

Criminal Justice & The Community

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Preface

With every change in Government, a wave of reforms, with special emphasis on law and order, envelops the new Administration. However, instead of subjecting the entire legal system to scrutiny, it is the Police Force that must bear the brunt of the condemnation. The euphoria soon fizzles out and in the process whatever has been left suffers from irreconcilable damage. Unless there is a change in socio-economic and educational factors this process will continue in the same manner for generations.

We have so far been unable to conceptualize policing as a profession or as a science that must be matured and developed. There must be an unbroken record of rectitude and endeavor to create, with the aid of expert leadership, a mature profession devoid of any political influence. It must be protected from political squabbles, service maneuverings and shifting leadership of mediocre caliber. All too often the political wheels turn, snuffing out the rare flashes of real and untainted ability. This is what we must be nurturing, because only with men of strong caliber and real ability using scientific and modern methods of detection will we be able to restore public confidence. Public cynicism and suspicion can only be warded off by inducting chosen and trained professionals with imagination, attracted to the job through a desire to do good and not by a desire to keep out of trouble. Constructive efforts of progressive administrations must not be wiped clean by a reactionary successor. Carefully laid plans of which installation and development bear the promise of good results cannot and should not be abandoned overnight.

We must also confess a failure in the elementary responsibility laid on all peoples to preserve order in our community. Surely in the new era of which we are entering, complete with its challenges to forms of Government and political faiths, the vision of all Pakistanis will not be corrupted, blinded or misled.

1. Imperatives of Democracy

Pakistanis are beset by fears that the country's politics have gone awry. The corruption – intellectual, moral and financial—is undermining the nation's political institutions as well as the administration. The politicians pamper the electorate with criminal indulgence and patronize those who break the law. The unfortunate fact is that such defiance of law by the lawmakers attracts little condemnation by the press or the people. They get away with it even at the time of reelection.

In our endeavor to transplant the politics of Westminster to Asian soil, and to preserve the trappings of Western democracy, we ignored the fact that we have yet to develop into a politically and economically stable society with a sound educational, cultural and traditional base. By crafting democracy without creating social coherence or economic self-reliance and ensuring justice and fair play, we are inviting a strong, centralized authority to preserve racial and religious harmony in our tribal and sectarian riddled society.

My servant, while shopping, lost his bicycle. I reported the matter to the local police. To my relief, the bicycle was recovered within the hour and I was asked to collect it from the police station. The next day, I visited the police station and before I could thank the Officer for his excellent performance, I was interrupted by an urgent phone call for the Officer from an eminent politician, representing us at the highest forum of the country. The Officer turned back with a long face apparently disturbed on whatever transpired. He was told to release the two criminals apprehended a little while earlier.

It was disgusting. How could the desperados be eliminated when god-father could rescue them without being questioned? They regard the law that makes an act offence, as something to be broken without any fear or shame and feel that such an act is not reprehensible. The deterrence of the individual offender from repeating his offence is no longer there when the penal measures are no longer effective.

The deterrence force of timely punishment operates not only by affecting the conscious thoughts of individuals tempted to commit crime, but also by building up in the community, over a period of time, a deep feeling of peculiar abhorrence for the crime. However, the willingness of people to profit, directly or indirectly, from patronizing criminals causes results in a breakdown that cannot be reversed, unless corrupt politicians and officers of law enforcement agencies are exposed and penalized.

The reaction to various forums of deviation must necessarily be consistent with a rational ordering of offences to their social consequences and weakening of the enforcement of laws. The traditional discrepancy between verbal support of an official morality and individual must be exposed. We must get rid of the hypocrites, since efficient administration of criminal justice depends on maximum compliance of laws with the widest support of the community and its leaders.

The government must go through a process of introspection in its ranks, weed out all the varmints and deny them access to the corridors of power; otherwise the credibility gap will widen and the people will have no more faith in the efficacy of the democratic process altogether.

2. A Permanent Police Commission

This is in context of the recent declaration by Prime Minister Nawaz Sharif to wipe out crime. It is submitted that crime is rampant in our county. More crime than ever is reported and registered yet far more case than ever are not solved. Far too many of our people have become distrustful of the government's ability, and even desire, to protect them.

They are suspicious of those they perceive to be responsible for crimes, policemen who fail to solve the crimes, magistrates who deal with the criminals leniently and the politicians who protect the criminals. They are bewildered and frustrated.

Crime is not a single phenomenon that can be examined, analyzed and a solution prescribed. Its causes are legion and its cures are speculative and controversial. The criminal justice system, which is antiquated and defective, cannot do much about it alone. The general conditions and attitudes that are associated with crime cannot be disentangled from law-enforcement and the administration of justice. Crime cannot be considered as a very narrow range of behaviour. An enormous variety of acts make up the problem. Therefore, no single formula, no single theory, no single generalization can explain or solve the vast range of behaviours called crime. It is spread over decades and ever-changing patterns dominate it and require a constant vigil and adjustment to deal with it effectively.

It is, therefore, necessary that a properly constituted and empowered federal commission on police affairs act as an effective vehicle to keep improving law-enforcement. Without removing control of the provincial governments, such a permanent commission could be of great assistance in establishing adequate personnel selection standards, strengthening training procedures, certifying qualified police officers for promotions and improving the management and operations of the local police through constant surveys. It would conduct or stimulate research, provide financial aid to participating units and carry out inspections to determine whether set standards are being adhered to.

A permanent police commission consisting of leading law-enforcement officers with a few non-partisan public luminaries of flawless backgrounds, in conjunction with other relevant agencies, must lay down minimum standards with sufficient imagination and flexibility to avoid the rigidity that now pervades the present set-up. Screening the personalities and attitudes of the employees and assessing their performance must be a mandate of the commission.

The commission must have a voice in promoting greater coordination of the law-enforcement agencies with the apparatus for administration of justice and with community groups and units of government.

Most important, the commission would have to initiate research that must continually test, challenge, and evaluate professional techniques and procedures in order to keep abreast of social and technical changes. Though the task will be difficult, it could help develop within the ranks of law-enforcement agencies the vision, the inventiveness and leadership that is necessary to meet the complex challenges facing the police at the provincial and federal levels.

3. The Necessary Change In The Criminal Justice System

1. The news that a Committee was created by the Prime Minister to set right the Police affairs was most welcomed. Ordinarily Cells prosper, but the one dealing with the police goes dormant soon. So a working group should have been exclusively entrusted to study, plan and implement the decisions reached at, without any obstacles placed in their way by the bureaucracy. Unfortunately, the pressure groups, financial stringency and instability in the country work against the change in the law and order setup.
2. The ingredients for change in the police organizations are increasing. Improvements in personnel standards and training are injecting new and higher quality personnel into the organization. Social demands for changes in police operations and relationships between the police and the public suggest a greater emphasis on human relations. Research in crime prevention, field operations and the investigative process suggests a break with the traditional classical approaches. The emerging impact of technology is bringing about a considerable realignment in structural relationship.
3. Succeeding elsewhere the police developed a broader rationale for concepts of the previous structure and provided additional rationale for the features of formal organization such as coordination, principle emphasis, unity of command and pursuit of a common purpose. The need for authority and leadership has been embodied in this concept, but coordination is realized by the unifying focus of doctrine, spirit and morale, Hierarchy with the sub-processes of leadership, delegation and functional vertical division of authority and definite assignment of duties to organization units.
4. **A concept of Specialization**
Police organizations must specialize in patrol, traffic, investigation, juvenile, records, forensic science, administration of personnel and trainee, planning and research.

The essence of the specialization is that all personnel especially trained in their own field, must work as a team, proper to perform all of the essential police functions as the situation demands. The implications are that the smaller unit needs highly qualified personnel since all of the task performed by a larger unit, could be performed by the smaller unit, even though infrequently.

5. The traditional classical approaches to organization have been subjected to considerable review and modification over the past century. A number of Police Commissions beginning in 1860 were set up by the government to reorganize the Police Department according to the modern concept of policing; because every one understands that policing has provided an anchor for the turbulent society in which we live. Development of a meaningful institution for policing to assure maintenance of order, internal security, and the observance of law for social, economic and political growth has been necessary. The best way to stimulate such improvements is to replace the existing system of law and order with a more dynamic invigorating system that prevails in progressive and democratic societies. Unfortunately the colonially evolved institutions have been an effective wheel to keep up the successive autocratic administration moving. The changing pattern in society and our aspirations for the future, demands a clean up of the mess that we are now bogged in and adopt a completely fresh approach to our problems, by introducing a system of administration which does not suffer from the pitfalls and drawbacks that were intentionally created in the past.
6. We have never come to grips with court administration. We should make bold plans to see that our courts are properly managed to do the job of public expects. We must do every thing that modern institution these days do in order to keep up with growth and changes in the times.

In the last decade, many people, both laymen and professional, have observed the problem of delays in court hearings and processes. Witnesses give up in frustration after numerous cancelled court appearances. Police officers are particularly troubled by the frustrations of being witnesses in criminal cases. Criminal appeals delayed, and thus prolonging the ultimate finality of conviction and sentences. Delays resulting from poor court management thus help to create condition of disrespect for law and legal institution, which in tern can increase the chances for violence in our society.

When courts are properly managed, the values of efficiency, economy and effectiveness are joined with the values of equality, due process, and justice for all. The joining of such values is what citizens seek from public institutions in a democratic society. For example, genuine thoughtfulness extended to witnesses may be a small thing, but it is important to obtain their corporation. Public institutions quite often lack that decent grace which makes a person feel positively about his government. Sophisticated court management with a feeling for all people connected with the court, for professional values, for constitutional and statutory standards can, in its own way be a positive factor in preventing loss of respect for law and for courts.

