Women Police in Pakistan

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NORWEGIAN EMBASSY
Women Police in Pakistan
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The author acknowledges the support of Royal Norwegian Embassy, Islamabad for providing financial assistance to conduct this research. The information presented here would not have been possible without inputs from various subject experts. Despite all the assistance received, the Lead Author personally assumes the responsibility of any omissions. We would especially like to thank all the male and female police personnel who facilitated our work.

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Supported by:
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ISBN: 978-969-9582-11-3
No of printed copies: 1000
Islamabad, May 2012
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ACRONYMS:

Individualland (IL)
Inspector General (IG)
Capital City Police Officer (CCPO)
Assistant Superintendent Police (ASP)
Deputy Inspector General (DIG)
United Nations (UN)
National Police Bureau (NPB)
Sub Inspector (SI)
Head Constable (HC)
Annual Confidential Report (ACRs)
First Information Reports (FIRs)
Police Community Support Officers (PCSOs)
National Highway (NH)
Motorway Police (MP)
Lady Constable (LC)
Inspector Police (IP)
Preface

"No nation can rise to the height of glory unless your women are side by side with you. We are victims of evil customs. It is a crime against humanity that our women are shut within the four walls of the houses as prisoners. There is no sanction anywhere for the deplorable condition in which our women have to live."

Muhammad Ali Jinnah, Aligarh, March 10, 1944.

Unfortunately, what the founder of Pakistan had emphasized to change within our social structure is still deeply embedded. According to a survey conducted by Thomson Reuters Foundation's Trust Law, released in June 2011, Pakistan is the third most dangerous place in the world for women after Afghanistan and Democratic Republic of Congo.¹ There were 8,000 reported cases of violence against women, during the year 2011,² while it should also be noted that most of the cases remain unreported. The societal and cultural norms, weak legal framework, reluctance to approach the male police for assistance prove as hurdles for women’s access to justice. So far, the police department, which is still being regulated by the more than 150 year old colonial Police Act 1861, has been unable to become a citizen centric service. It still functions as a colonial force, consisting of semi-literate, semi-militarized and underpaid personnel with the sole objective of maintaining law and order.³

Although the induction of women into the police can be traced back to the days of British India, but after independence from the British rule no considerable initiatives were put in place, to integrate women into the police. The only significant change in the condition of women police came in 1994, when the government took the initiative of establishing women specific police stations in various cities of Pakistan, starting from Rawalpindi and later in the cities of Abbotabad, Peshawar, Lahore, Multan, Karachi and Larkana.⁴ Today after 18 years of the initiation of this effort, there are only 17 police stations present throughout the country, while the number of women present in the police is only above 3,500, constituting 0.86% of the total police strength.⁵ As compared to Brazil, where the first women police station in Latin America was established in 1985 and in 2010 had a total of 475 women police stations,⁶ Pakistan has fallen way behind in achieving the gender responsive policing once envisaged.

Although there are individual success stories, where women police officers have been assigned to higher posts and serving on overseas missions,⁷ but these stories have not been capitalized and built upon towards initiating gender based police reforms. The situation also looks bleak, where various reports emerge of women police unable to contribute their part or even transgressing their authority. In Peshawar, not a single case had been registered in women police station till 2004.⁸

Individualland Pakistan (IL-Pakistan) with the support of The Royal Norwegian Embassy has embarked on an initiative titled, “Women Police as Change Agents and Gender Based Police Reforms” since November 2011. The current initiative is an attempt towards showcasing and recognizing the work of women police personnel as well as highlighting the issues and challenges they face.

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challenges they are confronted with. Based on our learning from the experiences of the women police, we would also like to advocate for gender based police reforms. The cities of Lahore, Karachi, Peshawar, Quetta, Gilgit and Islamabad are being covered during the project and research tools like field visits, interviews, public perception surveys and dialogues with civil society, police and government functionaries on gender based reforms within the police are being utilized.

From November 2011 – April 2012, we conducted public perception survey with citizens as respondents as well as a perception survey amongst male police personnel about their perception of their female colleagues. To develop insight into the issue, meetings with 11 subject experts and senior officials were also held as well as field visits of women police stations, women police cells, women reporting centers and training center in various parts of the country. In addition, visual interviews of 37 women police personnel were also conducted, with the intention of recording their inputs as well as mapping the state of women police stations. Information requests were dispatched to the IGs and CCPOs of various provinces and Interior Ministry for collecting the district wise data of the total strength of women police. Our learning has been that holistically the police in general and the women police in particular are facing persistent difficulties, which need to be addressed at the earliest. Women police have to face societal constraints and male dominant culture, which is even present within the department itself. The gap in the existing and required infrastructure and strength of women police has also to be addressed, while the perception of public also needs to reflect a change in mindset and attitude. The initiative and the will has to emerge from the department for a gender inclusive police department. In spite of these challenges, the women police at present are trying to perform. This report is an attempt to document their efforts as well as highlight the challenges that they are confronted with.
In the current situation, due to the increasing crime rate, population and the conflict engulfing Pakistan, citizens' security should have been the priority. Regrettably this is not the case as the citizens have an ever increasing list of complaints against the police department. The police department has been plagued by rampant corruption, mismanagement by the authorities, lack of accountability, shortage of resources, absence of incentives and an overall negative image. The police regulations of Police Act 1861 applicable within Pakistan, has been inherited from the British colonial era, based on the Irish Constabulary model. What has also been inherited is the mindset where the police were used as a tool by the state to enforce its rule and authority over citizens. The police instead of being considered as a service for the assistance of citizens, is rather viewed as an authoritarian force.

There have been various attempts at the reformation of police department in Pakistan, but they have all been adversely affected by political interference and lack of will to implement the reforms. The most ambitious effort towards police reforms was made through the promulgation of Police Order 2002. This again fell victim to various vested interests, as the constitutional cover of the police order lapsed in March 2010 and it was not again promulgated after 2009, due to the Section 27 of the Constitution introduced in the 18th Amendment, prohibiting promulgation of ordinances after their lapse, without the approval of National Assembly. A bill in this regard was introduced in the National Assembly in October 2009, as per the instructions of the Supreme Court, but there was no further progress. The provinces of Sindh and Balochistan have already abandoned the police order and reverted to the old system. Due to the failure of reforms, the police have also failed to achieve gender responsiveness. Women police in Pakistan are facing neglect and mismanagement, while over the years there has been little or no progress, regarding the integration of women police.

