charts showed that ratings on being treated with empathy, respect, and professionally were very high. This is quite different from the public's feelings toward the police. The CPLC methodology in working with the public could serve as a blueprint for how the police engage with the public in the future.

The CPLC's specialist services in terms of crime data management and crime data analysis were the forerunning reasons for its success and expansion and acceptance by the police which were under resourced in the 1990's. Even to date, its crime data recording and analysis is recognized by state stakeholders as being one of its key strengths. Recently, the Police has inaugurated a specialist school of Information Technology¹⁷¹ through which it plans to develop a bio-verisys system, expand and merge criminal record management systems, criminal record identification system and other police record verification systems. Projects that are also in the pipeline include development of a missing person's portal and a mobile application known as the “Zainab App” for missing children related reporting. It is also expected that the Sindh Prisons Department will deploy a province wide Prisoner Information Management System which is being rolled out through a partnership with UNODC at the present. It appears that going forward the CPLC will have to reevaluate the value that it can continue to add to crime and prisoner data management that will be led by the police and prisons departments.

The CPLC model provides an example of how organisations can link collective efficacy, neighbourhood cohesion and bring about collective action. The CPLC has facilitated bringing about the component of 'purposive action' (i.e. how ties are activated and resources mobilized to enhance social control) through its 23 NCs. The NC's are building social capital, mobilizing communities and facilitating residents to play a larger role in identifying problems and in seeking justice solutions and in implementing ideas. The NC model requires financial investment from the communities themselves and this is a possible limitation in terms of the expansion of these to poorer neighbourhoods as has been often critiqued. However, the existing NC's are building social capital, mobilizing communities to identify and solve justice problems and are innovating solutions to every day justice needs. Research indicates that collective efficacy is negatively associated with neighborhood rates of violence¹⁷² and crime levels in these NCs should be further explored to extrapolate and assess impact on crime levels.

The CPLC was conceived in peculiar circumstances and was developed as a home-grown solution pioneered by community members with a stake in the deteriorating law and order situation in Karachi in the 80s and 90s. The CPLC has also been able to keep itself largely unpoliticised and free from political meddling and is serviced by a team of dedicated professionals bringing varying skill sets together with a breadth of local networks and ties. The strength of the model lies in the leadership of the CPLC which comprises of volunteers that work for non-fiscal incentives related to the goal of good governance in the form of improved policing. Yet at the same time there has been difficulty in expansion of CPLC itself due to the challenges in finding volunteers, especially females, who work with dedication and professionalism without any financial incentives.¹⁷³

171 Inaugurated on 22nd, November, 2019 at the Central Police Office in Karachi.

172 Morenoff, Sampson, and Raudenbush 2001

173 Interview with Mr. Sharjil Kharal on 3rd October 2019

ANNEXURES

ANNEXURE 1

TOOLS FOR CPLC BENEFICIARIES

Part 1: Personal Information:

1. Name _____
2. Gender: M/F/Other _____ 3. Age: _____
4. Are you married? Yes No
5. Number of Dependents?
6. Profession, if any?
7. Monthly income?
8. Level of education received?
9. What is your religion? Muslim Christian Hindu Other
10. Are you a resident of Karachi? Yes No
11. How long have you resided in this area?
A. less than 1 year B. less than 5 years C. more than 5 years

Part 2: Experience with Community Police.

1. How did you come to know about CPLC?
A: Word of mouth B: Social media C: Newspaper D: Police E: Other *source? Mention*
2. Have you ever approached CPLC before with an issue? A: Yes B: No
3. What kind of an issue was it?
4. Why did you approach CPLC now?
5. What was the nature of the problem for which you approached
6. Was there any hesitation before calling CPLC and if so please explain? A: Yes B: No
7. How much time did it take to resolve your problem? Or is it still pending?
8. Were you treated professionally?
A. Strongly agree B. Agree C. Neither Agree nor Disagree
D. Disagree E. Strongly Disagree

9. Were you treated with respect?

- A. Strongly agree B. Agree C. Neither Agree nor Disagree
D. Disagree E. Strongly Disagree

10. Were you treated with empathy?

- A. Strongly agree B. Agree C. Neither Agree nor Disagree
D. Disagree E. Strongly Disagree