7. The real tasks of court management lies buried and sometimes unrecognized in the total job of the judge. The main part of the judge's job is to adjudicate to decide cases and to resolve controversies. Whereas in Pakistan, the Magistrates concentrate more on executive tasks rather than judicial. Most of the time they are busy arranging receptions, parties, and meetings for VIPs. In view of possible bifurcation between the judiciary, the bureaucracy is toying with the idea of creating Executive Magistrates. Let such jobs be handled by the local bodies and public representatives and the District Magistrate/Deputy Commissioner along with his crowd of judicial officers be relieved of such duties. The sooner we have an independent judicial system with no links to the executive the better. In this process, the job of District Magistrate becomes redundant. The Deputy Commissioner who was originally a Revenue Collector, should revert back to its basic job as Revenue collection. The only values that should be increased are speed and production, while maintaining lower costs and less waste.

The Police, as the executive wing of the Administration are exclusively responsible for maintenance of order, under their own professional chain of command, and should be answerable to the public through their representatives at District and Provincial levels. Their action in the field should be judged by the judiciary and brought under scrutiny without any pressures from the top hierarchy. The part played by Deputy Commissioner in the executive legal frame work could easily be passed on the Superintendent of Police i.e. issue of orders u/s 144 Criminal Procedure Code (Cr.P.C), Arms licences etc; which are generally handled by police officers in the rest of the world. Dissatisfaction with both internal and judicial processing of police misconduct complaints could be adjudicated on merits by Independent Civilian Review Boards. They could either dismiss such citizen complaints or recommend to departmental superiors disciplinary action against the miscreant officer. Such external review shall project an appearance of fairness unattainable by the current internal mechanism.

The police of our country are both criticized and misunderstood by large and diverse elements of the population. It is becoming increasingly clear, that these diverse elements make inconsistent and contradictory demands on the police. As a result of being thus criticized and misunderstood and being called upon to perform inconsistent and contradictory services in the front lines of our disturbed and often violent urban society, the policeman is becoming more confused not only about what his function is, but also about what he should be.

Besides lacking the financial, manpower and technological resources necessary to respond adequately to the many demands made of them; the police also lack a coherent sense of what direction their changing mission must take. Our police consequently are becoming more alienated from many factions of the pluralistic society of which it is their duty to protect. The police have thus begun to fight back not only as individuals with threats and counter violence, but have also become increasingly involved in the political manipulation through the present set up of District administration. The enormous proportion of VIP duties and mob control, leave little energy and time to control crime-their main responsibility. The chain of command has badly suffered in the recent past. Lack of field training and experience, has resulted in deterioration of the quality and integrity of officers. How can we bring up the policemen to play his role more effectively? The solution to this problem entails increased efforts to develop in the policeman the understanding this vital role demands.

Correct recruitment, specialized in-service training following the initial one, merits promotion, together with recognition of services, will boost the efficiency and morale, whereas strict supervision by professionally competent and devoted officers will turn them into a disciplined and vigorous body. The chain of command must be rehabilitated, so that they look up to professional leadership and no one else in the hierarchy. The pride of performance could revive the regimental spirit that could help to smooth the hostility they are usually faced with from some of the communities they serve.

Our hopes of producing the institutional excellence could only be materialized, if the present law and order set up is subjected to drastic change as envisaged in my recommendations. Unfortunately the persons who matter in our society and political setup, have little time to ponder over the causes and remedies for our fast deteriorating law and order situation. Lip service will not do. The time is changing fast and if we are serious to keep up the pace with it, concrete, bold and speedy measures have to be taken to tailor the system to its present and future requirements.

4. Police Commissionerate System

Policing is a phenomenon of man's passage from the state of nature to the civil state, which brought about substitution of justice in man's conduct. Society became

a necessity for the preservation of peace with the subsequent formation of Government and their institution essential for maintenance of order and the provision of service. Basically policing is concerned with acts against the safety of persons or property. Modern complex societies have codified the Acts which in a simple society were labelled wrong against a member, into laws and regulations. The administration of these rules and regulations with a bureaucratic organization of professionals, who were supposed to devote full time to the functions, came into existence as part of relatively complex system of Government.

Formalization of the Police as an Institution of modern nations first occurred in England with the passage in 1829 of the “Act for Improving the Police in and Near the Metropolis” more commonly referred to as the Peel Act. Passage of the Metropolitan Police Act had for the first time removed much of the responsibility for the control of criminal behaviour and crime control from the citizenry and from the judiciary and placed it in the hands of the Police as an institution. The nature of the Police and their role in society was firmly established. The United States, Canada and other progressive nations adopted the system, especially in urban areas. The United States present Commission on law-enforcement and administration of justice, made a strong plea for the legislature to adjudicate an explicit policy making Police responsible for the enforcement of laws not pre-empted by legislative or judicial action.

The Mooney and Relievry Model introduced the idea of principle to explain the organizational concept in the Police Force as follows:

1. The co-ordination principle emphasizes unity of command and pursuit of a command purpose. The need for authority and leadership is embodied in this concept; but co-ordination is realized as much by the unifying focus of doctrine, spirit and morale.
2. The Scalar principle has reference to hierarchy with the vertical sub processes of leadership, delegation and functional definition. It refers to the vertical division of authority and definite assignment of duties to organization units.
3. The Functional principle is a concept of specialization.

Unity of command emphasises here that someone should have sole and ultimate responsibility for an organizational unit. The channels of administration in the hierarchy structure are to be adhered to separate of the judiciary and the executive.

The evolution of policing on the subcontinent had its origin in the doctrine of necessity. The East India Company assigned one of their officers the duties to collect revenues in the state that sought protection from them. His task was hampered by

bandits and therefore the East India Company had to dispatch an Army contingent under command of a Captain to assist the Revenue Collector in maintenance of peace in the area. In due course the Revenue Collector, acting as representative of the East India Company, became a Crown representative when the administration was passed over to the British Government. The Army Captain and his contingent, which were primarily carrying out the role of Policemen, were so designated, and even now in the rural areas, the S.P. is called a "Police Kaptan (Police Captain)". However the East India Company initially, in its own wisdom, introduced the Metropolitan Police System in the presidency towns of Bombay, Madras and Calcutta.

The colonially evolved institution of Revenue Collector-cum-District Magistrate has been an effective wheel to keep the successive autocratic administrations moving. Under his direction and overall control, the Police had complete protection in handling anti-Government elements the way the Government in power desired.

Law and institutions must go hand-in-hand with the progress of the human mind. As new discoveries, new truth, and changes in circumstances occur, institutions must also advance and keep pace with the time. De-personalized and frustrated, the nation must look to its institutions, legal, political, social, educational and religious, to meet its changing needs. Our institutions increasingly are handled with impressions of their short-comings and perhaps inadequate appreciation of their virtues and therefore, their standard of performance faces ever-increasing criticism; so social order in Pakistan requires social, political and administrative institutions to re-generate themselves in response more effectively to the discontentment of groups within our society, who are currently pressing their claim upon the larger public. Obviously, social order in our country requires a modern system of criminal justice, which will effectively control increasing levels of deviant behaviour in a manner consistent with our ideas of fair and humane treatment. The best way to stimulate such improvements is to replace the existing colonial system of law and order, with a more dynamic, invigorated body of professionals, as is the case in progressive and democratic societies.

The Police Commissionerate System which is in vogue throughout the civilized world, would ensure:

1. Independence of Judiciary

Separation of the judiciary from the executive is the best guarantee for liberty and human rights. Not only is such a theory enshrined in the written constitutions of the USA, France and the un-written constitution of Great Britain, but also in Article 175(3) of our 1973 Constitution, clearly declaring that the judiciary shall be separated from the executive.

2. Police accountability to the judiciary

Whereas the existing colonial system has its hallmark in the fusion of executive and judicial powers in the person of the District Magistrate, which seriously compromises Police accountability, the vesting of these powers in separate persons and agencies will ensure far greater accountability of the Police to the judiciary. To further safeguard human rights in this recently proposed system, the Police must also be responsible to a Committee of elected representatives.

3. Ending duality of control

The basic flaw in the present system is duality of control in dealing with the public. Though at present the Police have powers at the functional level, its responsibility is defused because of the quality of control emanating from the ultimate decision making powers lying with the District Magistrate. The removal of the D.M's tutelage over the Police will act as a catalyst of change towards greater professionalism in policing a free society.

4. Apprehensions

Various quarters have expressed grave fears that the introduction of the Metropolitan Model would lead to the creation of a Police state and that major judicial powers would be transferred to the Commissioner of Police. This is altogether a perverse view of the envisaged change in the system, which, if adopted, would be a step in the reverse direction as it would dismantle the merger of executive and judicial powers, the combination of which forms the building material on which the Police states are built.

Regarding the apprehension that the judicial powers are being invested in Head of the Police Force, the fact is that regulatory powers are now vested in the District Magistrate in his capacity as an officer responsible for the maintenance of law and order and are proposed to be transferred to the Commissioner along-with the responsibility for law and order. These regulatory powers pertain to the issuing of Arms licences; regulating public processions; binding down of habitual offender under the provisions of the Habitual Offender Act; powers of entry and arrest under the prostitution and gambling ordinances.

This change will also help the Courts to attend to their real tasks, which lie buried, and some time unrecognized in the total job of judiciary at present. Their main task is to adjudicate and decide cases to resolve controversies whereas now they concentrate more on executive task rather than judiciary.