The earliest history of women police in areas which now constitute Pakistan is found during the British Rule in 1939. At the time there was a farmer's movement in Punjab, which also had female agitators. In order to deal with the movement and maintain law and order, seven constables and a head constable was recruited by the authorities. The next significant recruitment was undertaken post-independence in 1952, when twenty five constables, two head constables and one ASI were hired. After a gap of 42 years the next significant initiative was taken in 1994, when women police stations were established in various parts of the country. Currently there are 17 women police stations throughout the country and one reporting center in Quetta, while the strength of women police is only above 3,700 out of a total of 400,000 plus. This only constitutes for 0.86% of the strength of police department.

These initiatives were (and in some cases still are) not without their own challenges. For instance, women police stations were prevented from lodging FIRs and this also hampered their integration into the process. Certain administrative complications and perhaps a certain degree of resistance also exacerbated the situation. In 2004, the women police station in Peshawar was managed by Assistant Superintendent Police (ASP) Headquarters, inspite of the presence of a female DSP. On the other hand, there have also been excellent individual examples setup by women police, such as the 11 female ASPs, Deputy Inspector General (DIG) Helena Iqbal Saeed

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10 Ibid.
14 Ibid.
the first ever Pakistani woman civil service officer, who opted for police and reached such a position,15 Shahzadi Gulfam, who is serving in a United Nations (UN) peace operation and received the 2011 International Female Police Peacekeeper Award.16 Unfortunately, these distinctions have only remained as exceptions, as they have not been transformed into a generalization, within the department. There have been allegations of women police resorting to torture17 and human trafficking,18 while there are women complaint cells and women police stations, which have ceased to function.19

Introduction

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The mapping phase was initiated at the onset of the initiative in November 2011. We requested and attempted to collect data of the strength of women police in all the federating units and the Center but this process was not without its problems. At the time of writing this report, complete data from Punjab and Sindh has still not been received in spite of repeated requests. The objectives of the mapping are to (a) establish the number of women police within the provincial police departments and Center (b) develop an insight of their work performance (c) study closely the state of women police stations and their performance and (d) to ascertain the challenges and achievements of women police. The measures taken and hurdles faced by the organization in acquiring information and permission will be discussed in detail in this section.

The Course Taken
The measures adopted by us regarding the mapping of women police in the encompassed areas of the project included information requests to the relevant government departments, CCPOs and IGs of the provinces. In addition meetings were held with senior police officials, subject experts and civil society members. Further, field visits were conducted of women police stations, reporting centers and complaint cells in various areas. Visual interviews were conducted of female personnel and experts for their opinion on the current situation, challenges and achievements.

- **Information Requests**
  
  Letters were dispatched to the Inspector General of Police (IG) and Capital City Police Officers (CCPOs) of all the provinces and federal capital of Islamabad, Motorways, Director General of National Police Bureau (NPB) and Secretary Interior Ministry. Requests were sent to share the data of women police available with them. Permission for visits to women police stations, women police cells and women reporting centers was also sought in these correspondences. So far we have received details from Baluchistan, Gilgit-Baltistan, 10 districts of Punjab, Islamabad, 2 districts of Khyber Pakhtunkhwa and 12 districts of Sindh.

  So far, the complete information has not been received from the provinces of Punjab and Khyber Pakhtunkhwa, while the interior ministry and NPB have also not shared any data, even after reminders. The letters have also been given in Annexure A. In spite, the recent measures being undertaken in Punjab, to introduce and promote Right to Information, the information on our request has been denied verbally. The details of the data acquired through the information requests are given under further sections.

- **Meetings with subject experts**
  
  We held meetings with senior police officials and subject experts, in order to acquire an understanding of the situation facing women police, while also gathering suggestions on how the challenges and issues facing women police could be mitigated. A total of 11 meetings were held from November 2011 – March 2012, the details of which are given in the Annexure D. The information collected through these meetings has been incorporated in the later sections of this report, while explaining the challenges and achievements. In addition, the valuable feedback acquired during these meetings has also assisted in framing the recommendations for action for gender responsive policing as a way forward, also presented in the following sections.
Field Visits
We visited women police stations, women complaint cells, women reporting center and women training center. The team conducted these visits in the cities of Islamabad, Rawalpindi, Lahore, Peshawar, Quetta, Faisalabad, Gilgit, Ghizer, Hunza and Skardu. The purpose of these visits were to record the inventory and availability of facilities or lack of. The routine working of women police was also observed during the visits, while first hand information on the work environment and conditions was gathered from the women police. The following facilities were visited by the project team:

1. Women Police Station, Sitara Market Sector G-7, Islamabad
2. Women Complaint Cell, I-9 Industrial Area Police Station, Islamabad
3. Women Complaint Cell, F-8 Margalla Police Station, Islamabad
4. Women Police Station, Near Civil Lines, Jhanda Bazaar Katchehry, Airport Road, Rawalpindi
5. Women Police Station, Near Police Station Civil Lines, Kotwali, Faisalabad
6. Women Reporting Center, SSP Office Katchery, Quetta
7. Women Police Station, Police Line, Peshawar
8. Women Police Station, Gilgit
9. Women Police Station, Skardu
10. Women Police Station, Hunza
11. Women Police Station, Ghizer
12. Police Training School, Chung

Visual Interviews
A total of 37 visual interviews of female police personnel and eleven subject experts were conducted throughout Pakistan. The list of interviews and the questions are given in the Annexure C. The information, suggestions and opinions acquired through these interviews, has been utilized to identify the issues facing women police and resultantly are not only accommodated in this report, but has also aided in framing the recommendations for gender based police reforms, given in the later sections of the report.

Status of Women Police
It was also our objective to collect the relevant data, which may reflect the progress of the police department towards not only increasing the presence of women, but also providing them with the necessary facilities, trainings and equipment, which can facilitate their work. The collected information is being discussed in this section.

