BASELINE STUDY
FOR PILOT DEMOCRATIC POLICING
ACROSS 8 DISTRICTS OF NORTHERN KABUL PROVINCE

BY

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Preface

The Baseline Study was undertaken as a part of the MOI-UNDP Pilot Democratic Policing, which is committed to building positive interface between the people and police in Afghanistan. The Pilot is being jointly implemented by the MOI and the UNDP. An implementation team is currently based at the MOI which is coordinating trainings, meetings workshops at the local level for the police and the community groups, monitoring activities being implemented by civil society. The team will also undertake periodic evaluation; facilitate mid-course correction and final review of the Pilot. Possibilities are being explored to collaborate with other bilateral agencies undertaking police reforms initiatives. The current Study will serve as a baseline for the measurement of demonstrable results, and a foundation on which to promote democratic policing in other areas of Afghanistan in future.

The Study was undertaken by the Afghanistan Civil Society Forum (ACSF), a civil society umbrella organization working to raise awareness and civic education throughout Afghanistan, with offices and partners nationwide.

The study was generously funded by the UNDP. Permission for all interviews with members of the ANP was sought and graciously granted by the MOI. The ACSF is grateful to the MOI for its cooperation.

INTRODUCTION

This Pilot constitutes one aspect of police reform being undertaken by the MOI and UNDP through democratic policing, where extensive police and community relations are built in cities, towns, and villages, with the aim of improving enforcement of the rule of law, coupled with an elaborate public awareness program of the rights and duties of the public to reinforce the MoI's role in building legitimacy. Capacity development and education of the police, public, media, policy makers, and civil society constitute vital components of the Pilot.

The aim of the reforms currently being considered in Democratic Policing is:

- To establish systems and mechanisms in place to improve public confidence in the police at the local level;
- To develop an informal yet acknowledged channel where individual and collective aspirations of community groups can be communicated to the local police and government through a democratic process;
- To develop understanding amongst the rank and file of the police towards the concerns of the community;
- To promote systems this will facilitate accountable, effective and responsive policing.

The Baseline Study documents the experience and expectations of the public from their local police; the public and police's understanding of basic concepts of democratic policing; the role of *shuras* and other traditional justice system mechanisms; as well as both the public and police's recommendations for improving police effectiveness and interface between police and the community on a regular basis.

The findings of the Study are based on a sample of 1200 members of the public and the police; 2 questionnaires and 8 focus group discussions undertaken across 8 districts covering the Northern districts of Kabul province, including one Kabul City district: 17th police district of Kabul City, Mirbachakoot, Kalakaan, Guldara, Deh Sabz, Qarabagh, Shakar Dara, and Istalif, between January 25 – 15 February 2010. Very little variation was found among districts.

This report attempts to incorporate the views of the duty bearers and the claim holders, in order to draw a holistic picture of the first rung of the criminal justice system. The results of the Baseline Study will support the gauging of the performance of the police as the various reform processes filter down to the local level including those activities that are being implemented under the Pilot Democratic Policing. This effort will also provide valuable information to policy makers, government and international stakeholders who are engaged in preparing national strategies for the police for the year 1389.

EXECUTIVE SUMMARY

This Baseline Study was undertaken for the Pilot Democratic Policing, being currently implemented by the MOI and UNDP. The Study documents existing experiences and expectations of the public from their local police; the public and police's understanding of basic concepts of democratic policing; the role of *shuras* and other traditional justice system mechanisms; as well as both the public and police's recommendations for improving police effectiveness and interface between the police and the community on a regular basis.

The findings of the Study are based on 1200 questionnaire responses by the public and police, and 8 focus group discussions, undertaken across 8 northern districts of Kabul province, including the. 17th police district of Kabul City, Mirbachakoot, Kalakaan, Guldara, Deh Sabz, Qarabagh, Shakar Dara, and Istalif. Very little variation was found among districts, so findings are not differentiated.

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Both structured questionnaires and focused group discussions were implemented to gather viewpoints. Views expressed outside the formal settings of interviews in focus group discussions revealed certain contradictions among both the public and police. To some extent this is a dilemma of all surveys, in particular in the context of sensitive topics such as security. This report attempts to incorporate all expressed views, in order to draw as full a picture as possible of police and public views.

Main findings of the Study

Democratic Policing
1. More than 70% of the public was unfamiliar with the term 'democratic policing', though many understood the meaning when it was explained to them. This aspect itself will help in analysing impact of the Pilot Democratic Policing after one year of its operational activities.

2. More than 80% of the public believes public –police cooperation is a positive measure, and more than half believe it is the duty of the public to cooperate with police. 61% believe that community involvement in policing increases security. However, in focus group discussions, participants said they believed democratic policing was possible only if there

is trust between the public and police. They also expressed concern that without mutual trust cooperation is undesirable, as there is always the possibility of backlash from the police, as the public can be seen as interfering with the work of the police.

3. The police, on the other hand, appear quite unaware of the possibility and benefits of cooperation with the general public. For the police, democratic policing appears to mean cooperation with and support from local leaders and influential people within the community, such as the malik and local elders, *not* the general public. When asked how they envisaged democratic policing to function, the majority of police respondents suggested regular meetings with local influential people. When asked who could help them perform their duties more effectively, they said their commanders, the government, and local influential people. The general public appears not to enter the equation of democratic policing or more effective policing.

   This runs contrary to the very concept of democratic policing, which relies on cooperation between all members of a community, especially the general public whose numbers and constant presence in their localities form the basis for effective public-police cooperation. In addition, the police appear to overwhelmingly look upwards and outwards for support, to their superiors and government authorities.

   This represents a major gap in the public and police's understanding and expectations of democratic policing. Recognition of this gap is of fundamental importance to any effort aimed at promoting democratic policing, as it is both telling of the current nature of police-public relations, and can represent a major obstacle in any effort to introduce democratic policing.

Corruption

4. Corruption among the police, both at the local level and among those to whom police report, remains the public's number one concern. Police corruption is defined by the public as the need to pay bribes in order for the police to pursue cases, as well as the general abuse of power by the police through collusion with local leaders or strongmen, as well as abuse of police facilities such as police vehicles. Local corruption is in turn seen as directly linked to corruption at the higher levels of the police, the justice system, and government.

Role of Police

5. More than two-thirds (81%) of the public think the police have adequate knowledge of the law and understand the public's needs. However, only half believe the police acts justly in its handling of crime and the public.

6. Just over half (51%) of the public believes the main duty of the police is to ensure security, and just under half believe it to be fighting crime and maintaining public order.

7. Both the public (68%) and police (30%) want more police presence at the village level; the public would also like police presence at night.

8. With only 10% of policewomen presence in most districts, 94% of the public also wants more policewomen.

Training
9. Both the public and the police think police need more training, especially in literacy and handling of the public, rather than in the law. Although both admit to needing to be better informed about the law, both see better educated police and better handling of the public as more important than knowledge of the law in improving police effectiveness.

Local shuras
10. Both the police and the public remain very reliant on traditional mechanisms for the resolution of local disputes and crimes. More than half of criminal cases are still resolved by local shuras or other traditional bodies, including cases of runaway girls, where only 20% of cases are handled by the police.