11. Did CPLC understand your problem and listen respectfully?

- A. Strongly agree B. Agree C. Neither Agree nor Disagree
D. Disagree E. Strongly Disagree

12. What steps were taken by the CPLC to solve your matter?

13. What was the advice CPLC gave you?

14. What were your expectations from the CPLC with regards to your problem?

15. Did they fulfill their commitment according to the timeframe they had given to you?

- A: Yes B: No

16. In future, who do you think you would prefer to report a crime first to?

- A: Police B: CPLC C: Both

17. Would you recommend others to seek help from CPLC?

- A: Yes B: No

18. If so, for what types of grievances? If not, why not?

19. Overall, how well do you feel CPLC does in providing services to you?

- A: Excellent B: Good C: Fair D: Poor E: Very Poor

20. Does the community have roles and responsibilities in crime prevention? If yes,

Please share your opinion in the role and responsibilities?

21. Are there any barriers which make the community refrain from cooperating with the CPLC?

22. Do you think the implementation of CPLC services in your area needs some change? If so, elaborate?

23. Could you mention some solutions about the challenges that CPLC facing?

ANNEXURE 2: FUNCTIONS OF THE CPLC

IA-19 FUNCTIONS OF THE CPLC

1. To satisfy itself that FIR's are duly registered and that no FIR/Complaint is refused.
2. To find out if dilatory tactics are being adopted by the investigation officers in the cases assigned to them.
3. To develop and maintain databases of Crime, Prisoners, and Stolen Vehicles, etc.
4. To collect statistics of various kinds of cases registered and disposed off during a specified period.
5. To find out if any person is unlawfully and unauthorizedly detained at the police stations and to take necessary steps for the release of such person(s) in accordance with law.
6. To assist the police in taking steps for preservation of peace and the prevention or detection of crimes.
7. To assist the citizens in the removal of gambling or prostitution dens or any other unauthorized / illegal business that is being carried out in the area.
8. To report the acts of misconduct or neglect of duty on the part of any police officer.
9. To look into the working conditions of the Police Stations and suggest measures for their improvement.
10. To create confidence, remove misunderstanding and narrow down the credibility gap between the Police and the Public.
11. To ensure full cooperation of the members of the public in the performance of their duty by police officials.
12. To apprise the SHO of the police station with the genuine grievances of the members of the public / residents of the area, with a view to look into the causes and suggest remedial measures.
13. To look into the welfare aspects of police personnel and initiate measures to improve them.
14. To bring to focus the exceptional work done by the police and make recommendations for suitable reward for all such exemplary work.
15. To assist that the Traffic Police is performing its duties diligently and efficiently, and take steps for smooth operations / betterment of traffic.
16. To supervise, initiate, handle projects or schemes for the security / betterment of the citizens by improving the conditions of the area, district, division, city or province, through Schemes like Charged Parking, Neighborhood Care, Central Vehicle Pool (CVP), etc

[Handwritten signature]

[Handwritten signature]

17. To assist the police as a member of inquiry committee in cases pertaining to misconduct / corruption / dereliction of duty etc. against Police Officers.
18. To do all such things as are necessary, incidental or conducive to any of the objects stated herein above.
19. To assist the Social Welfare Department in managing and streamlining the affairs of Darul Aman and Darul Atfal.
20. To perform such other functions as may be assigned by the government from time to time.

17. To assist the police as a member of inquiry committee in cases pertaining to misconduct / corruption / dereliction of duty etc. against Police Officers.

18. To do all such things as are necessary, incidental or conducive to any of the objects stated herein above.

19. To assist the Social Welfare Department in managing and streamlining the affairs of Darul Aman and Darul Atfal.

20. To perform such other functions as may be assigned by the government from time to time.

The Chairman, Deputy Chief Officer, Assistant Chief Officer, the Provincial Chief and the Deputy Provincial Chief shall exercise the powers of the Chief Executive Officer in relation to the matters relating to administration, personnel and discipline of the force.

The Provincial Chief, Deputy Provincial Chief, Assistant Chief Officer, Provincial Chief and the Deputy Provincial Chief shall exercise the powers of the Chief Executive Officer in relation to the matters relating to administration, personnel and discipline of the force.

17. To assist the police as a member of inquiry committee in cases pertaining to misconduct / corruption / dereliction of duty etc. against Police Officers.