4. Change In Police Setup

Non-intervention in the affairs of defaulting bus drivers, motorcyclists and rickshaw drivers, with no exemption to motorists, naturally creates mistrust among the public. Non-registration of cases to keep the figures low, promotion rather than curbing of crime, using crude, outdate and often barbarous methods of investigation, coupled with corruption can in no way help create an understanding between the police and the common man. Cleverly contrived public utterances by government functionaries attributing the upsurge in crime to our social deprivation, weakening of traditional institutions and economic deterioration, are of little consolation to those who are affected. Strengthening police reserves, provision of transport, communications and more facilities in training strike an upbeat but is a self-deluding exercise if not supported by a meaningful contribution towards a change in the behaviour outlook and operational principles of the policeman.

The existing police structure and the criminal administration must go through basic changes so that they could meet the demand of the changing pattern in crime and social environment. Everyone agrees that the law and order agencies have been part of an old and primitive system, designed by the colonial rulers to suit their particular requirements. If everyone agrees to this, then who is hindering the progress towards achieving this goal? Working efficiency could only be assured if the selection, promotion and posting of junior officers is not tampered with by political expediencies.

In this age of specialization, the police must be divided into the following departments with specific assignment.

1. Detectives

- a. The ancient criterion of judging police work by comparison of figures of reported crime with those of previous years must be discarded. If there is a higher incidence, more qualified detectives should be provided to handle the investigation on a scientific basis.
- b. Well educated officers, properly groomed and equipped, marked for special merit in different categories of crime, with the task of handling limited cases, should only be assigned to the task. Such assignment should carry better allowances. They must be well versed in detection and public relations, with close liaison to Forensic Science Laboratories so that they could base evidence more on scientific and circumstantial evidence than on hearsay and extracted confessions. Detection should deviate from FIR story if it is based on pre-fabrication and concoction. The police and the court must discard the notion of the complainant naming the culprits in every, and even robbery cases.

2. Preventive Wing

Should be responsible for

- a. Patrolling streets, keeping an eye on bad character, illicit dens and maintenance of record;
- b. Eliminating social vices such as gambling, prostitution, smuggling and drug trafficking; and
- c. Registering and investigating cases of local and special laws.

3. Special Task Force

Should

- a. Deal with assemblies, processions, riots and sectarian troubles; and
- b. Provide guards and protection to VIPs so that the rest of the police force is not disturbed.

4. Traffic Police

Should

- a. Control the flow of traffic and enforce laws;
- b. Investigate road accidents and violation of traffic rules;
- c. Curb offences on the high ways through greater checking by mobile patrols; and
- d. Engage motor vehicles examiners to check the maintenance of vehicles, at regular intervals.

5. Courts and Prosecution

- a. We have never come to grips with court administration. We should make bold plans to see that our courts are properly managed. The institution must keep up with growth and changing times. The delay in disposal of cases not only frustrates the witnesses but is also directly the cause of increase in violence. When courts are properly managed the values of efficiency, economy and effectiveness are combined with the values of equality and justice, for the Public institutions quite often lack that decent grace which a person feels positively about his government. Sophisticated court management with a feeling for all people connected with courts, for professional values, for constitutional and statutory standards can, in its own way, be a positive factor in preventing loss of respect for law and for courts.

The real task of court management lies buried and sometimes unrecognised in the total job of the judge. The main part of the judge's job is to adjudicate, to decide cases and to resolve controversies, whereas in Pakistan magistrates concentrate more on executive tasks rather than on judicial ones. The sooner they are relieved of such duties and form part of an independent judiciary the better.

- b. The police must have a cadre of competent prosecutors who not only conduct cases in courts but are also able to guide investigators on the legal aspects of cases.
- c. The hopes of producing institutional excellence could materialize if the present law and order set-up is subject to drastic change as recommended above.

6. Training For The Police Service

Without in any way discounting the importance of the selection of personnel, the effects of the merit system, adequate salaries, and other items of personnel administration, it may fairly be stated that an efficient police training program is one of the principal means for increasing and maintaining a high degree of efficiency in law enforcement work. This desired efficiency will, in the aggregate, depend upon the skill, intelligence, and good judgment of each individual officer. Through adequate training, each individual will develop his practical ability and will learn to utilize technical information at its full value. He will be provided with opportunities for training, which will help him to exercise good judgment in dealing with practical problems and situations. As a result of this training, supplemented by efficient and intelligent supervision, he will learn to work cooperatively with others towards the common objectives of law enforcement, the preservation of peace and the maintenance of law and order.

In the past, police protection was confined primarily to the enforcement of law and order and the apprehension of criminals. These were accomplished, in the main, by a show of armed force combined with resourcefulness and skill of the police officers. Ability to do the job was acquired through years of practical experience. A man was given or required to purchase a uniform and other essential equipment, assigned to duty, and put to work with little or no training. Organized training and instruction were the exceptions rather than the rule.

As cities have grown and municipal and private activities have become more complex, crime has increased, and the need for police protection has been amplified. The development of the automobile, telephone, radio, teletype, and other means of communications have made it possible for police departments to make rapid

apprehension of criminals. Also, criminals find it quite within the realm of possibility to perpetrate a crime and be many miles away from the scene within a few hours.

Knowledge of the organization of law-enforcement agencies is absolutely necessary on the part of the modern day police officer. The modern police officer must be able to distinguish between civil and criminal cases. He must know how to collect and preserve evidence and how to present evidence in court. He must be able to effectively control himself during trying cross-examinations, understand the operations of the various courts including that of the sheriff Court, and must conduct himself in an unbiased manner. He must understand the function of the prosecutor in order that relationships with him may be based upon mutual understanding and respect. Further, he must be able to make correct reports, keep records for future reference, understand criminals and crime, and know how to make arrests under varying circumstances.

Knowledge of scientific crime detection and the ability to make use of it must be part of the law enforcement officer's training. A practical understanding of such subjects as fingerprinting, chemical analysis, firearms identification, photography, and physical analysis is increasingly being regarded as a necessary qualification for policemen. While experts may be employed to work at any one or more of these specialties, the police officer must have an appreciation to how they apply to his job, as well as possess a working knowledge of them. These higher standards of attainment for law enforcement officers have caused more careful consideration to be given to the selection of personnel as well as to the need for training in the police service.

The emphasis now being placed on crime prevention indicates the need for a new kind of police technique based upon an understanding of and an ability to utilize the best crime prevention methods that have been devised.

Police officers have a closer contact with the public than before because of the increase in petty violations such as those experienced in traffic misunderstanding. This calls for the exercise of judgment upon the part of law enforcement officials in handling difficult public relations situations and for self-control and understating of human nature.

There is a growing consciousness on the part of officials responsible for the operation and maintenance of law enforcement agencies of a need for organized training programs and facilities. Although it is true that many police departments have established training programs, it is being increasingly recognized that training facilities should be available to all police departments.

Essential Characteristics of an Efficient Training Program

Experience in the organization and operation of training programmes in a great variety of occupations furnishes justification for the statement that successful programmes are those, which accomplish the purposes for which they were set up. These successful programmes possess certain characteristics regardless of the specific occupations for which the training is given. In making efficiency surveys of existing programs, it is customary to consider anywhere from ten to twenty- five so-called efficiency factors, but for the purposes of this discussion it seems desirable to consider only what are generally recognized as the four principal characteristics of an efficient training program. They are as follows:

1. The group enrolled in the training program should be properly selected.
2. The instructor should be competent, not only from the standpoint of knowledge and skill regarding the occupation for which training is given but also from the standpoint of his ability to teach what he knows and can do.
3. The course of study should be based upon what is commonly referred to in vocational education as “functioning subject matter”.
4. The working conditions should be sufficiently favourable to make it possible to do a good job of training, provided the three requirements previously mentioned are satisfied.

These four fundamental requirements or conditions, which are realized to a considerable degree in every satisfactory program of vocational training, are believed to be of sufficient importance to justify some discussion of each of them.

1. A Selected Group

It is obvious that a program of vocational training for the police service should deal with groups of men who are: (1) already on the job as policemen or (2) who are definitely headed for active duty in the police service. For the greatest efficiency common sense would dictate that police officers who have had a certain amount of experience in the service should be handled together in a segregated group rather than in a mixed group made up of experienced and prospective officers. The difficulties that would be experienced by an instructor in attempting to handle any unit of training for the police service with a heterogeneous group would appear to be obvious. It seems unnecessary in this connection, therefore, to do more than call attention to the fact that the effectiveness of the training would be heavily discounted by attempting to handle in a single group men with widely varying backgrounds of experience for whom the

training objectives would be quite different. Too much emphasis cannot be attached, therefore, to the importance of dealing with selected instead of heterogeneous groups in training police officers. If the value of this principle is not clearly recognized and acted upon, the efficiency of the entire program will be reduced.

2. Qualified Instructors

It is a fallacy to assume that a person who has had little or no experience in an occupation can be worth very much as an instructor of a vocational training class for that occupation regardless of his other qualifications. Aside from the practical difficulties, which such an instructor would experience in attempting to teach his subject, it would be extremely difficult for him to command the respect of his student, who would recognize that he is trying to prepare them for the work in a field in which he himself was not proficient. Adequate experience in the police service is therefore an indispensable requirement for an instructor of police groups.

In addition to adequate experience in police work, it is essential that the instructor know enough about training methods and instructional techniques to be able to do a reasonably good job of teaching what he knows to men who know less than he does. This means that the instructor must fulfill two specific requirements: 1) he must be sufficiently experienced and sufficiently well informed regarding the practical work of the police service to have a foundation on which to work as instructor; and 2) he must be sufficiently trained as an instructor to be able to use efficient teaching methods and instructional procedures to accomplish the recognized objectives of a training program.

3. Favourable Working Conditions

Under the heading "Favourable Working Conditions" may be included the size of instructional groups; the time allotted for training; the facilities made available such as classrooms or conference rooms, blackboards, motion picture equipment; auxiliary instructional material; and other items for conducting an efficient training program. To illustrate the importance of some of these factors, it may be pointed out that a properly selected group with a thoroughly qualified instructor and functioning course of study would never amount to much unless suitable working conditions were provided.