Total Strength
As discussed earlier, information requests were dispatched to senior police officials, relevant departments and interior ministry, while visits were also conducted to various facilities, in order to determine the number of women police on active duty. Although data from various districts has been acquired, but information from various parts of Punjab and Khyber Pakhtunkhwa has still not been shared with the organization.

So far the complete data has been shared by Islamabad, Sindh Gilgit-Baltistan, Balochistan, National Highway and Motorway Police. The important aspect in the data collected by IL-Pakistan is that the number of women police has been acquired district wise.
The following tables contain the details of the strength of women police in various districts or ranges.

**Federal:**

**Islamabad**
01 Police Station
02 Women Police Cells
152 police officers

**Sindh:**

<table>
<thead>
<tr>
<th>Sukkur</th>
<th>Khairpur</th>
<th>Larkana</th>
<th>Kambar and Shahdad Kot</th>
<th>Shikarpur</th>
</tr>
</thead>
<tbody>
<tr>
<td>01 Women Complaint Cell</td>
<td>01 Women Complaint Cell SSP Office</td>
<td>01 women Police Station</td>
<td>01 Women Complaint Cell</td>
<td>01 Women Complaint Cell</td>
</tr>
<tr>
<td>03 SI</td>
<td>04 SI</td>
<td>01 IP</td>
<td>03 HC</td>
<td>01 ASI</td>
</tr>
<tr>
<td>02 IP</td>
<td>01 ASI</td>
<td>07 SIP</td>
<td>08 LC</td>
<td>02 HC</td>
</tr>
<tr>
<td>01 ASI</td>
<td>06 HC</td>
<td>06 ASI</td>
<td>05 LC</td>
<td>05 LC</td>
</tr>
<tr>
<td>06 HC</td>
<td>25 PC</td>
<td>05 HC</td>
<td></td>
<td></td>
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<tr>
<td>19 LC</td>
<td></td>
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**Karachi**

<table>
<thead>
<tr>
<th>Karachi</th>
<th>CPO Office</th>
<th>DIG South Zone</th>
<th>DIG East Zone</th>
<th>DIG West Zone</th>
<th>DIG Traffic</th>
</tr>
</thead>
<tbody>
<tr>
<td>03 Women Police Stations</td>
<td>03 DSP</td>
<td>06 IP</td>
<td>06 IP</td>
<td>01 DSP</td>
<td>03 DSP</td>
</tr>
<tr>
<td>01 ASI</td>
<td>01 IP</td>
<td>06 SI</td>
<td>05 SI</td>
<td>03 IP</td>
<td>05 IP</td>
</tr>
<tr>
<td>16 HC</td>
<td>02 LC</td>
<td>10 ASI</td>
<td>24 ASI</td>
<td>07 SI</td>
<td>02 SI</td>
</tr>
<tr>
<td>19 LC</td>
<td>05 HC</td>
<td>03 HC</td>
<td>05 ASI</td>
<td>02 ASI</td>
<td>09 LC</td>
</tr>
<tr>
<td>54 LC</td>
<td>27 LC</td>
<td>02 HC</td>
<td>9 LC</td>
<td></td>
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<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>23 LC</td>
</tr>
</tbody>
</table>

**Hyderabad**

<table>
<thead>
<tr>
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<th>Tando Muhammad Khan</th>
<th>Tando Allah Yar</th>
<th>Badin</th>
<th>Nawabshah</th>
<th>Jamshoro</th>
</tr>
</thead>
<tbody>
<tr>
<td>01 Women Police Station</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>39 Field and Investigation Staff, while 33 are on active duty</td>
<td>10</td>
<td>18 Constables</td>
<td>43</td>
<td>31</td>
<td>05</td>
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</tbody>
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**Punjab:**

<table>
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<tr>
<th>Bahawalpuri</th>
<th>Rawalpindi</th>
<th>Bahawalnagar</th>
<th>Rahim Yar Khan</th>
<th>Sialkot</th>
</tr>
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<tbody>
<tr>
<td>1 complaint cell DPO office</td>
<td>01 women police station, 03 complaint cells</td>
<td>06 Women Complaint Cells at DPO Office, Police Station City A Division, Police Station Minchinabad, Police Station City Chishtian, Police Station Saddar and Police Station Dunga Bunga</td>
<td>01 Women Complaint Cell DPO office</td>
<td>01 Women Complaint Cell SSP Office, Sialkot</td>
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<td>35 Constables</td>
<td>04 SI</td>
<td>01 ASI</td>
<td>01 SI</td>
<td>01 SI</td>
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<td></td>
<td>04 ASI</td>
<td>04 TASI</td>
<td>02 TASI</td>
<td>01 ASI</td>
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<tr>
<td></td>
<td>03 HC</td>
<td>13 Constables</td>
<td>01 ASI</td>
<td>08 TASI</td>
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<tr>
<td></td>
<td>74 LC</td>
<td>08 Recruit Constables</td>
<td>37 Constables</td>
<td>23 LC</td>
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### Women Police in Pakistan

#### Khyber Pakhtunkhwa

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<th>Khanewal</th>
<th>Lodhran</th>
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<tbody>
<tr>
<td>03 IP</td>
<td>01 IP</td>
<td>01 TASI</td>
<td>01 SP Investigation</td>
<td>02 Women Complaint Cells at Police Station City Lodhran and Police Station Saddar Daniyapur</td>
</tr>
<tr>
<td>05 SI</td>
<td>03 SI</td>
<td>01 HC</td>
<td>18 LC</td>
<td>02 TASI</td>
</tr>
<tr>
<td>01 ASI</td>
<td>03 ASI</td>
<td>29 LC</td>
<td>07 Recruit LC</td>
<td>17 LC</td>
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<td>07 TASI</td>
<td>30 LC</td>
<td></td>
<td></td>
<td>04 Recruit Constables</td>
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<td>03 HC</td>
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<td></td>
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<tr>
<td>86 LC</td>
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#### Khyber Pakhtunkhwa