Police and Public Satisfaction
11. While nearly all the police (99%) reported being happy with their jobs and the police force, further probing suggested much lower satisfaction. The sources of police dissatisfaction expressed by respondents were corruption among their commanders and unfair appointments, which made the effective conduct of their jobs difficult.

12. Similarly, while 99% of the police said they thought the public was happy with the police, casual comments revealed clear awareness of public dissatisfaction. This is further supported by the public's dissatisfaction with many aspects of police work.

13. While 75% of the public reported being 'very happy' with the police, focus group discussions revealed this happiness to be based on comparison to law enforcement during the decades of war, where local militias (Mujahideen, Taliban and others) were both the lawmakers and law breakers.

   The public expressed a deep fear of the return of local militias if police are seen to be failing at their job. These qualifications by the public and the police are very revealing, and deserve serious consideration in the implementation of police reform, as well as in addressing relations between the public and police. They are also of consequence when judging the real level of police performance and public satisfaction.

Recommendations
1. Both the police and public require extensive training in democratic policing
2. Both the police and public prioritise police training in literacy and handling of the public
3. Both want more police presence locally, including more policewomen
4. Both the public and police prioritise corruption as a major obstacle to effective policing
5. The fear of the public about the return of local militias needs to be probed
6. Both agree to regular coordination, meetings between the community and police at local levels.

METHODOLOGY

The sample used in this study was a typical limited survey sample of 1200 people, 1040 members of the public, and 160 police personnel. The study was conducted in 8 districts, including the Northern districts of Kabul province – including 17th police district of Kabul City, Mirbachakoot, Kalakaan, Guldara, Deh Sabz, Qarabagh, Shakar Dara, Istalif - in 7 rural and 1 urban district, of proportionate populations.

Two questionnaires were used, one for the public and one for the police. Each questionnaire had approximately 30 questions. Pilot testing of the study tools were conducted before finalizing the questionnaires. Eight public focus group discussions were also held in four of the districts, 4 for women and 4 for men.

The breakdown of interviewees for both questionnaires revealed equal participation by men and women, as well as proportionate participation across ages, different education and employment categories.

Focus Group Discussions

As with most surveys, focus group discussions found the public more candid and forthcoming with its views than in the questionnaire interviews. In general, focus group discussions revealed the public to be less satisfied with the police than questionnaire replies. Wherever possible and relevant, these views have been incorporated into the report in an effort to arrive at a more accurate understanding of the issues covered in the survey. A few striking findings from the focus group discussions are worth highlighting here.

The most striking finding from the focus group discussions was the public's big fear of the return to law enforcement during Mujahideen and Taliban times, when local militias acting as the police were both law makers and law breakers. The current police force, in turn, is seen as part of a formal system of law enforcement and justice, capable of being held accountable, and though corrupt are not seen as criminals themselves. The combination of the fear of the return of militias, and hope in the accountability of the current police force, makes the public reluctant to condemn the police openly, even though it finds police not always effective and often corrupt.

Corruption, both at the local level and among high ranking police and justice system officials, was a major concern among the public when assessing police's effectiveness. They also feel very strongly that without tackling corruption at the higher levels of the police force, it will not be possible to remove corruption at the local level.

The public also admitted fearing local powerful people more than the police. Local powerful rich people are still seen as buying their way out of justice, and at times actively obstructing law enforcement and the police.

PUBLIC QUESTIONNAIRE

The public questionnaire contained 30 questions on topics ranging from public views on democratic policing, role and quality of the police, and role of traditional law enforcement. Careful selection of interviewees throughout the districts ensured an equitable and proportionate sample.

Figure 1 Breakdown of Public Interviewees

| Male/Female Ratio of Interviewees	Equal
Education	40% Illiterate 10% Primary School 20% Middle School 20% High School Less than 1% University Degree
Social Class/Employment	60% General Public 20% Civil Servants 10% Civil Society and Intellectuals 10% Maliks/Local Leaders
Age	55% 18-35 Years 45% 36-55 Years

Statistical Analysis

1. 75% of the public can locate their local police station.

2. 50% have been to a police station – three times as many men as women; 90% of the public say they are not afraid to visit their local police station.

3. 50% know someone in the local police force.

4. 45% never run into their local police; of those that do, 25% see police once a week; 15% every two weeks; 15% once a month.
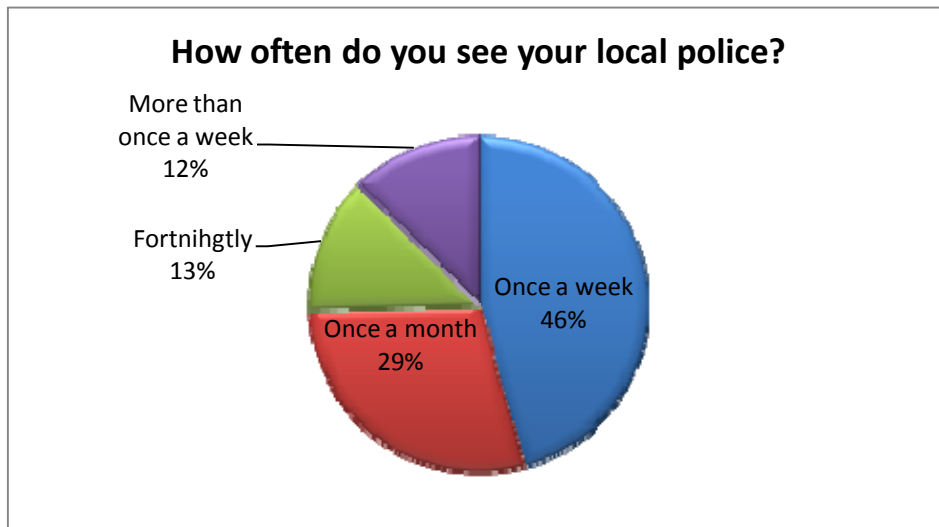
Figure 2 How often do you see your local police?

5. 83% recognize police from their uniform, 11% only from identity card carried by the police. When asked what types of different police they had seen in their district, more than half of respondents said they have only ever seen security police. Although think the ANA should be responsible for providing security, one third think the police should also fight insurgency.
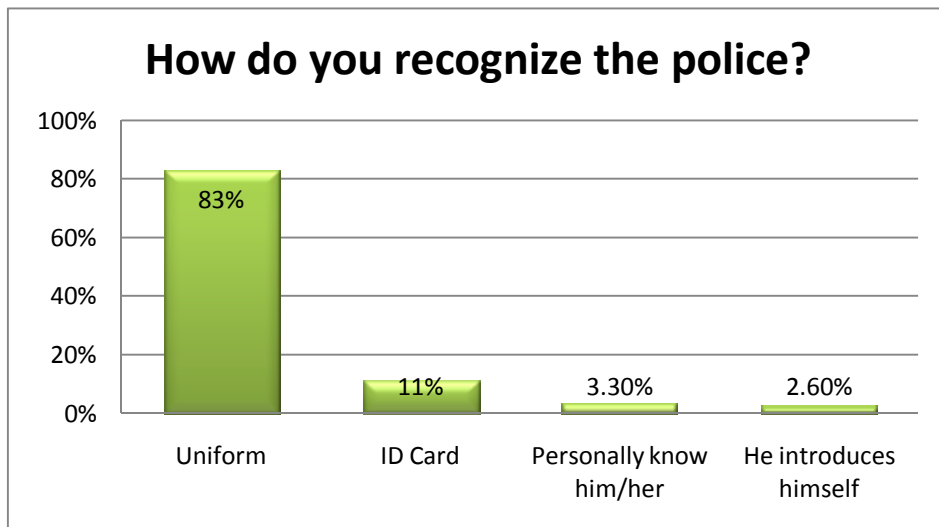
Figure 3 How do you recognize the police?