There should be full recognition of the fact that a group of law enforcement officers should be handled as grown men and there should be a complete absence of petty classroom procedures, rules and regulations.

Where the work is in the nature of technical instruction class organization is found practicable in handling groups of twenty or twenty-five men. Where practical demonstrations and discussion are used to any extent, it is usually inadvisable to try to handle classes exceeding twenty-five in number, as individual participation on the part of members of the class is an essential feature of such work.

In the same way large groups of officers could be handled efficiently on the lecture basis where illustrated lectures possibly involving the use of motion pictures, are utilized for the purpose of giving the officers some small unit of technical information directly related to what they already know, and as a whole, representing only a small addition to their knowledge of police and law enforcement methods.

On the basis of the experience gained in conducting training programs for public service occupations it may be stated:

1. The principal need for training appears to be in the field of "in-service" training and "refresher" course for employed personnel.
2. Much of the training preferably carried on within the employing organization. This is true, especially where the organization is a large one, as for example, a police department in a large city.
3. Effective service can be made available to smaller communities through state programs of zone schools by means of short, intensive courses conducted at centrally located points, or by itinerant instructors.
4. Perhaps the greatest assistance that can be rendered to the police service by public vocational education is in the field of instructor training and the training of conference leaders. This is especially true in the cases of large organizations where the instructors and conference leaders, subsequent to receiving training in teaching methods, work within their own organizations.

6. The Policeman in the Community

Relations between the police and the public have recently become a focus of national concern. This has been reflected both in the mass media and in various departments of government. Popular reactions to certain well-publicized incidents involving the police have revealed a wide range of emotionally charged and often contradictory attitudes, coupled with ignorance of the role of the policeman and of the pressures that bear on him.

In this age of protest and mounting attacks against constituted authority, it is important that students and practitioners alike reflect on the present and formulate plans for the future. The need for a meaningful relationship between law

enforcement and the community has never been more apparent. It must, however, be based on mutual respect and understanding if we are to alleviate the conditions which have created a “crisis in our time”.

The subject of police-community relations takes on increasing importance as mankind evolves to new heights of scientific advancement. This same scientific advancement took the police officer from the beat and placed him in the radio car; the good and evil effects of this transition bear witness to the intensified concern that the police and public share regarding activities now designed to increase the personalization and acceptability of contact between them.

Historically, law enforcement has been one of the most critical and frustrating problem areas facing any society. It is that peculiar function of government, which regulates, controls and sometimes summarily disrupts the lives and activities of the people, especially those who violate the laws. Inherent in this complex and delicate responsibility rests the potential for meritorious or mediocre service, depending upon this officer - or upon his individual community relationship –rests much of the sum and substance of police-community rapport.

We may, however, provide a useful conceptual approach and say that police-community relations is an art; it is concerned with the ability of the police within a given jurisdiction to understand and deal appropriately with that community's problems; it involves the idea of community awareness of the role and difficulties faced by the police, and it involves the honest effort of both the police and the community to share in the common goal of understanding the problems of both, with conscientious effort for harmony and cooperation.

A central theme permeating this entire subject is the importance – rather, the absolute indispensability of the individual officer's daily commitment to the preservation of good police- community relations. He is the fundamental ingredient – the chief cornerstone – of any effective, on-going programme.

Police forces are apt to display some of the endemic sickness of formal organization; internal disputes over jurisdiction; abuse of rank; concentration upon reporting procedures to ensure that one is 'in the clear' instead of upon the job to be done, and so forth. However, there is a difference between the police department and many bureaucracies in the way in which most activities are originated. In an industrial concern, for example, the key man is usually the managing director. Responding to a change in market conditions, he may order that production of a certain line shall be stopped, or, approving suggestions put forward by the research and development division, he may have a new production line set up. The pattern of activity is in most cases started from the top, and where subordinate sections make representations they need approval from above. But most police activities are

originated by members of the public: motorists, drunks, lost children, people leaving their houses empty, football crowds, housebreakers. Information about these events reaches the organization through the men at the bottom. Every case is unique and any one of them might spell trouble for the whole organization if the policeman who is first on the scene makes an error of judgment.

Various ways are available-careful selection, training, supervision, retraining, authoritative directive-all of which are necessary factors and basic building blocks of good police-community relations. But is it not the human element that cements the whole framework together in a last fashion-enlightened self-interest? Is not enlightened self-interest the prime persuader and motivator of most human pursuits? An officer patrolling alone than those he is obligated to notice on this beat and he is completely self-dependent for his own safety and welfare.

In describing the moral element in the interaction between the policeman and a member of the public, it is relevant to observe that when an officer answers a call he usually meets the complainant and not the violator. Usually the complainant emphasizes the moral wrong that he or she has suffered and not the legal wrong, if any. The complainant may say that someone else has done wrong and, in explaining what it was and why it was wrong, he or she inevitably reaffirms what in the circumstances would be right or moral conduct. Consider a trivial but representative case.

Being members of the society themselves, policemen share the same values as the other members. If the society is corrupt the policemen will be to some degree corrupt. If the society sets stores by differences of social class, this will affect the police both as an occupational group in the class hierarchy and in their dealings with people of varying class. This means that the police will use their discretion in ways which diverge from the ideal of perfect justice but which conform to the pattern of social control. A police force of Martians who did not share the imperfect norms of the population and who obeyed an extra-terrestrial philosopher would scarcely be as effective in the long run as a human, if imperfect, police department.

It is not an easy task for the traditionalist in law enforcement to accept as fact that in addition to the enforcement of laws and ordinances of his particular jurisdiction he must recognize the urgency for community contracts which go far beyond the concept of traditional law enforcement. Police must do more than simply mouth the theory that police-community relations are important.

In law enforcement, indeed in any true of near profession, the belief system of the members becomes the key. A truly effective police agency of today and tomorrow must set aside the tradition of functioning solely as an automaton, merely arresting and citing law violators. The new approach demands the finest in individual person-to-person contacts, coupled with a vastly expanded acceptance of participation with the community, in a broad array of group enterprises.

The citizen should not be encouraged to regard the apprehension, trial, punishment, and treatment of offenders as something to be left to the police, the courts, the prison service and the probation officers. The incidence of crime is increasing and will become more and more serious in the immediate future. The public will have to be better informed about what is involved in this problem, for many new measures cannot be introduced without the support of an educated public opinion. Good public information will organize public support to back up the official action.

Years ago, the newspaper stood alone as the great source of information for the general public, regarding both the routine and major activities of law enforcement. Radio and television have done much to change this: they have the ability to present information on events as they are occurring. A police agency must recognise this, but it is also of extreme importance that all news media be notified of any incident of a news nature, which results in a press notification.

Since it becomes obvious from the outset that we cannot obviate the necessity for enforcing regulations dealing with those acts which are *mala prohibita*, two factors are of critical importance: (1) the highly personalized ability of each police officer to deal appropriately with each of his human to human contacts and (2) that far more must be done in the field of educating the general public as to both the role of law enforcement and public acceptance and positive support for the men and women whom they have assigned to act as their governmental conscience.

To be effective, we must place police officers throughout the spectrum of community functions, through both implementing and continuing a wider variety of many so-called “non-police function”. The important note on which to end the discussion is that we have avoided many areas of community contact to the detriment of the overall law enforcement function.

Every look, every word, every motion made by every man in the organization, every comment of the day, communicates impressions to the public – and as such is public relations activity, good or bad.

It is widely felt that there is far too much veneration for established procedures in some quarters and that far too much paper work is thrust upon the policeman. Unlike some organizations, the police cannot regard public relations as something separate from the way they do their everyday work. The internal efficiency of the police department in the long run affects public attitudes far more than press reporting or publicity campaigns. One critical factor in the operation of any organizations is morale. Techniques exist for discovering whether high morale in a police force is associated with a favourable attitude on the part of the public, and if so, which one most tends to influence the other. Techniques also exist for uncovering

whether detriments of police morale are the major factors in depressing morale material questions of pay and housing, organizational ones of discontent over selection for promotion and unnecessarily harsh discipline, or external ones depending on the attitudes of those members of the public with whom officers have to deal! I believe it would be of the greatest value to have reliable answers to such questions.

Efficiency of the police force cannot be improved in certain respects until reforms have been carried out in other institutions. The police have to spend far too much time locking up the same men, for the sentences administered by the courts often have little deterrent value. This problem will not be solved by the expensive procedure of locking offenders away for longer periods: it demands a more radical reappraisal.

The structural model presented in this chapter is predicated on the assumption that complete programming in the field of police-community relations is necessary in order to achieve the following essential law enforcement missions: (1) establishment of respect for the law enforcement officer and the law, and thereby reduce crime; (2) make public awareness and compliance with positive crime prevention a reality rather than a hope, and (3) create a law enforcement image which will facilitate the before-mentioned in a rapid and permanent manner.

7. Corruption in Public Service

1. Corruption of the Enforcement and Political System

Today's corruption is visible, more obvious and therefore less difficult to detect and assess than the corruption of the previous era. As the scope and variety of organized corrupt activities have expanded, its need to involve public officials at every level of administration has grown. And as Government regulations expand into more and more areas of private and business activity, the power to corrupt likewise affords the corrupter more control over matters affecting the everyday life of each citizen.

In different places and at different times, organized crime has corrupted officials, prosecutors, legislators, judges, regulatory agency officials, mayors, councilmen, and other public officials, whose legitimate exercise of duties would block organized crime and whose illegal exercise of duties helps it.