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<td>04 HC</td>
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<td>05 HC</td>
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<td></td>
<td>89 LC</td>
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#### Baluchistan

<table>
<thead>
<tr>
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<tbody>
<tr>
<td>01 women Reporting Center</td>
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<td>01 DSP</td>
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<td>03 ASI</td>
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<tr>
<td>08 HC</td>
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<tr>
<td>40 LC</td>
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#### Gilgit Baltistan

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<th>Ghanche</th>
<th>Hunza/Nagar</th>
<th>Astor</th>
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<td>01 women Police Station</td>
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<td>01 IP</td>
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<td>08 LC</td>
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<td>01 SI</td>
<td>18 LC</td>
<td>01 HC</td>
<td>01 HC</td>
<td>12 LC</td>
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<td>01 HC</td>
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<td>01 ASP</td>
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</table>

#### In National Highways and Motorway Police

| 26 IP |
| 27 SI |
| 15 HC |
| 60 LC |
Case Study

The importance of powerful female symbols of authority cannot be underestimated. Our research team found out that for instance Rabia Bibi in 1994, stumbled across an advertisement for recruitment of women in the police. It was the time of Mohtarma Benazir Bhutto. She was fascinated by the Prime Minister. She said, “When I looked at the advertisement I thought perhaps it’s an opportunity and I can bring a positive change in the society, my family was against this except my father. It was the first time I came to Islamabad with my father”.

After 17 years of service, in almost all the police stations, also in Adiala jail, “I have survived only due to my passion and my father’s confidence”.

When asked if she confronted any challenges she smiled and said “the second a women steps out of her house challenges begin. However people say there is harassment, specially the male police are rude but I have never experienced it. Our male colleagues are not rude but the public is, for instance when we are going back home and standing in uniform at the bus stop members of the public specially male, start abusing police in general. They would make it a point and pass obnoxious remarks about police. They target us because they cannot say anything to male police personnel. That is why we either avoid standing at the bus stop in uniform, or if we have to we try to stand near a police constable deployed there, for our own protection”. Speaking about training she said she could only speak about Islamabad police as she has only served in Islamabad. According to her, “our department is very responsive to training needs. The criminals determine what we are trained in! For instance there was this dangerous female offender who also knew how to do karate. This was 15 years back. She was very strong and it would take four women to take her in the van and then she would beat us and then get out”. She said “that is when the Islamabad police department made us undergo karate training”. She smiled and added that “she is still at Adiala jail, I still take her to the court hearings but she is old now”.

When asked if they are issued weapons, she said it depends on the situation. She has never carried a weapon. She further added that “women are emotional so they should not carry weapons.”

She is very happy as she followed her passion and joined police. She says all her confidence comes from being a police woman. This confidence supports her in personal life. For instance, immediately after she got married her husband started compelling her to give up her job. According to her, if she had been like any other wife she would have given up her job, but she turned around and said you knew I was in police when you married me. I told him “I am a police officer first then a wife”.

She compared herself with her sisters, when they have a tiff with their husband or in-laws they come to their parents, but she has never gone to her parents; “I deal with my in-laws and husband all by myself.”

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20 All names have been changed to protect their identity.
Conditions and Environment
The main purpose of the visit to the various women police stations, women complaint cells, women reporting centers and training center was to comprehend and assess the situation faced by them, at their workplace. The team observed their routine work and further interviewed them to gather their opinions and insight. In addition a list of inventory facilities available to women police was also maintained by the team. The key findings of the field visits are as follows:

1. The women police station in Peshawar was housed in a small building, enclosed by a high wall and the only entrance was through a small wooden gate covered by a sheet. The actual building for the police station was in Gulbahar area, which was handed over to the traffic police upon completion.
2. There was an old man at the women police station in Peshawar, who was the only contact with the outside world, as the women police were not allowed to venture outside without permission.
3. There is no proper women police station in Quetta, only a reporting center which is located in the SSP office.
4. The women police in Quetta pointed towards the presence of sexual harassment within the police department. They also highlighted the fact that due to this factor, when the department announced 53 vacancies for women, there were only 3 applicants.
5. Women also face harassment by the public, while they are performing their duties.
6. There is no residence facility available in Quetta for the women police assigned there.
7. There is no facility of daycare for mothers in any women police station, except in Islamabad.
8. Only female officers are authorized to carry weapons, while the lower ranks are not assigned any.
9. No pick and drop facility is available in any women police stations, women police cells and women reporting centers visited by our team. The female staff has to arrange their own transport.
10. There is shortage of furniture in Faisalabad police station, unavailability of Sui gas in Rawalpindi police station and absence of office books in Quetta reporting center.
11. The women are given little or no training for driving vehicles, which restricts their movement and makes them dependent on male staff.
12. The training of women police is only conducted, when the number of trainees reaches a certain number, otherwise the trainings are postponed, which also cause hurdles in promotions.
13. There have been claims that women police personnel are also working in the homes of senior officials, rather than performing their duties.
14. There are five honorary constables present in Peshawar, who are the wives of martyred police personnel and have been receiving the pensions of their husbands and salaries of constables.
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<td>G-7 Women Police Station, Industrial Area Police Station, Margalla Police Station</td>
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<td>07 women police stations</td>
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<tr>
<td>Male Staff</td>
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- **Details**
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- **Ground Situation**
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<th>Washrooms</th>
<th>Daycare</th>
<th>Mobility of Women Police</th>
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</table>

- Male Staff: Yes
- FIRs Registered: Yes
- Washrooms: Yes
- Daycare: No
- Mobility of Women Police: Not Restricted
- Other: No

Additional notes:
- No proper sitting arrangements, building was consisting of 2 rooms only.
- Building was a rental hut, consist of 1 room.
- Furniture Shortage, and small building
- Sui gas facility not available
- Office books are not available
- Furniture Shortage
Ground Situation

Women Police Station, Police Line, Peshawar

Women Police Station, Police Line, Peshawar

Women Police in Pakistan
Women Police in Pakistan

Ground Situation

Women Reporting Center SSP Office, Katchehry Quetta

Women Reporting Center SSP Office, Katchehry Quetta
Women Reporting Center SSP Office, Katchehry Quetta

Women Reporting Center SSP Office, Katchehry Quetta
Women Police Station, G-7 Islamabad

Women Police Station, G-7 Islamabad
Women Police Station, G-7 Islamabad

Women Police Station, G-7 Islamabad
Women Police Station, Rawalpindi
Ground Situation

Women Police Station, Kotwali Faisalabad

Women Police Station Gilgit, Gilgit-Baltistan
Challenges

As mentioned earlier the main objective of the entire exercise carried out during the last six months (November 2011 – April 2012) was to evaluate the challenges and achievements of women police in their careers in particular and within the society in general, identified not only by subject experts and senior officials, but also by the women police themselves. In this section we have discussed the issues and accomplishments of women police, ascertained through the data collected in the mapping phase.