6. Half think the main job of the police is to provide security, while another half sees the police's main task as solving crime and maintaining order.

7. 70% are 'very happy' with their local police; 20% say they are not happy, and the rest say they are not at all happy with the police. Of those who said they were very happy, half give police promptness at the scene of crime as the main reason; only a quarter are happy with the way the police solve crime, and 15 % are happy with police's overall performance.
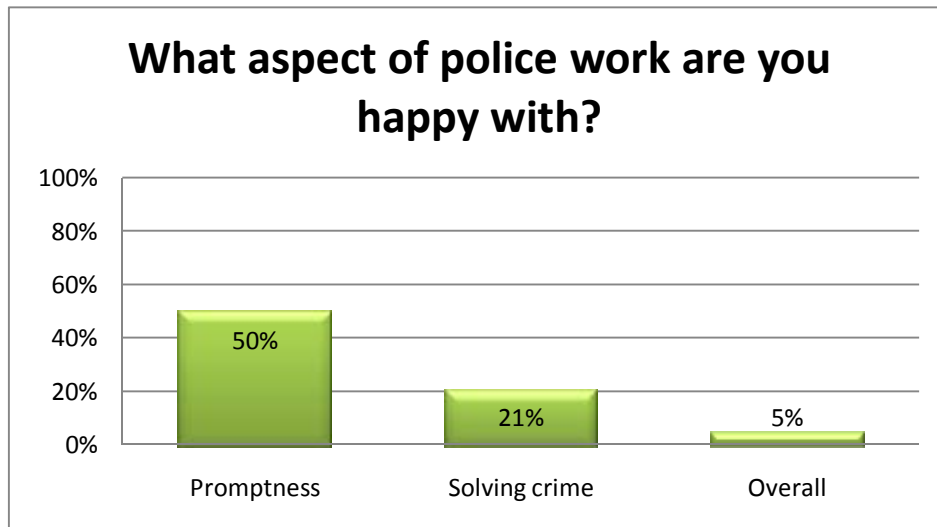

Figure 4 What aspect of police work are you happy with?

8. 60% define good police as patient police; 36% define it as polite; only 3% think police must be aggressive.
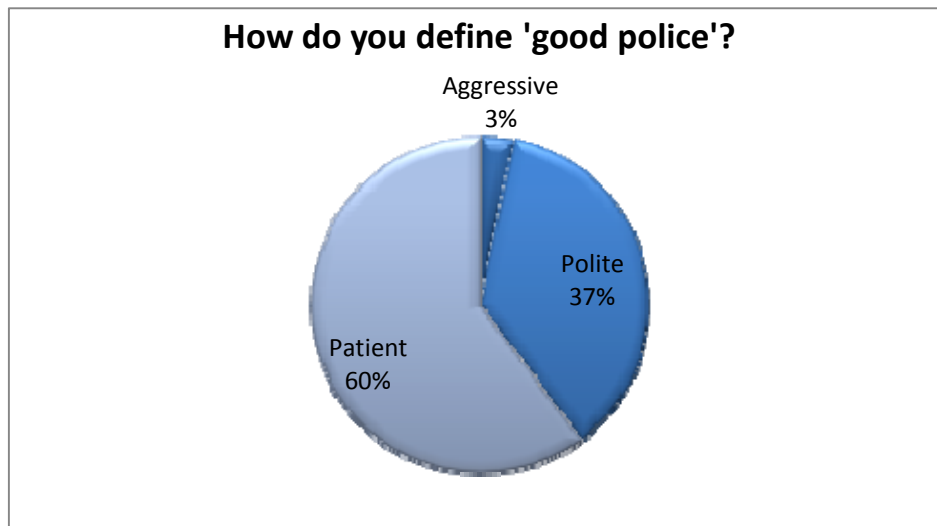

Figure 5 How do you define 'good police'?

9. 75% have never heard of the democratic policing, but they do understand the concept.

Have you ever heard of democratic policing?

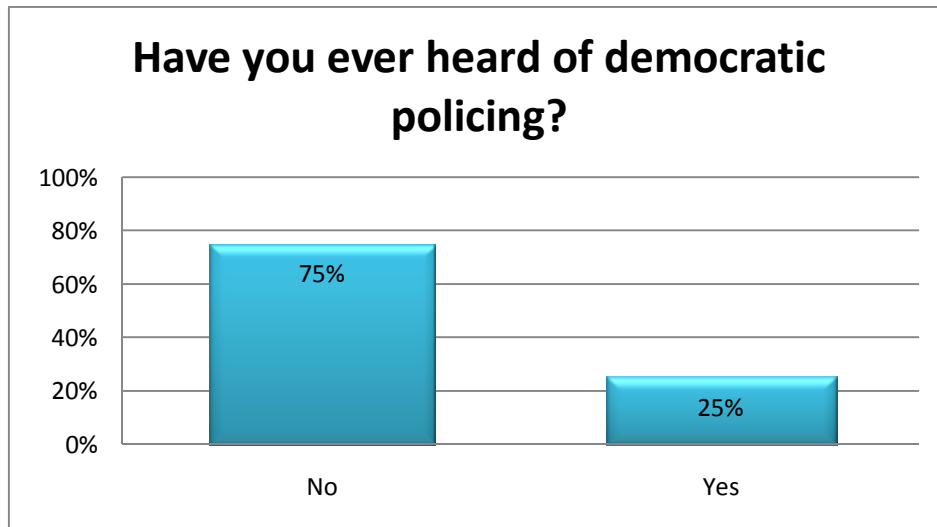|	No	Yes
	75%	25%

Figure 6 Have you ever heard of democratic policing?