It is impossible to determine how extensive the corruption of public office by organized crimes has been. We do know that there must be vigilance against such corruption, and we know that there must be better ways for the public to communicate information about corruption to appropriate governmental personnel.

2. The Need for Ethical Conduct

Exacting ethical standards and a high degree of honesty are perhaps more essential for the government servant than for any other group in society. Because, the administration is entrusted with the enforcement of the fundamental rules that guide society's conduct, a government servant's violation of the law or his corrupt failure to enforce it, dishonors the Law and the authority he represents. Dishonesty within a Government agency can, almost overnight, destroy respect and trust that has been built up over a period of years by honest Government officials. Nothing undermines public confidence in the Department and the process of justice more than the illegal acts of officers.

The dishonest Government servant is, in many cases, strongly influenced by the corruption of others, politicians, businessmen, and private citizens. Although he is inherently no more resistant to temptation than anyone else, his position exposes him to extraordinary pressures. In many cases practices that are accepted in other fields and occupations such as tipping and doing favour – are particularly difficult to avoid in public life. Conflicting pressures are often placed upon the Government servant. For example, police are required to enforce drinking and gambling laws, though most of the community might prefer them not to. Public resistance to the enforcement of such laws greatly increases the temptation to accept favours, gratuities, or bribes, or simply to ignore violations.

Studies have shown that even in some of the departments where the integrity of top administrators is unquestioned, instances of illegal and unethical conduct are a continuing problem.

The violations in which officers are involved vary widely in character. The most common are improper political influence, acceptance of gratuities or bribes in exchange for non-enforcement of laws.

3. Political Corruption

But the police, as one of the largest and most strategic groups in local government, are also likely targets for political patronage, favouritism, and other kinds of influence that have pervaded local governments dominated by political machines.

Such assignment practices may be present in the lower ranks of individual precincts or bureaus, and, if detected, are often difficult to prove with the certainty needed to take action under cumbersome civil service regulations. Appeal to a local department, of course, may be fruitless, since they themselves may be involved in or condone such practices. The

general public often accepts this style of administration as simply “the way things are”, and the officer who tries to buck such a system is likely to be ostracized by his companions and lose any chance he may have had to advance his career. Political corruption in self-serving personnel practices, although rarely dramatic enough to make headlines, can in itself destroy the morale of the honest and conscientious officers, and deter able men from careers in law enforcement.

4. Non-Enforcement of the Law

In many cases there are strong community pressures against enforcement of such laws. In others neither the police nor the rest of the criminal justice system have the resources or ability to attempt full enforcement and in these cases a pattern of selective non-enforcement prevails. Some prosecutors and judges react to selective enforcement problems by dropping cases or imposing fines low enough to be accepted as part of the over-head of illegal business. This can create an environment in which dishonesty thrives.

While the wholesale corruption has yet to come, illegitimate non-enforcement remains a problem.

5. Background of the Problem

Since such conduct continues to be a concern for government officials, inquiry is required into the underlying factors that contribute to dishonesty and violation of ethics. A number of these are factors are apparent, including;

6. Political Domination

The problem of domination of the service by politicians has attracted the most intensive reform efforts from the services themselves.

Further civil service regulations in many jurisdictions have sometimes restricted the reform attempts of honest service executives. In many debts it is extremely difficult to remove officers who have engaged in serious act of misconduct. It is obvious that improper political interference contributes to corruption. Patronage appointments lower the quality of personnel and encourage all officers to cooperate with politicians even in improper circumstances. Although a man might withstand this temptation for himself, it may be impossible or even pointless for him to separate himself from the practices of his superiors or colleagues.

The personal ethical standards of supervisors and executives exert great influence in establishing an agency's attitude toward dishonest

subordinates' behaviour. If an officer suspects that others support or simply condone dishonesty, his own definition of what comprises proper conduct may shift to accord with his concept of departmental norms.

Supervisors may create an atmosphere that supports corruption if they place popularity among subordinates above their supervisory responsibilities. Such an official may be willing to excuse infractions of departmental rules. He may keep from the chief information that an officer accepted a number of small items from a local businessman or *zamindar* (farmer or land-owner). Departmental Heads who are suspected of improper action can exert an even more serious influence. At the very least, existence of dishonesty at the top levels of command may influence an officer to accept favours.

7. Public Participation

One major reason why dishonesty in civil services continues is that large sections of the public contribute to it or condone it. It is not merely the professional gambler offering a patrolman a few rupees, who promotes corruption, but the motorist, who thinks little of offering a traffic officer to avoid a *challan*, or the businessman who presses gifts and gratuities in return for indulgences or other favours. Even where such practices seem relatively harmless in and of themselves, they may easily establish an atmosphere wherein it becomes impossible to resist more serious bribery. More generally, it is unrealistic to expect a petty officer to maintain absolute integrity in a city where petty corruption and political favouritism is accepted by the public.

The widespread practice among other segments of the community of using positions of authority to elicit gifts or favour may similarly influence the executives who have often compared a businessman's accepting gifts from manufacturers and salesman with an officer's accepting gratuities from merchants in his jurisdiction. While such conduct by the officer is clearly unethical, the fact that the practices is accepted in the business world understandably leads some officers to question the harm of accepting small gratuities.

A considerable number of the most serious and persistent kinds of unethical conduct are connected with failure to enforce laws that are not in accord with community norms. Among these are laws concerning gambling, prostitution, liquor, and traffic. The failure of police administrators and other law enforcement officials and ultimately of legislators and the general public to frankly acknowledge the paradoxes

confronting enforcement officials has meant that only rarely have explicit policies and guides to enforcement in these areas been developed and enforced.

8. Recruitment, Training and Compensation

The inability to attract and retain men of higher character and the failure to screen applicants carefully enough contribute to the problem of dishonesty. A failure to confront in training the various ethical dilemmas that may be faced by a government servant can compound this situation. Recruits may get the idea that a department's command really does not care about ethics in borderline situation. Or they may simply never realize that some practices constitute ethical violations, especially if they have not been so informed, and if they see other officers engaging in such practices. Low salaries may also contribute to dishonesty, both by making it more difficult to recruit able men and by providing a convenient rationale for illegal enrichment.

9. Isolation

The climate of isolation between service and community that exists in some places, particularly in slum neighbourhoods, has a pervasive influence in supporting misconduct. In such neighbourhoods a policeman tends to see only the bad and to have contact with residents only when they have committed an offence. He may come to feel that he has no support or cooperation from the community. It is easy for the man who feels himself to be an outcast to react by disregarding standards of ethics and law.

This same isolation tends also to close off discussion of progressive ideas of law enforcement. Outside surveys and research that would analyse organizational structure, personnel and other important matters might also uncover dishonest practices. Therefore, corrupt officers, especially those who might hold supervisory positions, will seek to discourage such research. As a result, lax departments may continue with practices that have been discredited and replaced years before in other places by responsible officials.

Surveys and internal investigation units should increase their activity in this field. Local associations especially must be alert to the problem, recognizing the relationship between maintaining integrity and good conduct and improving the public image of the government servant. This can lead to more adequate pay and equipment, along with improved working conditions. Associations that come to the aid of dishonest officers render an obvious disservice, not only to themselves, but also to the entire profession.

10. Political Accountability

Political accountability of the public servants should be resolved solely at the executive level. The chief should be responsible to only one executive, and not to minor officials. These officials should bring their suggestions and questions about law enforcement and their problems to the attention of the political executive. If he considers the matter appropriate for action, it should be his responsibility to communicate it to the Head of the offices. General enforcement policies should be discussed among police, prosecutors and community groups. These should be approved by the political executive and given full publicity in the community, especially with those directly affected.

11. Articulation of Policy

Departments should establish policies that outline in detail, proper and improper practices. As discussed, such policies should be stressed in training, reviewed fully with all officers, and publicized in the community at large. The public should be expressly informed of its duties in helping prevent corruption. It should be stressed that prompt action will be taken against persons, who participate in violations. Departments should define as unethical the acceptance of gifts, gratuities and favours by officers, and should outline the common situations in which temptations to engage in dishonest conduct may arise. And such a rule must be enforced.

Assignments that represent particular opportunities for extortion or bribery should receive special attention in both written policy and spot-checking by an internal investigation unit. Particular attention should be given to department assignments that offer unusual opportunities for dishonesty. Vice or gambling squads are obvious examples. Some of the most routine assignments, such as traffic enforcement and inspection duty, may also contain leverage for extortion.

Departments should also establish policies and regulations governing situations in which officers may take advantage of their position of authority in off duty situations such as off duty employment which conflicts with departmental interests and the acceptance of price concessions from businessmen.

12. Internal Investigation Units

Internal investigation units should be established in all medium-size and large departments. These should serve in the dual role of general intelligence and investigation of specific reported cases of misconduct, without any compulsion or procedural limitation.

In small departments, the chief, or at least a ranking officer, should be responsible for a planned program to ensure integrity. These units should also give attention to causes and manifestations of misconduct, and they should suggest to the chief executive appropriate ways to prevent corruption. Such an internal investigation unit should operate separately from the law enforcement intelligence unit to gain the confidence and trust of officers and informants.

By broadening their responsibilities beyond investigating reported cases for prosecution, internal investigation units can keep the administrator aware of various activities within the department that are most vulnerable or have the potential of becoming vehicles of dishonesty. They may also detect unreported instances of unethical conduct.

The problem of misconduct should not be treated as a series of isolated incidents. As an example, one department may discover officers who accept money or goods from local merchants in exchange for non-enforcement of laws at the cost of customers or government. The investigation unit may be able to discover the identity of most of the officers responsible, prove the charge, and have them dismissed from the department and prosecuted.