The challenges which have been identified have been listed below:

1. One of the major problems faced by the entire police department, males and females alike is the absence of a proper merit system for recruitment, promotions and transfers. There is a rampant political interference in the working of the department.

2. The women police, in certain areas, neither have been assigned authority nor have not been delegated any specific duty. There are only shoulder promotions (enhancement in rank), which amounts to only a cosmetic change.

3. The attitude of the public towards the female police, the prevalent culture and social mindset were identified as challenges. A prominent example of this was the delegation of female traffic wardens in Lahore to other duties, after facing harassment from the commuters.\(^{21}\)

4. There is a male dominant culture prevalent within the police, as pointed out in our field visits, various meetings and interviews. We also observed that in certain areas women were not allowed to venture outside the police station without prior permission. This was particularly observed in Peshawar. Many of the subject experts and women police staff identified during the meetings and field visits declared that due to the male dominated culture women are reluctant to adopt this profession.

5. There is also harassment faced by females within the department, which also discourages others from joining this field. It has also been mentioned, during some meetings that the environment within the male police stations generally is not suitable for women to be posted there.

6. There is also a considerable resistance faced by female staff from their male counterparts, as hurdles are being created in integrating women police into the department.

7. Women police only accompany male police as a formality, during various assignments and duties in certain areas.

8. Within our culture women also are expected to take care of the household, which becomes very difficult for the ones who have adopted this profession. Women are expected to maintain a balance between their jobs and family, while the men mostly do not face such a dilemma.

9. Due to the unconventional nature of this job, long hours, tough duty, field postings and other risks, the society does not encourage women to join the

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police. Even women themselves prefer a desk job, rather than being posted in the field.

10. There is no concept of flexible hours, pick and drop service and no comprehensive medical facilities, especially for married women and mothers. None of the women police stations, except in Islamabad, has a daycare facility.

11. Many of the women police also shared that their families did not support their induction into the police to the extent, where some also faced life threats. This is again due to the prevalent mindset within the society.

12. Weapons are not issued below officer rank to women police.

13. Many of the subject experts and women police staff identified that there are examples of women transgressing their authority, using excessive force, foul language and torture. Instead of promoting a different culture and environment, they have become a part of it. This can also be termed as an attempt by them to be accepted by the department.

14. One problem faced by men and women alike is the incomplete Annual Confidential Report (ACRs) by the superior officer. The superior officers usually show a lack of interest in completing ACRs of subordinates.

15. It was a general perception of the subject experts that there is a lack of training imparted to women police, where they are not given adequate orientation at the time of recruitment and their capacities are not developed in keeping with the job requirements.

16. For now there is no allowance or budget allocated at both male and female police stations, to provide for the detainees. The staff has to pay the expenses from their own pockets.

17. Due to the reluctance of females to work in the field and in some cases their inexperience, officials prefer to appoint male staff to various posts, while the females are assigned support duties.

18. There is an overall lack of infrastructure and facilities within the police department, which has also been evident in the visits to various women police stations, women police cells and women reporting centers.

19. It was also discussed during the meetings that women are not being inducted and assigned above than the required quota, as mostly males are preferred especially in field jobs. As there is no quota at senior level so very few women are promoted to senior ranks.

20. Some women police stations are not allowed operationally to register First Information Reports (FIRs).

21. The women complaint cells were established at civil line, Airport and Westridge Police stations in November last year to facilitate women victims of crimes, but the civil line SHO closed the complaint cell. SHO said “the issues related to women cannot be discussed in the presence of male staff so it is suggested that women police officers should be transferred to their police station”.

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Achievements
The accomplishments and achievements of women police, as conveyed during the field visits, visual interviews and meetings are listed as following:

1. Women police staffs have adopted a non-aggressive style of policing that consists of less physical force. This assists better at defusing and de-escalating potentially violent confrontations with citizens and female police are less likely to become involved in problems due to use of excessive force.
2. There is a certain level of acceptance now witnessed among the public, regarding the presence of women police.
3. Women police are now serving internationally, on United Nations assignments.
4. Women are present and taking active part in departments dealing with anti-terrorism.
5. There is a gradual increase witnessed over the years, as more women are adopting police as a profession.
6. In certain places, women police officers are managing multiple portfolios, such as in Gilgit-Baltistan, DSP Tahira Yasub has three portfolios.
7. DSP Saeeda Aslam is the first women police officer from Baluchistan. After 31 years of experience she feels that women should join the police force.

Challenges

Afiya Bibi got promoted as the Lady Constable because of her qualifications. She was eligible to do a lower course of six months in Badin. She shared her room with two lady constables who were involved in immoral activities and in small crimes like theft. She added that “it was the most difficult time in her life”.

After two months she was transferred to district Jamshoro, where she was the only lady police officer and all others were male. The trainer wanted to train all the male police officers except Afiya bibi, but she insisted that she wanted to be a part of the training. When she finally took part in the training all her male counterparts started making fun of her but she took it as a challenge.

After two and a half years she realized that the positions are being sold and the whole system is corrupt. According to her, “women police department is not strong enough and they have a laidback attitude”.