Of the 30% that have, 61% believe democratic police to be police that is 'patient and fair' in its handling of the public, 38% believe it to mean police that allow the public to cooperate with police, and 3% believe it to mean polite police.
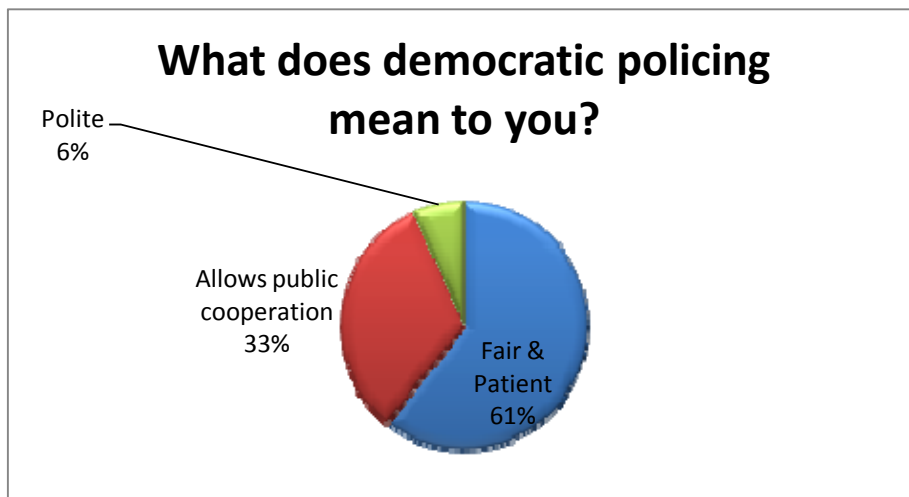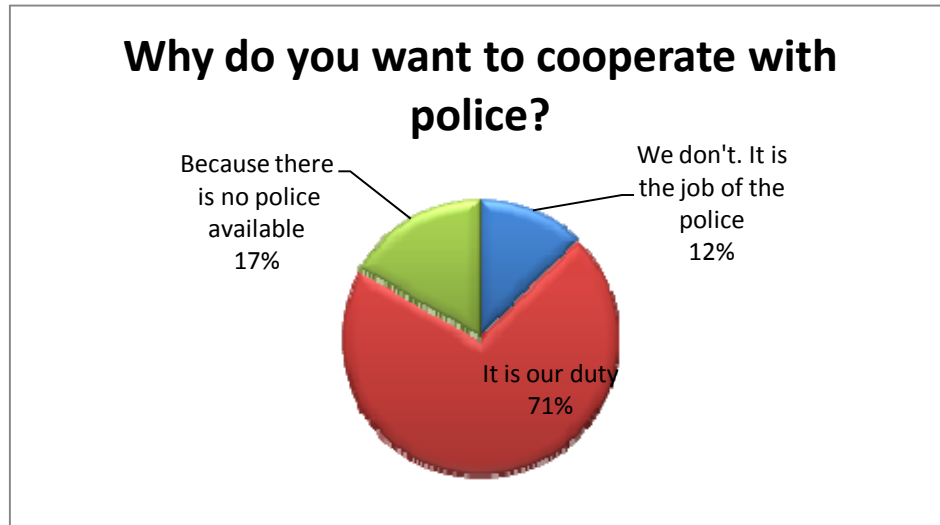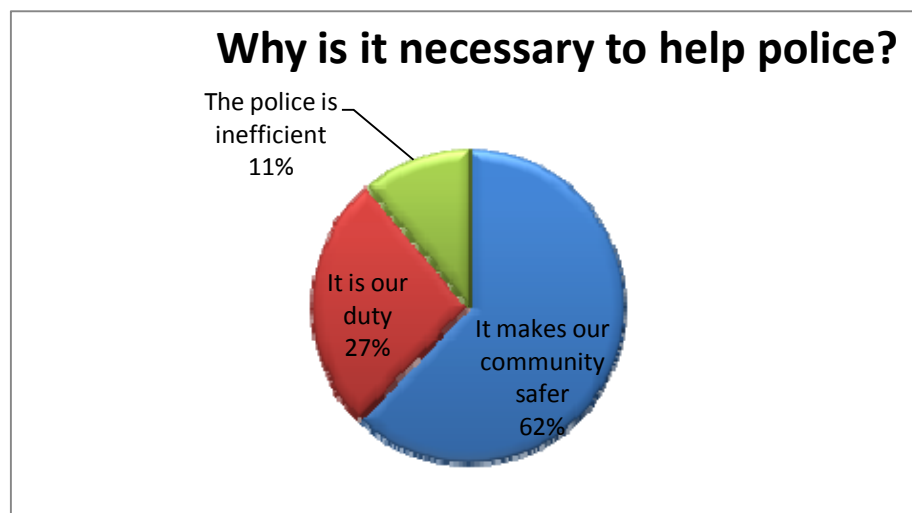
What does democratic policing mean to you?

- Polite 6%
- Allows public cooperation 33%
- Fair & Patient 61%

Figure 7 What does democratic policing mean to you?

10. 71% of the public believe it to be their duty to cooperate with police; 17% say they would cooperate only if there is no police available; 12% think that only the police should be responsible for policing in the community.

Why do you want to cooperate with police?

Because there is no police available
17%

We don't. It is the job of the police
12%

It is our duty
71%

Figure 8 Why do you want to cooperate with police?

11. 98% believe helping police is a 'good thing'; 61% because it makes the community safer, and 26% because they see helping police as their duty; 10% believe helping the police is necessary because the police is unable to do its job.

Why is it necessary to help police?

The police is inefficient
11%

It is our duty
27%

It makes our community safer
62%

Figure 9 Why is it necessary to help police?

12. 63% had first-hand experience of seeing police in action; of these, 75% found police acted fairly in its handling of crime and the public, while less than 10% each found police had been threatening or unjust.

13. Main crimes committed by the public during the previous six months were theft (36%), violent behaviour/fighting (22%), gambling (14%), crimes against security (12%), and smuggling (11%).
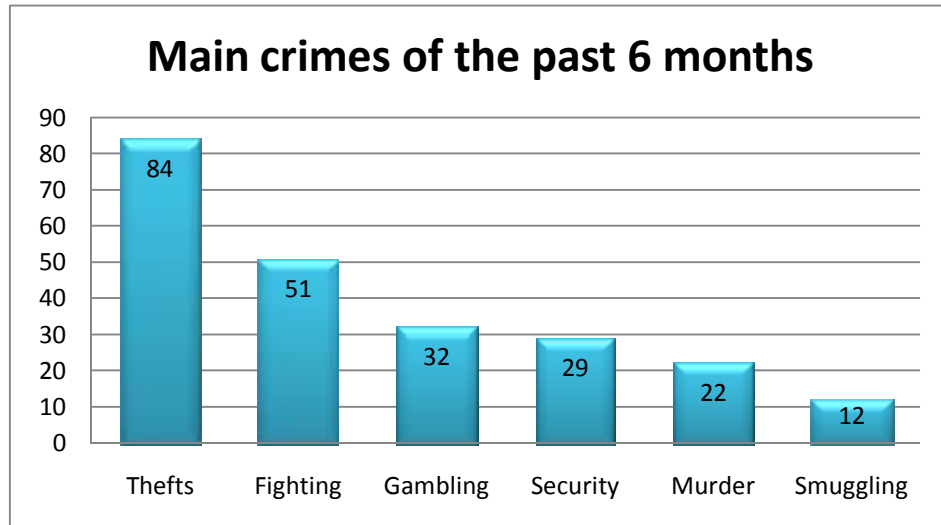
Main crimes of the past 6 months

Thefts	Fighting	Gambling	Security	Murder	Smuggling
84	51	32	29	22	12

Figure 10 Main crimes of the past 6 months

14. 40% believe a suspect can be arrested if caught in action; 30% are aware that an arrest warrant is necessary in order to arrest a suspect otherwise; 10% believe a suspect can be arrested whenever police is informed of a crime, i.e. without the need for a warrant; and 20% believe all three options to be correct.

15. 73% of the public is aware that children under 12 cannot be arrested, while 27% believe they can be arrested.