To stop here, however, leaves unresolved the question of why these officers became involved, why others did not, and why some districts were especially prone to have dis-honest officers and others were not. Analysis of the information gathered by the investigation unit may provide a variety of answers. One may be that officers who have turned dishonest have pressing debts, or supervision is slack, or again, such officers may have remained in one assignment for periods greater than others.

Such information is of obvious value in preventing further dishonesty. There is at least some reason to suspect that these contributory factors eventually may bring about a re-appearance of dishonest practices.

13. Prosecution of Cases of Dishonesty

Officials have sometimes argued that instances of misconduct should be quietly resolved within the department itself. Evidence seems to indicate, however, that a department achieves greater respect from the community when dishonest officers are openly and vigorously prosecuted.

Similarly, private citizens and businessmen who offer bribes should also be prosecuted to discourage people who presently feel that only the most serious corruption is considered important enough to investigate or prosecute.

14. Personnel Selection & Training

Perhaps the most fundamental method of maintaining integrity in law enforcement is through careful selection of personnel and senior officers through the selection techniques available today, including comprehensive background investigations and reliable checks to determine aptitude and emotional stability. As pointed out, personnel testing experts recognize that it is far more difficult to predict latent dishonesty than to predict some other forms of deviant human behaviour. In-depth research is needed to devise adequate testing procedures that will provide the administration with more reliable screening techniques than exist now.

Officers must realise the importance of ethics in law enforcement. Training should fully delineate the pitfalls that an officer will face and explain how he can avoid them. They must be subjected to accountability at regular intervals.

It should clearly indicate the types of action to be taken by the officer under different circumstances, including for instance, how he should proceed when he witnesses or learns of dishonest acts on the part of another officer. Training should also cover departmental policies for proper decision-making and should emphasise proper conduct as a factor in maintaining good community relations.

Emphasis should especially be given to the responsibility and the obligation of all officers to rid the profession of the unethical, and to instill in the personnel a feeling of pride in his important work. They must set the standard of exemplary conduct.

8. Comprehensive Plan To Prevent Road Accidents

There is a tremendous increase of serious accidents on the roads. This phenomenon is not a new one and is not confined to Pakistan. With increase in vehicular traffic, inflation, economic activity, urbanization, deterioration of road conditions with little expansion, parking facilities, willful neglect of traffic rules, lack of medial check-up of drivers and absence of a conspicuous mobile police presence, the problem has turned into a multi-dimensioned one and therefore a consistent policy of identified traffic objectives has to be followed.

The emphasis must be on the change in attitude with a broader view of the field. The total loss attributable to road accidents, and the extent to which that loss may be reduced by various investments in the field must be assessed. The effort should be to identify the investment possibilities and some judgment of their effectiveness.

The importance of these considerations is evident since there has been a common conviction that the reduction of traffic accidents and alleviation of their consequences should attract an equitable share of resources of any country. Ignorance at the top of road traffic accidents, the lack of a safety lobby, major vested economic interests, the attitude to the public at large and the inadequacy of the structure of public sector organization to focus the problem, are just a few of the many reasons that are responsible for the lack of public interest in the field. Some of the broad conclusions drawn are as follows:-

1. The professionals involved should recognize that their obligations are wider than serving their particular profession and that there is a need for a better organization of professional lobby to
 - a. Frame a case for greater investment,
 - b. Demonstrate its efficient use,
 - c. Devise ways in which to create the vested commercial interest in accident reduction,
 - d. Energetically promote the professional view within the Government through professional institutions,
 - e. Lobby the Government to create a better organizational structure.
2. The international organizations to use their influence and their resources to support these efforts particularly through dissemination, demonstration and research. They should concentrate on a few topics of high importance.

I would like to explain the background and the significance of the last paragraph (2) of the conclusions. The basic issues of the problem were identified and we know the solution, but the main difficulty in implementation of the plan is lack of resources in the under-developed countries. Therefore, the recommendations of mine could only be useful if international organizations plan to control the road accidents. The World Bank, I understand is keen to consider such schemes favorably and has already provided funds for sixty projects, which cater for not only widening of the roads but also improving the enforcement and education aspects of the Highway Safety Campaign in underdeveloped countries.

I make the following recommendations for the consideration of the government:-

1. Framework

- As in many other matters, each country is unique in the nature and extent of its traffic accident problem. Although countries can learn

from each other, this does not remove the need for each country to examine its problems comprehensively. This Government has to provide a framework to assist in such an analysis of national priorities, determine the demand for resources and judge that demand against the likely benefits of implementation.

- We should review our organization framework for dealing with road safety to see if it inhibits and then modify it to promote:
 - a. The implementation of countermeasures,
 - b. The monitoring of applied measures,
 - c. The efficient collection of relevant information,
 - d. The understanding of that information,
 - e. The use of that information in identifying the most effective countermeasures.
- Professionals in the field should cooperate and collaborate, acting through institutions, to frame the case for greater investment in road safety, to campaign for the review of the above and assist in formulating national road safety plans and policies.
- Such plans should be publicly discussed and understood, and their demands on trained manpower and other scarce resources determined. Policy decisions can then be taken at the appropriate levels to decide, amongst other things how far the resources can be met nationally and how far the demand should be met to form aid and technical cooperation.
- Applied research should be undertaken, concentrating on those issues which a national analysis of the situation has shown to be the major areas for action. Full use should be made of research findings which can be accepted and used with reasonable confidence from the developed countries.
- International organizations should use their influence and resources to support these efforts, concentrating on those issues (given below), which have emerged as the greatest common concern, such as harmonizing methods of data collection and measurement.
- The United National Organization should raise the level of awareness of the problem globally and act as a focus for national problems and activities. The multi-national and multi-dimensional problems should be reflected with some ideas and suggestions from the various sectors, and should be distilled into a clear set of policy guidelines for internal use and possible application in our country.

2. Information

- The data collection system should recognize the leading role played by the police in accident reporting, and the training of individual police officers in these tasks should be a top priority.
- Linkages should be established between all sources of relevant data, but primarily between the police and the department concerned.
- More information on the economic impact of road accidents should be acquired and used in the assessment of major transport investments particularly in highway infrastructure.
- The public sector organization structure for the formulation of policy, its execution and its feedback should be clearly defined both in respect of responsibilities for action and in obligation for cooperation.
- Detailed requirements should be set out for the working of the structure, the required mechanisms for cooperation detailed and responsibilities assigned to individuals.
- As few authorities as possible should have to share the responsibility. Furthermore safety should be the prime concern of “one lead organization. A National Road Safety Council” with executive powers and matching resources should be established; their duties should include the setting up and running of data networks and the conduct of appropriate measures to eliminate traffic accidents.
- Those employed in the authorities should be trained and educated to the task with commensurate screening in selection, salary and status to ensure their dedication and incorruptibility.
- Emergency services should be built into the local organizational and infrastructural fabric.

3. Implementation

- Legal systems are codified sets of rules which should state what is, and what is not, acceptable behaviour.
- An inherited legal system should review our safety legislation to see if it is still appropriate for our existing social and cultural conditions.
- Traffic Courts are desirable to ensure that appropriate punishment speedily follows the safety violation.
- The law should rely largely on consensus. It must therefore be understandable, acceptable and deterrent.

- The Council should collect and spread information from developed and developing countries and organize regional meetings for the purpose of dissemination.
 - a. Highway safety units must be created, so that mobile offences could be checked.
 - b. A trial to test the effectiveness of legislation and enforcement should be held and the results reviewed.
- The 1968 Geneva Convention on international driving licenses should be strictly implemented.
- More resources should be devoted to identifying and excluding those who have drinking and drug problems and those who have unsafe records, particularly in vulnerable groups.
- More information on the effects of drug use needs to be collected for the knowledge of those who are engaged in combating their effects on road accidents and particularly to help deter long distance commercial drivers among whom drug abuse is thought to be a significant problem. In particular, control of drug abuse is required, advice to doctors on the effects of prescribable drugs on driving should be given and control of those drugs sold over the counter is necessary.
- Authorities should research for means of utilizing economic and cultural drives in improving road safety, including “incentives”.
- The extent of corruption and its effect on road safety is unknown and some limited study should be undertaken to establish its importance.
- A demonstration should be launched to show transport and haulage companies that screening and training their drivers would yield a positive commercial return.
- High priority should be given to improving the framework for educating and training all road users in safe behaviour.
- Great importance should be given to the safety education of the young. Behaviour patterns developed in childhood prove very tenacious but education should continue throughout the pre-school and normal educational period and adult training should be seen as a continuation of this need.
- Efforts should be made to devise tests to predict individuals' driving performance for use in selecting training programmes.

- Care should be taken in transferring foreign training methods from other countries to Pakistan and in modifying such training and educational programmes. Changes will be needed to allow for differences in cultural background, familiarity of training with the traffic environment, the different stimuli in the new environment, the degree and development of our educational system and the local behaviour of pedestrians and animals.

4. The Environment

- It is important that highway engineers design safe roads that give the driver a consistent experience.
- There should be a consistent provision for safe overtaking.
- Highway standards should not be imported into developing countries in ignorance of the likely effects on road safety.
- The principle of consistence should apply to intersections to highway contours, to signs and signalization, to the provision of services and to the control of maintenance works.
- There should be harmonization of the principles of design and the production of a common highway code between the provinces would be desirable.
- Segregation of certain classes of road users should be built into the road system and particularly there should be a segregation of end vehicle and the pedestrian. Ribbon development and the encroachment of pedestrians' activity into the highway should be firmly controlled.
- Adequate maintenance resources and regimes are ceded to ensure that drivers' expectations are met. These benefits will add to those to be obtained from reduced travel cost.
- Investment in the short-term environment counter measures should pay the greatest dividends in effecting the behaviour of the drivers.