Now she has applied for the UN mission and has high hopes for her selection.
Recommendations for Action

Women are an essential part of Pakistan including the police. While police restructuring for citizen responsive policing has been a consistent demand of citizens, specific attention needs to be focused on women police for a gender sensitive response. Following are some recommendations collected across Pakistan from active women police personnel for more effective policing:

- **Performance**

  1. Women police officers should be authorized to register cases lodge First Information Reports (FIRs) especially at the women police stations and investigate cases.
  2. No woman police person should be assigned any domestic duty at the house of officers and any violation in this regard should be made a ground for dismissal from police service.
  3. Duty rosters should be maintained so that all women are accounted for.
  4. There should be a comprehensive, implementable mechanism for addressing the complaints of in-service women police.
  5. Until women police are integrated in mainstream policing with the aim for more gender responsive, democratic policing, to facilitate citizens especially women, there should be at least one women police station in each city.
  6. Promotion chances should be provided to women police according to their expertise, experience and education.
  7. Women police officers should be promoted on the basis of their performance and seniority and they should not wait for specific women positions to be vacant to get promoted.

- **Training**

  1. Women police should undergo the same physical and police training as their male colleagues for effective, integrated policing. This should include firearms and investigation trainings. Presently, different provinces have varying practices.
  2. Need to introduce proper and effective recruitment method, along with a proper stipend and appropriate training for women police officers.
  3. In-service training is problematic because women have to wait for more women to train with. This should be reviewed.
  4. Number of women training instructors should be increased in RTCs, PTSs and PTCs.
  5. Women police officers should be trained on how to deal with victims/survivors of violence as well as accused in a very sensitive and organized manner.

- **Facilities**

  1. Transport facilities should be provided to all police personnel for official assignments particularly the women police, given the local societal considerations and challenges.
  2. Number of women cells and lockups should be increased.
3. It is essential that the strength of both male and female police be increased so that better work hours are maintained along with a duty roster.
4. Have to establish proper offices for women police officers with adequate provision of bathroom facilities with day care facilities for children.
5. During postings and special out station duties both male and women police personnel should have adequate accommodation facilities.

- **Attitudes**

1. Harassment and discrimination are two major challenges that female police face. Public awareness programs should be launched for both public and male police. Already existing legislations related to harassment with their mandated mechanisms should be implemented within the police.
2. Women police through effective training also need to further enhance their ownership and understanding of their role as police.
3. Attitudes towards women policing and women police stations are from the grass roots to the police level defined condescendingly. This needs to be immediately and drastically changed if women policing is to be effective.
4. Male police have been reported to be uncomfortable serving under a female officer or even saluting one. Such attitudes need to be addressed in the police training schools.
5. Shoulder promotion system based on political or other considerations should be discouraged.

The above recommendations have been compiled to serve as a basis for action by the police and the government collected nationally on behalf of the citizens for effective, service orientated, gender inclusive and responsive policing.
Way Forward

As per the discussion and review of data collected in previous sections, it becomes evident that although, there has been a gradual increase in numbers of women adopting the profession, but the overall situation is still not considered satisfactory. The fact, also discussed in the previous sections that women police still constitute only 0.86% of the entire police force, whereas the proportion of women in the population is more than half. In addition the condition of the overall police department has also adversely affected the performance and image of women police. Male and female police in Pakistan have an equal share of their problems, while the women may have the additional burden of the male dominant culture and societal restrictions to cope with. A female police personnel hailing from Baluchistan said “There is no system for women in policing male police officers unjustifiably take their female colleagues for the purpose of raids without their consent. There are very few trained women in police and those that are present need grooming.” Another Woman police officer from Peshawar added “women police officers are not treated respectfully by their husbands because of late duty hours”.

The growing cases of violence against women and the conflict engulfing various parts of the country, requires an immediate attention towards developing a gender inclusive and citizen responsive police. Following are some of the recommendations, which have been formulated based on the discussion in previous sections. These areas are required to be focused if the contribution and participation of women within the department has to be increased and improved.

- **Departmental**
  The efforts and initiatives that can be implemented at the departmental level for making the police gender responsive are as following:
  
  1. The department should take measures to not only accommodate women on quota seats, but also encourage them to apply on merit.
  2. A proper hiring mechanism should be implemented, with an offer of a reasonable pay scale.

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### Case Study

According to head constable Afiya Bibi, it seems that the Women Police recruitment does not follow appropriate rules and procedures. She was hired by the police department after she had a brief conversation with the Superintendent of Karachi Police. Afiya Bibi had done her Maters in zoology and was in the process of becoming a teacher. It was her second attempt in this regard, and in the initial attempt she did not qualify due to unknown reasons. During the teacher's recruitment process she met a lady DSP, and after seeing her in uniform she was impressed and inquired her about the rules of getting in to the police department. The DSP took her straight to Karachi Police Station, where she met the superintendent of Karachi police. The Superintendent was overwhelmed by her qualifications. After a brief cross questioning session in English language, she was sent home. She received the selection letter after three weeks via mail.

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23 All names in the case studies have been changed to protect their identity.
3. Training procedure should be improved and females should be imparted trainings at regular intervals. This will not only assist in capacity building of female personnel, but will also achieve the requirement for promotion.

4. The already existing mechanisms against sexual harassment should be firmly implemented within the department.

5. Instead of only giving shoulder promotions to the women police personnel, currently a norm, they should also be assigned duties according to their ranks.

6. The concept of flexible duty hours and day care should be introduced, on the basis of best global practices.

7. Women personnel should be given the authority to register FIRs, investigate cases and hence to carry out every aspect of policing.

8. The senior officers should be directed to timely complete the ACRs of their subordinates.

- **Infrastructure**

The requirements for the infrastructure and facilities, not only for the women police personnel, but for the entire department are listed as following:

1. As the establishment of women police station requires more resources and time, women cells should be initiated at the existing police stations.

2. Separate lockups for women should be available and the required female staff should be present at the police stations.

3. Adequate provisions of facilities for females should be made available for females at the workplace.

4. Proper accommodation infrastructure should be provided for female personnel, posted at outstation areas.

5. The facility of transport should be readily available for official duty, while pick and drop facility for both male and female staff should be provided.

- **Attitudinal**

The transformation of attitudes and perceptions is one of the main aspects, if women are to be encouraged to join the police department. Following are the key aspects which need to be addressed:

1. The perception within the public, regarding the overall image of the police should be changed. This will not only promote women participation within police, but will also remove the mistrust between police and community.