16. 71% of the public know the police must not use force when making arrests. Of the 29% who think force can be used, 50% think it acceptable if police or public is in danger.
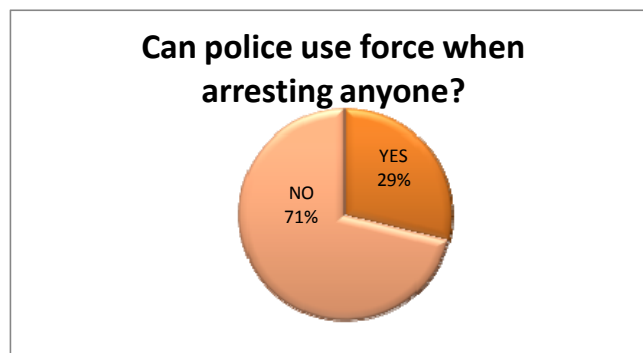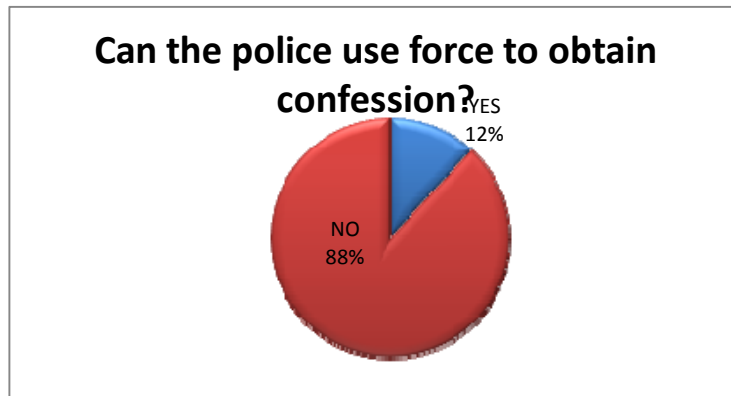
Can police use force when arresting anyone?

YES 29%
NO 71%

Figure 11 Can police use force when arresting anyone?

17. While nearly 90% of the public is aware that holding a suspect has a time limit; only 25% know the time limit to be 72 hours.

18. 82% know the police must not use force when obtaining a confession.

Figure 12 Can the police use force to obtain confession?

19. 68% of public knows does not know how many police officers are present in their locality. Of those who do know, 66% say they want more police
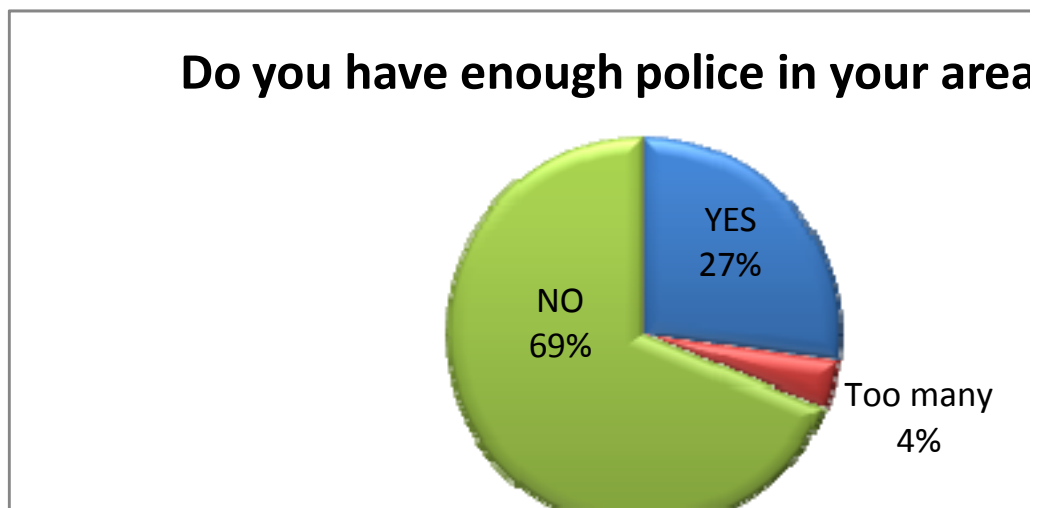
Figure 13 Do you have enough police in your area?

20. 90% say there are no policewomen in their area; 94% say they believe the presence of policewomen to be a necessity.

Do you want more policewomen?

NO
6%
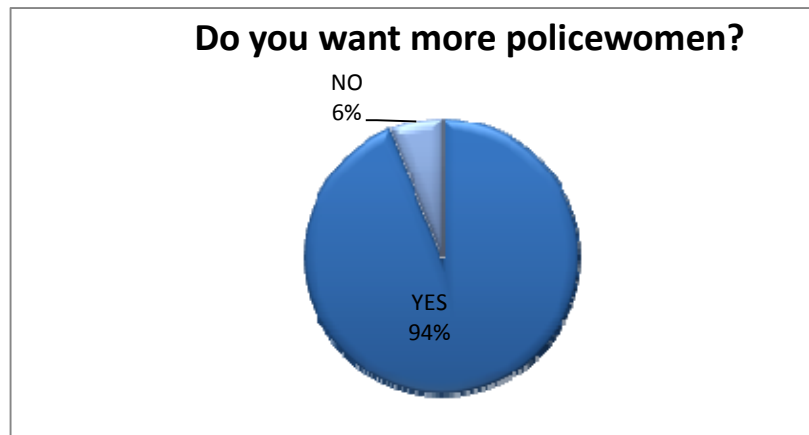
YES
94%

Figure 14 Do you want more policewomen in your areas?

21. Women police personnel are seen as useful for searching women and homes, and to deal with women criminals

22. 50% of cases of runaway girls are solved by local shuras of elders and local Community Development Councils (CDCs), 30% by the families themselves, and 20% by police

Who handles cases of runaway girls in your district?

Local shuras & elders	50%
Families	29%
Police	21%
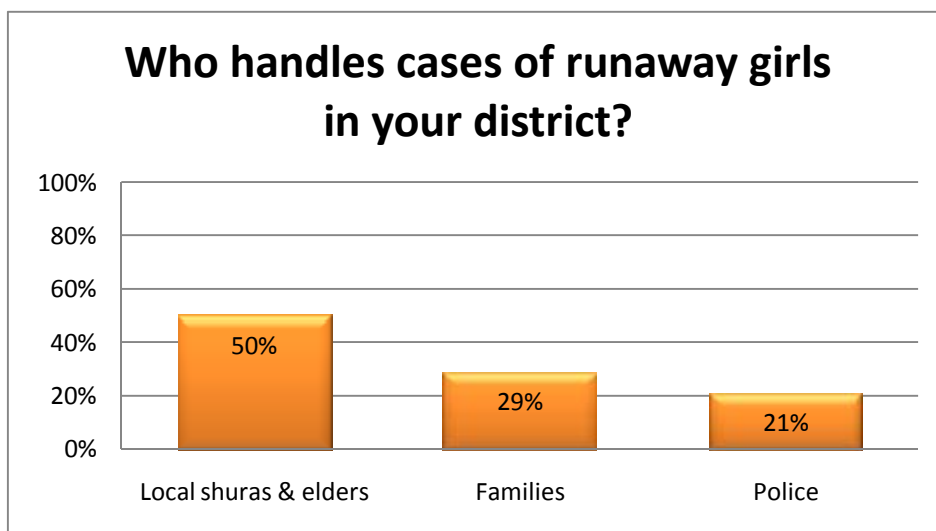
Figure 15 Who handles cases of runaway girls?