5. The Vehicle

- The national effect of the way owners maintain their vehicles should be assessed so as to determine control measures that would economically reduce the national burden of accidents.
- Simple protective countermeasures, which have been demonstrated elsewhere as yielding high safety benefits should be encouraged such as, safety belts, helmets conspicuous clothing and dimmer headlights.

- We should have an influence in their design so that imported vehicles are better adapted to the local environment. The international code on design should be produced and the protection of the pedestrian should be an important part of it.
- The use of seat belts for all occupants of car, light trucks and similar vehicles, should be mandatory.
- In many developing and developed countries, there is an economic case for multipurpose vehicles, acting as police cars, ambulances and general transport.

10. Narcotic Control

There was bad news today from Gadoon, an area where the poppy has been in cultivation for generations, and where before the Khyber Agency came into the limelight, Ghandaf, the main town in the area, was the centre for the illicit trade in opium. That is why to abolish the cultivation and eliminate the illicit trade in opium the first consideration of any enlightened administration should have been to tackle the problem in a manner which could have been conducive to its ramification. The rugged terrain, the mass illiteracy, the economically depressed multitude and the political background should have been taken into consideration before taking any abrupt action. Use of force to eliminate the illicit cultivation of the poppy without provision of alternative means of livelihood was asking for trouble. Of course, the present Government has inherited the problem.

In 1972 Washington, disturbed over the poppy cultivation in Pakistan, threatened to block the aid to Pakistan unless the Government here placed a total unilateral ban on cultivation. I was assigned the task to look into the problem, establish an organization, and take measures, to eradicate the evil. From my study, I reached the conclusion, that it was not simply an enforcement task, but was more a human and economic problem with multidimensional implications. Therefore the Pakistan Narcotic Control Board was constituted with the following directorates.

1. Intelligence and Enforcement

- a. The Directorate must collect correct data on
 - i. Cultivation, financial support and the ultimate disposal of narcotics.
 - ii. The illegal import of synthetic psychotropic substances and its disposal inside the country.
- b. Revision of laws and its application through;
 - I. Specially raised mobile squads.

- ii. Enforcement agencies already operating.
- c. Building the record for ready reference.

2. Development

Tasked to survey the poppy cultivating areas and plan an integrated development programme.

3. Treatment and Rehabilitation

To identify the addiction problem, establish treatment and rehabilitation centres at every District headquarters to abolish the present system of opium distribution through government contractors who were also indulging in the illicit opium trade. This move entailed loss of revenue to the government, especially that of the Punjab.

In the 1973 Economic and Social Council meeting at the U. N. in New York, setting aside the conventional approach of tendering apologies, I ventured to explain the many aspects of the problem and the way in which we intend to tackle them. U.N authorities readily grasped the idea and agreed to grant us 3 million dollars for a project of an integrated development that would change the economic pattern and help small farmers in switching from poppy cultivation to something that would compensate for the income they derived from it.

Unfortunately the response at the State Department in Washington was initially adverse. Concerned with their own addiction problem, the prospect of development aid instead of destruction of crops and strict enforcement of laws against cultivation was considered blackmail. Later they agreed only to provide wireless, and vehicles to our field-investigating units. I kept on selling the idea and I am glad that the U. S has now funded a project in Gadoon area, but it took them ten years to realise that those who grow poppies in their small holdings with no irrigation or other facilities, have to be provided with other means of livelihood, i.e. an orchard, cattle, small industries and building small dams, tube wells and irrigational channels. The time lost has resulted in acquisition of a more sophisticated and deadly form of narcotics, Heroin.

We are faced with an ever-growing menace that is corrupting the very fabric of society. We have reached the stage when the Army has to mount an operation to combat those who defy the government in its efforts to knock out the trade. As previously stated, this is a multidimensional problem, unless we have the will, resources and co-operation of all those concerned, to act aggressively in tackling all its aspects simultaneously the situation will deteriorate. The progress of development projects is disappointing. The enforcement is

perfunctory; hauling up illicit narcotics without catching the culprits leads us nowhere. There is no follow up action to round up the main operators and officials involved. Unless we go for them and pull them out from the roots, the good name of Pakistan will suffer. District clinics and rehabilitation centres for addicts; have yet to be established. This is not a good practice. We must reassess our achievements, handicaps and failings and avoid boosted up figures by propped up organizations. Sincerity of purpose unhindered by pressures, with a pragmatic approach could clear up the whole mess. Temptations have to be curbed and made distasteful.

The major actor of supply and demand in this problem cannot be ignored. When there will be no demand, there shall be no supply. The production would cease in and of itself; otherwise, the smugglers will always find loopholes in the preventive measures and will make use of them.

India is producing hundreds of tons of opium, which is supposed to be exported officially. Very little attention is focused on the illicit trade at that end. Even if someone is caught smuggling narcotics in Bombay, Pakistan is blamed for its connections. I remember the day when representatives of Belgium, France and Holland implored the U.N Commission on drug abuse, to get them opium for pharmaceutical purposes, as there was a dearth of it in the licit markets. The U.S Chief delegate requested India to produce more and export it to them. My submission to the august body, that Pakistan which was making efforts to reduce the production, was in a position to supply the opium on government to government basis, thus getting rid of the illicit trade for the period till our development plans materialized, irritated him. The development projects initiated by the U.N and offers of help by other countries in this sector was not at all to their liking. At home the beauracatic response has been poor, counterproductive and unproductive. Their colonial approach to the problem has resulted in exhausting the funds on administrative set up and programmes to build road, schools and dispensaries. Such development does not provide alternative sources of employment to the cultivators. What is badly needed is reorientation of the objectives that make sense.

The crux of the problem is to understand the issue and its ramifications. The poor cultivator is a small player in the game. He should be treated more humanly. He has to be rehabilitated, in a new environment where he could grow orchard, or own a good breed of cows, sheep and poultry. Forestation, small industry, and local productivity of natural resources has to be enhanced to create more employment opportunities. Adult education and social uplift programmes based on self-help must be introduced. With so much money being pumped in, the very face of the social and economic structure could be

altered if the funds are no longer spent on foreign experts, advisors and administrators. Let the locals have a say in the planning and implementation of the projects, which will assure them of their future wellbeing. Let them give the administration a hand in the enforcement of laws. The incorrigible, the notorious and the hard-core dealers in the illicit trade must be hauled up and their assets confiscated. Let us rehabilitate the good name of Pakistan abroad by eliminating the root causes of evil.

11. Drugs Policy Reconsidered

The execution of a Cuban general and thousands of Iranians and Malaysians and the branding of top executives in Pakistan as associates will not have made a dent in the drugs trade, unless reciprocal action is taken by the U.S, where, according to headlines, it has seized a record amount of drugs in recent months. Obviously the drug business is responding to market forces. Twenty million Americans smoke marijuana, six million use cocaine and more than half a million are addicted to heroin. As one American official believes, "any Industry with 25 millions American consumers could support an enormous empire". The enormous profit potential has naturally been attracting a flock of competitors. The development of thriving export marijuana in Thailand; the domination of heroin business by Warlords in the Golden triangle; an ever increasing export of opium from India; the alarming record of catches in Pakistan; Latin-American cartels throughout Mexico, becoming the largest supplier of drugs in the world; and shadowy, canny and vicious billionaires in Panama has made the drug trade both the fastest growing industry in the world, and unquestionably the most profitable. The pattern of the corruption infused by drug barons in the administrative services and as in elected representatives, is universal. It has all the attributes of a sophisticated commodity business, managed by a loose alliance of criminal families.

The war on the drugs seems to be getting nowhere despite recent tough rhetoric. The U.S administration's most recent policy "Zero tolerance" has mainly focused on the elimination of poppy and cocoa production, whereas street sellers in the U.S. go free and the punishment of the offenders is widely inconsistent. A judge in Manhattan put on probation a woman convicted for selling 174 vials of crack. The railroad union even resisted the understandable call for mandatory drug testing. Obviously Americans have no stomach for enforcing the law anywhere near its maximum, though they feel elated when traffickers are hung in Tehran and Malaysia. The Americans have yet to develop a policy in line with their concept of liberties. As long as the street peddlers move free in New York, the international cartels will keep on producing and shipping the drugs to the U.S.

In sheer desperation high-placed Americans are advocating the legalisation of drugs. They believe that multinational companies taking over business from the criminals will make the product and its effects safer. The idea though simple, is tantalizing, as it addresses only the aspect of prevailing criminality without thinking as how people could be persuaded not to use it. What the U.S. needs is a radical rethinking of its stance towards drugs, as what they are doing now, is not working. Legalizing drugs is based on a widespread perception that governments throughout the world have thrown all their resources into the struggle and have failed. Looking back, the enormity of the problem has multiplied with the years, instead of diminishing. Total success is unattainable but policy makers overlook intermediate measures. The Drug Enforcement Agency (DEA) spends lots of time and money chasing foreign suppliers instead of knocking out local suppliers. The community must be cleaned from drug pushers and that can only be done when people know where to get it in the legal marketplace. The Dutch experiment, shows that with such an open policy, consumption has fallen.

Today, nations that have never had a drugs problem, have acquired one through planned impregnation, so that they have now become willing participants in the drive against the producers and the dealers. With such promising international co-operation available, the U.S. at home needs a unified, co-ordinated policy compromise, deglamourising drugs and verifying those that are deadly, thus breaking the spiral of criminality without opening the gates of chemical inventions to those who not be able to resist. (M.Y. Orakzai)

12. Decentralization

IT IS a universally established fact that a centralized system of government cannot successively formulate administrative policies and administer all the public affairs of a country. The task of governing is so complex that the need for decentralization is imperative. Moreover, the advantages of local participation in matters of local concern are so numerous that the division and decentralization of responsibilities are inevitable. A Central Government has to remain contented with general problems, leaving the local units most of their time-honored functions. The spirit of federalism could only be maintained if the rights and powers of local governments are sincerely respected.