18. To do all such things as are necessary, incidental or conducive to any of the objects stated herein above.

19. To assist the Social Welfare Department in managing and streamlining the affairs of Darul Aman and Darul Atfal.

20. To perform such other functions as may be assigned by the government from time to time.

Signature: [Handwritten Signature]

ANNEXURE 3: ANALYSIS OF SURVEY DATA

FREQUENCIES

Frequencies of Gender

LEVELS	COUNTS	% OF TOTAL	CUMULATIVE %
0	40	80.0 %	20.0 %
1	10	20.0 %	80.0 %

Frequencies of Age

LEVELS	COUNTS	% OF TOTAL	CUMULATIVE %
2	9	18.0 %	18.0 %
3	13	26.0 %	44.0 %
4	21	42.0 %	86.0 %
5	7	14.0 %	100.0 %

Frequencies of Are you Married?

LEVELS	COUNTS	% OF TOTAL	CUMULATIVE %
0	1	2.0 %	2.0 %
1	10	20.0 %	22.0 %
2	39	78.0 %	100.0 %

Frequencies of Number of Dependents

LEVELS	COUNTS	% OF TOTAL	CUMULATIVE %
0	13	26.0 %	26.0 %
1	4	8.0 %	34.0 %
2	5	10.0 %	44.0 %
3	9	18.0 %	62.0 %
4	3	6.0 %	68.0 %
5	6	12.0 %	80.0 %
6	1	2.0 %	82.0 %
7	3	6.0 %	88.0 %
8	1	2.0 %	90.0 %
9	2	4.0 %	94.0 %

Frequencies of Profession

LEVELS	COUNTS	% OF TOTAL	CUMULATIVE %
Accountant	1	2.0 %	2.0 %
Bank Employee	1	2.0 %	4.0 %
Businessman	6	12.0 %	16.0 %
Businessman	1	2.0 %	18.0 %
Butcher	1	2.0 %	20.0 %
Dealer	1	2.0 %	22.0 %
Dealer	1	2.0 %	24.0 %
Doctor	2	4.0 %	28.0 %
Driver	5	10.0 %	38.0 %
Engineer	2	4.0 %	42.0 %
Engineer	1	2.0 %	44.0 %
Gold Vendor	1	2.0 %	46.0 %
Govt. Employee	1	2.0 %	48.0 %
Imam	1	2.0 %	50.0 %
Manual labor	1	2.0 %	52.0 %
Medical Specialist	1	2.0 %	54.0 %
NGO Worker	1	2.0 %	56.0 %
Retired	2	4.0 %	60.0 %
Retired	1	2.0 %	62.0 %
Salesman	7	14.0 %	76.0 %
Stock Manager	1	2.0 %	78.0 %
Street Vendor	1	2.0 %	80.0 %
Student	2	4.0 %	84.0 %
Support Staff	2	4.0 %	88.0 %
Unemployed	6	12.0 %	100.0 %

Frequencies of Monthly Income

LEVELS	COUNTS	% OF TOTAL	CUMULATIVE %
0	18	36.0 %	36.0 %
1	12	24.0 %	60.0 %
2	12	24.0 %	84.0 %
3	6	12.0 %	96.0 %
4	1	2.0 %	98.0 %
5	1	2.0 %	100.0 %

Frequencies of Level of Education

LEVELS	COUNTS	% OF TOTAL	CUMULATIVE %
0	6	12.0 %	12.0 %
1	8	16.0 %	28.0 %
2	8	16.0 %	44.0 %
3	4	8.0 %	52.0 %
4	16	32.0 %	84.0 %
5	7	14.0 %	98.0 %
6	1	2.0 %	100.0 %

Frequencies of Religion

LEVELS	COUNTS	% OF TOTAL	CUMULATIVE %
1	50	100.0 %	100.0 %

Frequencies of Resident of Karachi

LEVELS	COUNTS	% OF TOTAL	CUMULATIVE %
0	2	4.0 %	4.0 %
1	48	96.0 %	100.0 %

Frequencies of How long have you resided here?

LEVELS	COUNTS	% OF TOTAL	CUMULATIVE %
15+	48	96.0 %	96.0 %
NA (came from Iran border)	1	2.0 %	98.0 %
NA (came from Mirpur Khas)	1	2.0 %	100.0 %

Frequencies of How did you come to know about CPLC?