23. 77% of communities have no safe place for runaways to take refuge in; of those that do, 67% are supplied by the local shuras, 22% by official/government authorities, and 11% by local NGOs/civil society.

Who provides shelter for runaway girls in your district?

Shuras/Elders: 67%
Government: 22%
Civil society/NGOs: 10%
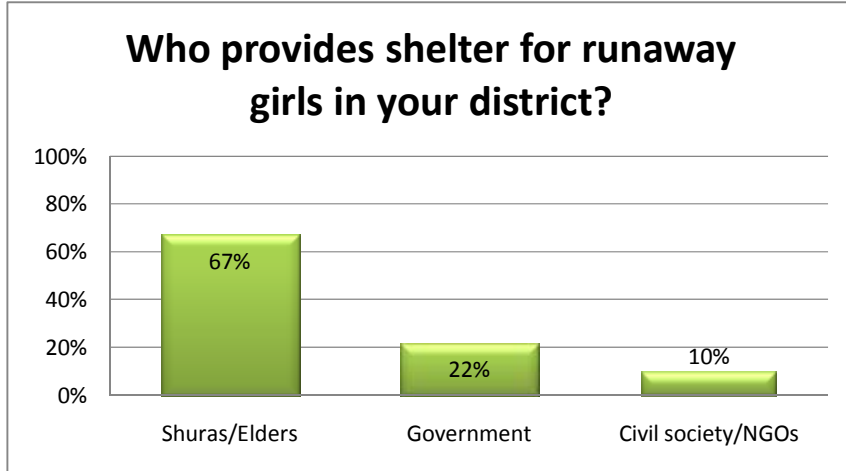
Figure 16 Who provides shelter for runaway girls?

24. 60% of the public thinks the police obey laws most of the time, 37% only some of the time, and 7% never.

25. 81%% of the public think the police are familiar with the laws.

26. 83% also think the police are aware of the public's needs.

Police awareness of law and public needs

Aware of public's needs: 83%
Know the law: 81%
Obey the law: 60%
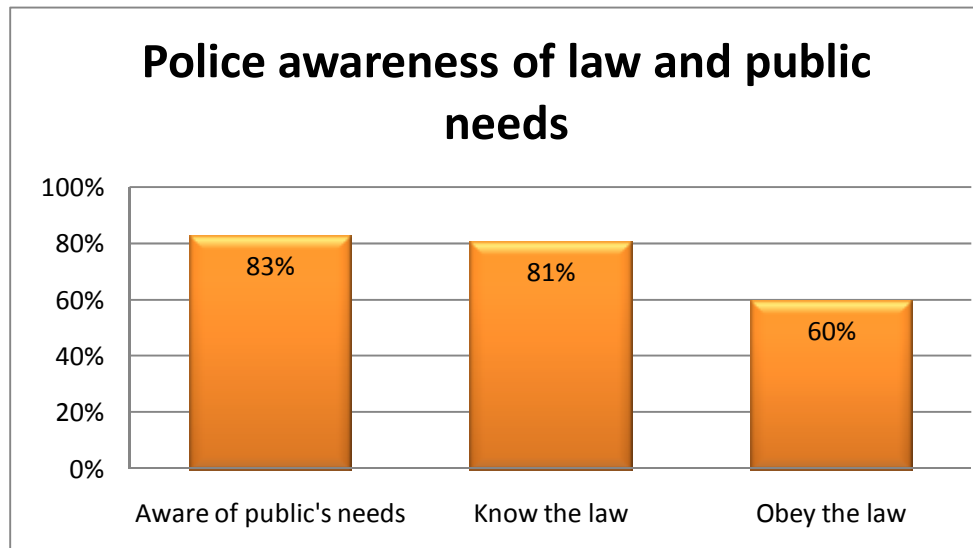
Figure 17 Police awareness

27. 98% think police need more training: 42% think police need to have more literacy training; 29% in handling the public; 25% in conflict resolution. Only 4% think police need more training on the law.

What kind of training does police need?

42% Literacy

29% Handling the public

4% The law

25% Conflict resolution
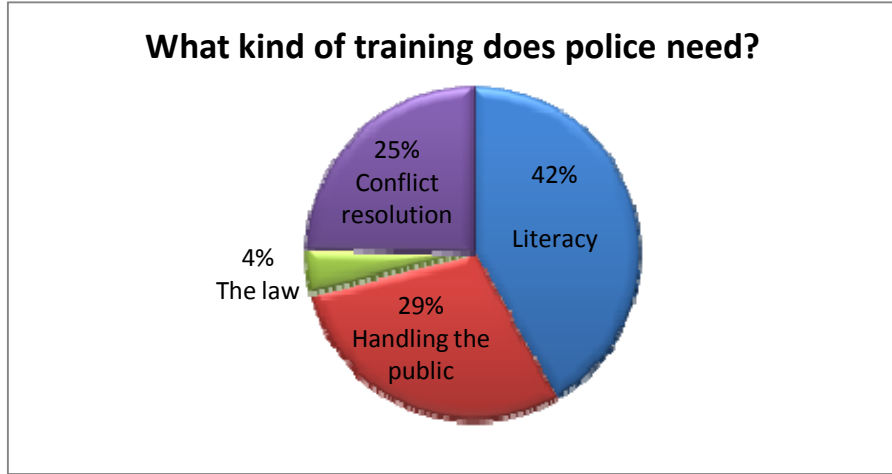
Figure 18 What kind of training do police need?

28. 60% of the public complain of dangerous driving by the police in their area.

29. 87% think police has improved in recent years; one third think the improvement in sufficient, one third insufficient, and just under one third believe the improvement is a lot.
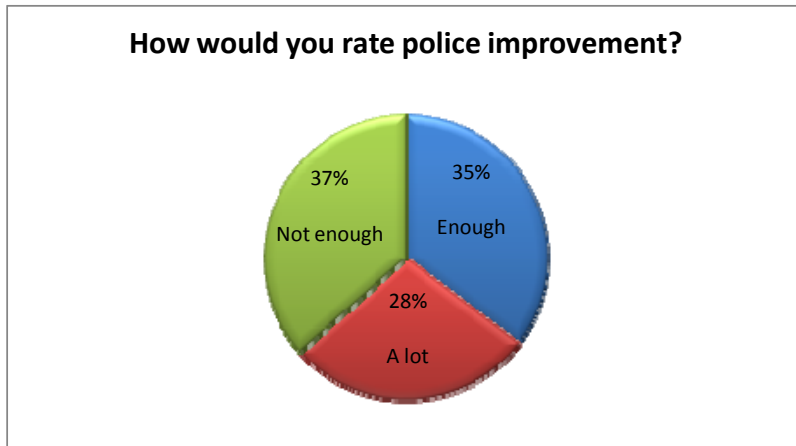
How would you rate police improvement?

35% Enough

28% A lot

37% Not enough

Figure 19 How would you rate police improvement?