The tasks of modern government are so varied that it is impossible to have them performed from one single power base. Unfortunately, the scheming bureaucrats, bent upon consolidating their own tentacles around the innocent and unsuspecting citizens, take advantage of the situation.

Even after forty-three (43) years of our existence, we have yet to change the format of our administration and turn the large unwieldy provincial administrative

units into smaller efficient ones, where democracy could be practiced at a grassroots level. The old concept that only through centralization could the local forces of reaction be kept in check, has created worsening regional strife in our country.

On-going deterioration in the administration can be halted only if the existing provincial administrative setup and commissionerates (Divisions) are abolished. Instead, in their place more provincial units should be created so that the public representative could exercise powers at a level easily accessible to the people. Local governments will then effectively deal with local problems.

With this end in view I venture to suggest the conversion of the present provincial administrative units into the following new provinces with adjustments as considered necessary:

1. Lahore, Gujranwala, Faisalabad Divisions.
2. Sargodha, Rawalpindi Division (less thesils (sub-divisions) of Attock, Hasan Abdal & Isa khel).
3. Hazara, Malakand, Kohat and D.I.Khan, Mardan and Peshawar Division less the Tribal Area, plus thesils of Attock, Hassan Abdal and Isa Khel.
4. All Political Agencies.
5. Bahawalpur, Dera Ghazi Khan and Multan Division.
6. Quetta Division (less Chagi District)/
7. Kalat and Makran Divisions (plus Chagi District)
8. Sukkur and Sibi Divisions
9. Hyderabad, Larkana plus Nawabshah/Khairpur Districts.
10. Karachi and adjoining thasils of Lasbela and Thatta Districts.

Proposal of Creating Smaller “Provincial Units”

Smaller Provincial Units is very interesting, and touched upon a very important issue. Being a very senior retired member of the Police Service of Pakistan, Mr. Orakzai has worked and lived in all part of the country including Karachi. He can be dispassionate and pragmatic. He is, therefore, in a position to have known the county, and its administrative problems thoroughly.

The need to divide the country into smaller administrative units has occurred to many thinking citizens of Pakistan, like him. The late Mr. Jamil Nishtar, a distinguished banker, and worthy son of a worthy father, had suggested division of the country into 12 administrative units or provinces. However the number is not important. The concept is. India has 10 provinces before independence. Now it has 25 provinces and six autonomous administrative units, even after the exclusion of East Pakistan and the area of West Pakistan. Many other neighbouring and friendly countries like Afghanistan, Iran, Turkey, and Saudi Arabia have smaller administrative units.

From an economic as well as an administrative point of view, it is desirable to have manageable sizes of administrative units whether they are known as provinces or any other nomenclature such as *Wilayat* as is the case in some Muslim countries, or *Prefectorates* as is the case in France. The smaller the span of control, the better the administration and greater are the chances of better, intensive, and balanced economic development.

In our country GDP and GNP have risen, and so has “statistical” income per capita. However, the benefits of economic development have not trickled down to the common man in the remote villages.

If there are small administrative units or provinces, a certain minimum economic development is likely to take place within a reasonable radius from the seat of government. Ideally no village or small place should be more than 100-125 kilometers from the seat of government. Deficiencies in economic distribution can be removed, and socio-economic benefits to the common man more assured.

In this manner we can be sure about better and more balanced economic development as well as a better quality of administration. Building of infrastructure, development of industries, banking facilities, spread of primary and higher education, and availability of better health facilities will develop within a radius of 100-125 kilometers from the seat of government. Similarly, a much more effective enforcement of law and order as well as control of crime will be feasible if there are smaller administrative units.

Additional expenditure due to creation of larger number of provinces or administrative units will be justified. Social and economic benefits accruing

therefrom will more than pay off. Moreover, after creation of a larger number of smaller administrative units, administrative set up at the federal levels should be cut to size, and the much demanded greater autonomy to provinces be granted.

Moreover, a psychological and moral benefit of smaller administrative units would be an elimination of emotional involvement and obsession with provinces and provincialism.

Furthermore, a historical anomaly in administrative structure of Pakistan can be eliminated, namely one province with a population larger than the total population of the remaining provinces. Prior to Dec 16, 1971, East Pakistan was in this position, and after that Punjab is in that position. There is an unnecessary bitterness between the provinces due to this anomalous situation. No one province will have to bear the blame for every difficulty or problem if provinces are smaller and more numerous. Thus, the anomaly in the administrative structure will be corrected if a reorganization of provinces into smaller units is effected.

It is hoped that newspaper readers as well as the policy makers will take notice of Mr. Orakzai's valuable suggestion.

Dr. Mohammad Uzair
Karachi

Devolution of Powers to Smaller Units

Suggestions under the above caption by Mr. M.Y. Orakzai of Peshawar, who knows this part of the country well having served here as IG police, are thought provoking.

In an atmosphere in which passions are charged and emotions are high, to raise any issue for objective discussion is a bold, if seemingly unwise attempt.

However, the problem of reconstitution of the provincial boundaries in Pakistan has been raised and discussed from time to time. Before non-party elections in 1985 I had written an article published in the national newspaper pointing out the need for a "National Compact" in the matter of examining the issue of creating smaller provinces dispassionately and objectively and at an intellectual level.

Earlier, I had discussed this matter with the leaders of public opinion in Punjab and Sindh and indeed late Mr. A.K. Brohi admired my article and had agreed with its contents. He had, however, warned me that it was perhaps too late as Sindhis, who could have earlier agreed with the proposition due to fear of hegemony by the Punjab in any federal set up, would take it as a sinister scheme for 'vivisection' of the Sindh. Accordingly, I did not raise the issue again.

The proposal as made by Mr. Orakzai should be considered simply as a plea for administrative devolution of powers to smaller units. Presently, powers are concentrated in Islamabad and the powers envisaged in the Constitution of 1973 for the provincial governments are not exercised, or are not allowed to be exercised, by the provincial governments. Provincial autonomy such as contemplated in the Constitution remains a dream.

With the present complexity of administration and the need for development planning at grassroots level, the division of the present provinces into smaller units is the obvious answer. It will contribute to better convenience and welfare, the imbalance in area and population between federating units will be removed, and the common man will be able to present grievances and seek redress nearer his home. The Federal Government will be left free to deal with its primary responsibilities of national security, defence, international trade, foreign affairs and similar responsibilities and the administrative machinery can be better managed. On this ground alone, there is a strong case for the kind of proposal made by Mr. Orakzai.

Whether we have ten units as proposed by Mr. Orakzai or the units as proposed by the Ansari Commission or the various other proposals based on the Commissioner's divisions or other factors such as an equal number of units for the future Senate based on the present provincial boundaries and other suggestions made by Mir Nabi Bakhsh Zehri, Mirza Jawad Beg, Mr. Rashid Ahmad Qidwai and others, are matters of detail.

What I fail to understand is why people with knowledge of international affairs do not draw lessons from the practices in other countries. Nigeria had to go through a civil war before it decided to create 19 provinces. Countries with much smaller areas than Pakistan and with much smaller populations have found it prudent to have a political and administrative structure based on a large number of sub-units/states/provinces and this is true both of developing and developed countries.

Among the developed countries we may cite examples of Canada with 10 provinces, tiny Denmark, with 17 provinces, France with 95 provinces, Switzerland with 26 provinces and so on. Among the developing countries, Algeria has 31 provinces, Argentina 22, Iran 23, Turkey 67 and so on (in the 1990s).

India which started with nine provinces at the time of partition has now more than 30 provinces. It is often ignored that the present provincial boundaries were drawn by the British government for its own administrative convenience. Till 1901 the Punjab and Frontier were one. Till 1935 Sindh was part of Bombay. Baluchistan took its present shape after the abolition of four princely states.

However, I am not oblivious to the fact that though Mr. Orakzai's proposal was made primarily on grounds of administrative reform there is grave danger for misunderstanding and accentuating present difficulties if there is no prior consensus of intellectuals and leaders of public opinion, both from urban and rural areas particularly in Sindh and Baluchistan to examine the matter.

After a public debate in the media and meetings and discussions in the legislature the government should think of appointing a commission comprising Supreme Court Judges and non-controversial leading personalities from all provinces who can bear to bring to this proposal for administrative reform dispassionate analysis, objective scrutiny, knowledge and wisdom for future stability and the glory of Pakistan.

S .S. Jafri, Karachi.

The Author Mr. M. Yousaf Orkzai is a graduate of Punjab University. Commissioned in the Army in 1944, selected F.P.S.C. to P.S.P.-1950 trained at P.T.C. SARDA and R.C.M.P. College Regina-Canada Assigned to Four Frontier Constabulary (FC) & Seven Police Districts and S.A.D.I. Quetta. As D.I.G.P. served in Seven Divisions, the last one being Karachi, where he was promoted to I.G.P. in 1970 and held charge of SIND, and later on of the NWFP. Established Pakistan Narcotics Control Board, Federal Investigation Agency, and planned Highways Safety Patrols on National Highways. Advised Zimbabwe Government, on Police Reorganisation. Awarded S.K. Q.P.M P.P.M., and promoted to grade 22 with status of a Federal Secretary in 1974. Retired after a year extension, in Dec 1983. Believer in Punjab cooperation in Eradication of Crime founded *Islahi* Committees in 1954. At present, heads the Pakistan environmental protection foundation, tribal welfare *Jirga* and a number of other community.

{This note was written on Mr. Orakzai's booklet on back page. Editor }