LEVELS	COUNTS	% OF TOTAL	CUMULATIVE %
CPLC Employee	2	4.0 %	4.0 %
Police	6	12.0 %	16.0 %
Social Media	10	20.0 %	36.0 %
Word of Mouth	32	64.0 %	100.0 %

Frequencies of Have you ever approached CPLC before with an issue?

LEVELS	COUNTS	% OF TOTAL	CUMULATIVE %
0	42	84.0 %	84.0 %
1	8	16.0 %	100.0 %

Frequencies of What kind of issue was it?

LEVELS	COUNTS	% OF TOTAL	CUMULATIVE %
0	41	82.0 %	82.0 %
1	2	4.0 %	86.0 %
2	5	10.0 %	96.0 %
3	2	4.0 %	100.0 %

Frequencies of Why did you approach CPLC now?

LEVELS	COUNTS	% OF TOTAL	CUMULATIVE %
Claim damages	1	2.0 %	2.0 %
Cyber crime	2	4.0 %	6.0 %
Family matter	2	4.0 %	10.0 %
Kidnapping	4	8.0 %	18.0 %
Missing person	11	22.0 %	40.0 %
Mobile theft	14	28.0 %	68.0 %
Property dispute	4	8.0 %	76.0 %
Public nuisance	1	2.0 %	78.0 %
Robbery and extortion	4	8.0 %	86.0 %
Threat calls	7	14.0 %	100.0 %

Frequencies of Why did you approach CPLC now?

LEVELS	COUNTS	% OF TOTAL	CUMULATIVE %
0	48	96.0 %	96.0 %
1	2	4.0 %	100.0 %

Frequencies of How much time did it take to resolve your problem? Or is it still pending?

LEVELS	COUNTS	% OF TOTAL	CUMULATIVE %
1-2 months	10	20.0 %	20.0 %
1-2 months	2	4.0 %	24.0 %
1-7 days	12	24.0 %	48.0 %
1-7 days	7	14.0 %	62.0 %
11-12 months	3	6.0 %	68.0 %
2-3 weeks	1	2.0 %	70.0 %
3-4 months	8	16.0 %	86.0 %
3-4 months	1	2.0 %	88.0 %
5-6 months	4	8.0 %	96.0 %
5-6 months	1	2.0 %	98.0 %
7-8 months	1	2.0 %	100.0 %

Frequencies of Were you treated professionally?

LEVELS	COUNTS	% OF TOTAL	CUMULATIVE %
4	4	8.0 %	8.0 %
5	46	92.0 %	100.0 %

Frequencies of Were you treated with respect?

LEVELS	COUNTS	% OF TOTAL	CUMULATIVE %
4	7	14.0 %	14.0 %
5	43	86.0 %	100.0 %

Frequencies of Were you treated with empathy?

LEVELS	COUNTS	% OF TOTAL	CUMULATIVE %
4	7	14.0 %	14.0 %
5	43	86.0 %	100.0 %

Frequencies of Did CPLC understand your problem and listened respectfully?

LEVELS	COUNTS	% OF TOTAL	CUMULATIVE %
4	4	8.0 %	8.0 %
5	46	92.0 %	100.0 %

Frequencies of No Expectations Low Expectations High Expectaions

LEVELS	COUNTS	% OF TOTAL	CUMULATIVE %
0	15	30.0 %	30.0 %
1	16	32.0 %	62.0 %
2	19	38.0 %	100.0 %

Frequencies of Did they fulfill their commitment according to the timeframe they gave you?

LEVELS	COUNTS	% OF TOTAL	CUMULATIVE %
0	2	4.0 %	4.0 %
1	48	96.0 %	100.0 %

Frequencies of In future, who do you think you would prefer to report a crime first to?

LEVELS	COUNTS	% OF TOTAL	CUMULATIVE %
1	29	58.0 %	58.0 %
2	21	42.0 %	100.0 %

Frequencies of Would you recommend others to seek help from CPLC?

LEVELS	COUNTS	% OF TOTAL	CUMULATIVE %
1	50	100.0 %	100.0 %

Frequencies of Overall, how well do you feel CPLC does in providing services to you?

LEVELS	COUNTS	% OF TOTAL	CUMULATIVE %
2	2	4.0 %	4.0 %
3	11	22.0 %	26.0 %
4	37	74.0 %	100.0 %