30. 36% think the local malik is most influential in improving relations between the public and police; 10% believe local shuras to be most influential; and equal numbers (7%) think local mullas, local government, and civil society to be influential.

MAIN FINDINGS

Democratic Policing

More than 70% of interviewees had never heard of democratic police. Of the 30% who had, less than half understood it to mean cooperation in policing between public and the police. The rest, more than half, believed democratic police to mean 'fair and patient' police. This question was posed to establish a baseline of public awareness of democratic police, so that after one year of activity implementation under the Pilot the question may be reapplied to gauge levels of understanding among both the claim holders and the duty bearers.

Once a definition of democratic policing was provided, it was found that 98% of the public believed cooperation between the public and police to be desirable; while two thirds believe it is the public's duty to help the police. More than 60% believe cooperation between the public and police results in better security for the community, while just under a third believe it to be their duty to cooperate with the police; 10% believe community policing is a good thing because they believe their local police is not effective enough.

When asked how cooperation between the public and police could be improved, just under half said through local maliks and shuras; local government authorities and civil society organisations were found to be of influence by less than one third of respondents. Focus group discussions further found the public to be reluctant to cooperate with the police without the establishment of mutual trust between them and the police, for fear of backlash from the police who may feel the public is interfering in its work.

Corruption

Focus group discussions found corruption to be the public's main concern when assessing police effectiveness, including public-police cooperation. While the public is aware that there are many ways in which police can be helped to do a better job, i.e. cooperation by the public, more training, and more police, they believe that as long as corruption continues they cannot expect their local police to carry out their duties effectively or establish good relations with the general public. Furthermore, they believe local corruption to be directly related to corruption at the higher levels of the police force and government authorities. Without tackling the latter, they believe it to be impossible to remove corruption at the local level.

Return of Armed Militia

The most unexpected finding to emerge from focus groups was the public's fear of the return of local armed militias to their districts similar to local Mujahideen and Taliban militias of former times. This fear, while being somewhat of a taboo to discuss openly, also makes the public reluctant to voice their real levels of dissatisfaction with the police force, as they fear the return of unruly local militias if the police are seen to be ineffective. This could be a major finding and insight for all reform aimed at improving law enforcement and public satisfaction.

Public's View of Police

The majority (83%) of all interviewees had had some dealing with the police, while half of all interviewees had visited their local police station. Half of all interviewees know someone in the police force. Just under half of all interviewees say they never run into their local police. Of the half that does, one half sees them once a week, and the rest less than once a month.

More than 86% say they recognize the police from their uniform; only 10% from identify cards. Half only know security police, while others have seen other type of police, such as counter-narcotics and border police. While more than half of respondents think providing security is the job of the ANA, a quarter of respondents also think the main job of police is also to provide security. Less than half of all interviewees see law and order maintenance as the police's main duties; most see providing security as the police's main duty. There seems to be a gap in the public's expectations from their police and what would normally be expected of the police force in most countries. This may be due to the different needs of the public in post-conflict situations such as Afghanistan, or wrongly held perceptions of the duties of the police force.

The main qualities of good police is seen by the public to be fairness and patience (59%) and politeness (36%) in solving crime and dealing with the public; only 3% consider aggression a quality in police. Of the 63% who had first hand experience of police in action, only half found police demonstrated these qualities. This is further supported by the kind of training the public prioritizes for the police. While more than 98% of the public think the police needs more training, it prioritizes literacy and training in handling the public over training in knowledge of the law. This, despite the fact that the public believes that both they and the police need more awareness of the law.

While 75% of the public say they are 'very happy' with their local police, and 87% say police has improved in recent years, 50% state improvement only in the prompt arrival of police when needed. Only 25% are happy with the police's ability to solve crime, and 15% are satisfied with police's overall performance. So while public satisfaction with police may appear quite high at first sight, little real improvement is seen in most areas of police work. This coupled with concerns expressed in focus group discussions suggests care must be taken when considering simply surveys into public satisfaction with police or police performance.

It would seem that the public's interface with crime on a daily basis is with the usual social crimes prevalent in non-conflict societies. The most frequent crimes reported by the public are theft,

violence and gambling, with insurgent activity and smuggling making up a minority of all crime. Yet, the public still views the police's main duty to be the provision of security. This may suggest a gap in reality and perception of crime and insecurity in these areas.

The majority of the public in all districts surveyed want more police, especially at the village level and at night. In areas where the public had seen a decrease in police presence at night, crime was perceived to have increased. The police also considered low police numbers as the number two obstacle to their ability to perform their duty, after lack of equipment. Furthermore, while there is a less than 10% presence of policewomen in all districts, virtually every respondent interviewed said having policewomen in their areas was necessary, primarily to search homes and deal with female criminals.

The public appears aware of its legal rights as citizens and the limitations of police power, although there are some clear gaps in its understanding. Two-thirds believe the police have no right to use force when arresting a suspect, or use violence when obtaining confession. One third also knows that an arrest warrant is needed to arrest a suspect, unless the suspect is caught at the scene of crime. Although only a quarter knew a suspect can be detained without a warrant for only 72 hours, the majority knew there was a time limit to police's detention of a suspect. Despite the gaps in the public's knowledge of the law and its rights, it has a very clear understanding of what constitutes just law enforcement and police, and good relations between the public and police.

Similarly, more than half of all interviewees believe the police enforce the law in the conduct of their duties, while nearly all think the police are familiar with the law and the needs of the public. Knowledge of the law by the police, while perceived as insufficient, is not considered by the public as the main obstacle to effective law enforcement. Rather, it is corruption, poor handling of the public by police, and insufficient police numbers that the public considers as hindering good policing. When asked what training the public thought the police needed, 30% recommended better literacy, 25% more training in handling the public, and 20% in conflict resolution, suggesting a major dissatisfaction with the way the police respond to the communities' needs and handle the public.

Traditional Law Enforcement

Two thirds of all interviewees said there was no specific safe place in their community for runaway girls. Of those that do have safe homes, most are provided by local shuras and elders. Half of all cases involving runaway girls are also solved by local shuras and elders; 30% by the families themselves, and only 20% by the police. Both traditional law enforcement and families are much more widely engaged in resolving disputes involving runaway girls than the police. Focus group discussions revealed that the police themselves prefer to refer such cases to local shuras, and only handle cases that cannot be resolved by traditional mechanisms.

More than half of all crime is handled by local shuras, suggesting a great reliance by both police and the public on traditional mechanisms in rural districts. Historically, this is due to the low level of presence by law and justice officials in many rural districts, coupled with the need to cope with local crime and disputes during times of war, when many areas did not have access to the formal

police and court system based in Kabul and other provincial centres. However, the quality of justice delivered by these bodies needs careful examination to ensure standard, inclusive and consistent law enforcement and justice. While incorporating local shuras and elders may at first prove effective in the establishment of some form of law and order in post-conflict societies, the degree of involvement by traditional mechanisms may prove to be as much a hindrance as a help in the establishment of a formal legal system in the long term, as local leaders begin to feel marginalized.