2. The women police should be encouraged to actively participate in police, through intrinsic and extrinsic motivational techniques.

3. The male dominant culture within the police department, where males have issues serving alongside females or under a female superior, should be addressed at every level.

There is still a long way ahead for the women police in Pakistan, before they become fully integrated into the department. The most important role is to be played by the department itself, as it needs to have the will to initiate the measures which will assist females to come forward and perform. Not only gender based reforms but the overall police reforms are a demand in the present situation. The first step has to be taken by the department, while the government and civil society have to play their role in assisting them.
Visual Interview Questionnaire (Women Police)

1. What motivated you in the first place, to be a part of the police department?
2. Kindly share any of your personal and professional experiences, after joining the police department.
3. What specific duties are you performing and what is the level of training attained by you?
4. Is there any particular area/branch of policing you would like to perform in? If yes, why?
5. What are your basic needs as police women?
6. What has been some of the challenges faced by female police personnel in Pakistan?
7. Would you want other females from your family (daughters, sisters, etc.) to enlist in police?
8. In your opinion, what makes you stand out from the rest?
9. What has been the public's reaction to them?
10. What has been the reaction of the male colleagues towards you?
11. What has been the reaction of your parents, on your joining the police department?
12. Has there been any impact on the lives of your family due to your association with the police? If yes, please elaborate?
Annexure B

Visual Interview Questionnaire (Experts)

1. Under the current circumstances, is police a suitable profession for women?
2. What factors contribute to the lack of women in law enforcement?
3. What measures can be taken by the department and the government to encourage women to join the police?
4. Should there be a quota system or a merit system for women police?
5. Are women police sufficiently empowered?
6. What have been some challenges facing female police in Pakistan?
7. Do you think that women police is fully trained and equipped to perform their duties diligently?
8. How can the training of women police be further improved?
9. Should women specific police stations be established or should the females be assigned to existing police stations?
10. What are the hurdles in the evaluation (ACR) and promotion of female police?
11. Is there a discrimination against women within the police? If yes how can the department be made more gender responsive?
12. Are you satisfied with the contributions made by women police?
13. Has the presence of women within the police brought about any significant positive change?
List of Visual Interview Participants

The following visual interviews with the subject experts and women police personnel were held from November 2011 - March 2012. A total of 37 visual interviews have been conducted, the details of which are as following:

1. Deputy Inspector General Helena Iqbal Saeed (DG, Gender Crimes Cell, National Police Bureau Islamabad)
2. Assistant Sub-Inspector Sadaf B. David (SHO, Women Police Station, G-7 Islamabad)
3. Head Constable Nasreen Abbasi (Women Complaint Cell, I-9 Industrial Area, Islamabad)
4. Constable Shazia Parveen (Women Complaint Cell, Margalla Police Station, Islamabad)
5. Inspector Zahida Choudhary (SHO, Women Police Station, Kotwali Faisalabad)
6. Sub-Inspector Ishrat Rashid (Additional SHO, Women Police Station, Kotwali Faisalabad)
7. Assistant Sub-Inspector (on training) Farah Batool (Women Police Station, Kotwali Faisalabad)
8. Head Constable Samina (Estate Management CPO Office, Karachi)
9. Sub-Inspector Bushra Batool (SHO, Women Police Station Civil Lines, Rawalpindi)
10. Head Constable Naheed (Muharrar, Women Police Station Civil Lines, Rawalpindi)
11. Constable Naheed Shakir (Women Police Station Civil Lines, Rawalpindi)
12. Inspector Zaib Un Nisa (SHO, Women Police Station Civil Lines, Peshawar)
13. Sub-Inspector Saira Saalayh (Additional SHO, Women Police Station Civil Lines, Peshawar)
14. Sub-Inspector Isma Tara (Traffic License Branch, Peshawar)
15. Constable Sana (Women Police Station Civil Lines, Peshawar)
16. Constable Kalsoom (Women Police Station Civil Lines, Peshawar)
17. DSP Saeeda Aslam (Women Reporting Center, Quetta)
18. Assistant Sub-Inspector Sobia Khan (In charge, Women Reporting Center, Quetta)
19. Assistant Sub-Inspector Mariyam Changezi (Women Reporting Center, Quetta)
20. Deputy Superintendent Police Tahira Yasub (In charge, Women Police Stations Gilgit-Baltistan, Traffic and SDPO)
21. Sub-Inspector Bibi Mariyam (SHO, Women Police Station, Gilgit)
22. Assistant Sub-Inspector Dilshad Bano (Women Police Station, Gilgit)
23. Constable Eid Nama (Women Police Station Gakouch, Ghizer)
24. Constable Razia Begum (Women Police Station Gakouch, Ghizer)
25. Constable Nowshad (Women Police Station, Ghizer)
26. Constable Shabnam (Women Police Station, Hunza)
27. Sub-Inspector Gulab Pari (Additional SHO, Women Police Station, Hunza)
28. Assistant Sub-Inspector Zaitoon (Women Police Station, Hunza)
29. Assistant Sub-Inspector Hussan Bano (Women Police Station, Hunza)
30. Assistant Sub-Inspector Gul Nasreen (Women Police Station, Hunza)
31. Constable Saleema Intiaz (Women Police Station, Hunza)
32. Sub-Inspector Gulshan (SHO, Women Police Station, Skardu)
33. Head Constable Shaheena (Women Police Station, Skardu)
34. Head Constable Fatima Kareem (Women Police Station, Skardu)
35. Constable Fatima Begum (Women Police Station, Skardu)
36. Head Constable Shamim Akhtar (Women Police Station, Skardu)
37. Assistant Superintendent Police Maria Taimoor (Gilgit-Baltistan)
List of Meetings Held During Mapping

The following is the list of individuals, with whom meetings were held during the mapping phase from November 2011 – March 2012, in order to acquire a better understanding of the subject and the ground situation facing women police:

1. Mr. Syed Kamal Shah (Former Interior Secretary)
2. Dr. Waseem Kausar (Former Director General National Police Bureau)
3. Mr. Ahsan Mahboob (CCPO Quetta)
4. Mr. Sarmad Saeed Khan (AIG Training Punjab Police)
5. Mr. Ahmed Mukarram (DIG Headquarters Islamabad Police)
6. Ms. Helena Iqbal Saeed (Director Gender Crimes Cell)
7. Ms. Rehana Kausar (DSP Operations Punjab/In charge Control Room)
8. Ms. Aliya Sethi (Senior Gender Advisor, GIZ)
9. Ms. Khalida Saleemi (Executive Director, Struggle for Change)
10. Mr. Abbas Zafar Awan (Inspector/Instructor/Assistant to Chief Law Instructor)
11. Former Inspector General Police Afzal Shigri
The following is a table reflecting a comparative data collected by German Society for International Cooperation (GIZ) in 2011 and Women's Parliamentary Caucus (WPC) in 2009 – 2010:

<table>
<thead>
<tr>
<th>Sr No.</th>
<th>Police Organization</th>
<th>Total Police (GIZ) 2011</th>
<th>Women Police (GIZ)</th>
<th>%age (GIZ)</th>
<th>Women Police Stations (GIZ) 2011</th>
<th>Total Police (WPC) 2009</th>
<th>Total Police Stations (WPC) 2009</th>
<th>Women Police Stations (WPC) 2010</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Islamabad Police</td>
<td>11,500</td>
<td>157</td>
<td>1.36%</td>
<td>01</td>
<td>10,333</td>
<td>13</td>
<td>01</td>
</tr>
<tr>
<td>2</td>
<td>Motorway Police</td>
<td>4,485</td>
<td>81</td>
<td>1.80%</td>
<td>--------</td>
<td>---------</td>
<td>---------</td>
<td>--------</td>
</tr>
<tr>
<td>3</td>
<td>Punjab Police</td>
<td>177,492</td>
<td>1,827</td>
<td>1.02%</td>
<td>03</td>
<td>17,0031</td>
<td>637</td>
<td>02</td>
</tr>
<tr>
<td>4</td>
<td>Sindh Police</td>
<td>107,779</td>
<td>884</td>
<td>0.82%</td>
<td>05</td>
<td>7,0133</td>
<td>440</td>
<td>03</td>
</tr>
<tr>
<td>5</td>
<td>Balochistin Police</td>
<td>35,162</td>
<td>101</td>
<td>0.28%</td>
<td>--------</td>
<td>32,119</td>
<td>84</td>
<td>01</td>
</tr>
<tr>
<td>6</td>
<td>Khyber Pakhtunkhua Police</td>
<td>73,010</td>
<td>458</td>
<td>0.62%</td>
<td>02</td>
<td>52,650</td>
<td>218</td>
<td>02</td>
</tr>
<tr>
<td>7</td>
<td>Gilgit-Baltistan Police</td>
<td>4,908</td>
<td>75</td>
<td>1.52%</td>
<td>07</td>
<td>--------</td>
<td>--------</td>
<td>--------</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
<td><strong>429,358</strong></td>
<td><strong>3,766</strong></td>
<td><strong>0.87%</strong></td>
<td><strong>18</strong></td>
<td><strong>325,000</strong></td>
<td><strong>1,392</strong></td>
<td><strong>09</strong></td>
</tr>
</tbody>
</table>
Date: 07-02-2012

To,

Mr. Shahzad Sultan,
Additional Inspector General,
Lahore.

Subject: Request for Information regarding women police and visits to women police stations

Dear Sir,

Individualand Pakistan (IL-Pakistan) is an Islamabad based non-profit development organization with a nationwide outreach. Its research interests include politics, governance, media, police reforms, public policy, Right to Information and decentralization to mention a few. Individualand’s activities revolve around publications, trainings, workshops and focus group discussions by stakeholders. IL-Pakistan has a demonstrated track of working with media, legislators, police and civil society organizations engaged in advocacy work.

IL-Pakistan has initiated a project on “Women Police as Change Agents and Gender Based Police Reforms”. The project focuses upon the contributions made by outstanding women police personnel, while also highlighting the issues and challenges faced by women police and advocating for gender based police reforms.

The organization seeks your kind cooperation, for the purpose of documenting the role of women police officers. We will be honored if your office will assist us in our work, by arranging:

- Data regarding number of women recruits and the list of women police officers on active duty.
- List of women police stations and women police cells.
- Visit of Women Police Stations and Women Police Cells, for our team members.
- It is also requested that permission may also be granted for visual interviews of female police staff.

House # 129, Street # 25, F-8/1, Islamabad | +92 51-2253437, 2253438

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We have already conducted such visits in Lahore Chang Training Centre, Peshawar, Islamabad, Quetta and Rawalpindi. IL-Pakistan will be highly obliged to provide any further information required by your office. Thank you for your time. The contribution on your part is highly critical and your early response will be appreciated.

Regards,

Gumina Bilal Ahmad
Director
Date: 22nd February, 2012

To,

Mr. Shukri Sultan,
Additional Inspector General,
Lahore.

Subject: Reminder for Request for information regarding women police

Dear Sir,

This is only a reminder for our request in the previous letter no. 01/WPO/07-02-2012 dated 7th February, 2012. The organization seeks your kind cooperation, for the purpose of documenting the role of women police officers, by sharing with us data regarding number of women recruits, the list of women police officers on active duty and list of women police stations and women police cells in Punjab Province.

IL-Pakistan has initiated a project on “Women Police as Change Agents and Gender Based Police Reforms”. The project focuses upon the contributions made by outstanding women police personnel, while also highlighting the issues and challenges faced by women police and advocating for gender based police reforms.

IL-Pakistan will be highly obliged to provide any further information required by your office. Thank you for your time. The contribution on your part is highly critical and your early response will be appreciated.

Regards,

Gulmina Bilal Ahmad
Director
Individualland creates choices! As an innovative research-based consultancy and advocacy group we open up space for the individual. Our focus is the role of the media and to generate a peaceful discourse in society. We are working to increase the number of responsible journalists, media-literacy among citizens and a greater acceptance for different ways to live.