POLICE QUESTIONNAIRE

Police Interviewees in each District	20
Education	60% High School* 20% Middle School* Less than 10% University Degree Less than 5% Illiterate*
Rank	45% Low Ranking 45% Middle Ranking 10% High Ranking
	*US Army figures show 35% illiteracy among new police recruits (Afghan News, 4 March 2010)

Figure 20 Breakdown of Interviewees

Statistical Analysis

1. 99% of police respondents say they are happy to be in the police force.

2. 80% are happy with their superiors and management of the police force.

3. 50% have been in the police force less than 5 years; 25% between 5-10 years, and 25% more than 15 years.
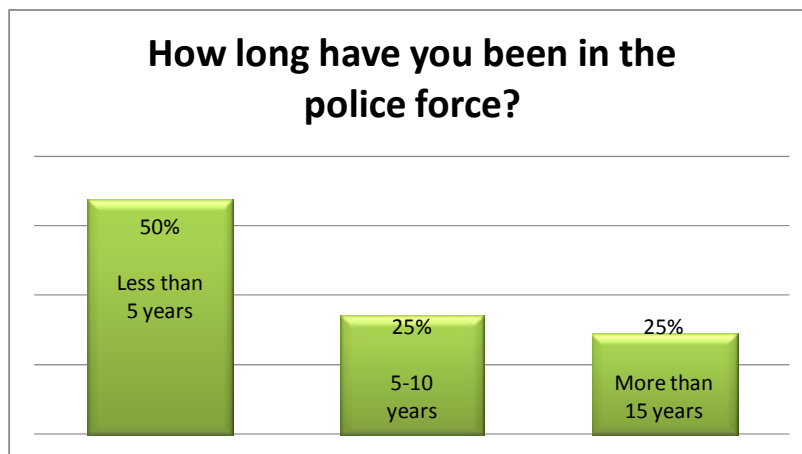
Figure 21 How long have been in the police force?

4. Just under 70% of recruits joined straight after leaving school; only 2% were formerly unemployed; the rest came from other jobs, including the civil service.
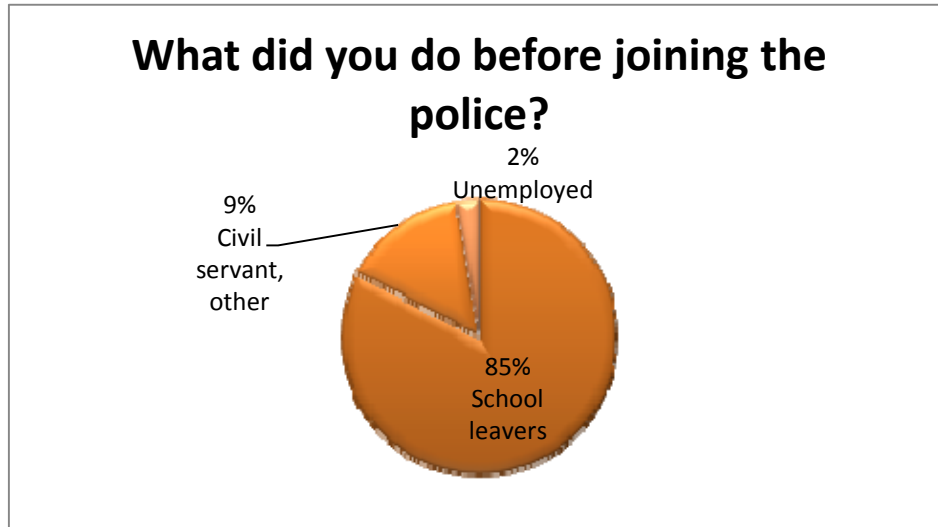

Figure 22 What did you do before joining police?

5. 50% say they joined the police for altruistic reasons to serve their country; 25% because they like being policemen; 20% for financial reasons; and 10% because they think it's a respectful job.
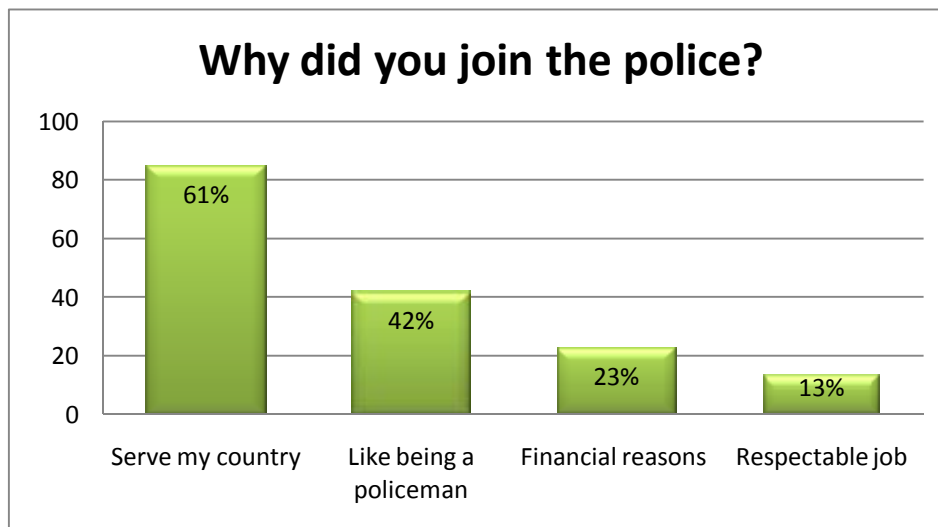

Figure 23 Why did you join the police?

6. 75% say they are financially better off since joining the police.

7.   More than 90% have received training; 60% lasting 2-6 months: 30% lasting less than 2 months.

Have you received police training? If so, how long?

90% YES

60% 2-6 months

30% Less than 2 months

Have you received training?   How long?   How long?
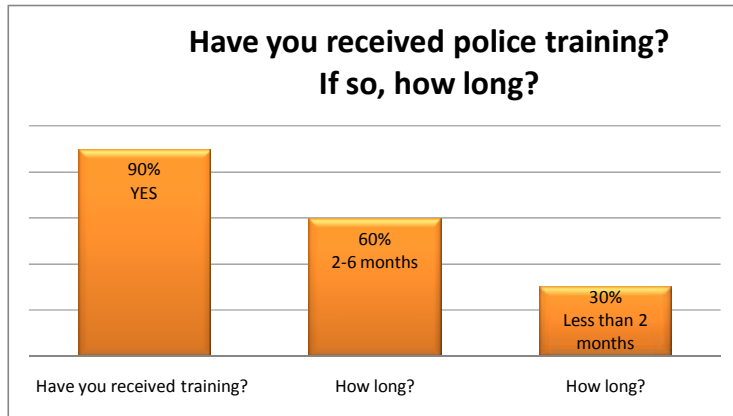
Figure 24 Have you received training? How long?

8.   50% of all trainings were held at the Police Academy; and the rest in PRTs, NSPs, and other locations

9.   35% received training 6 months ago; 25% more than 2 years ago; 10% more than 5 years ago, across all ranks

10. Training received is in various skills: weapons, the law, handling of public, criminal investigation; most training is in weapons use.

11. 30% want more training in each of law and politics, literacy, handling of public; 10% want more training in conflict resolution.

What kind of additional training do you want?

31%

30%

29%

10%

The law   Literacy   Handling public   Conflict resolu

Figure 25 What kind of additional training would you like?

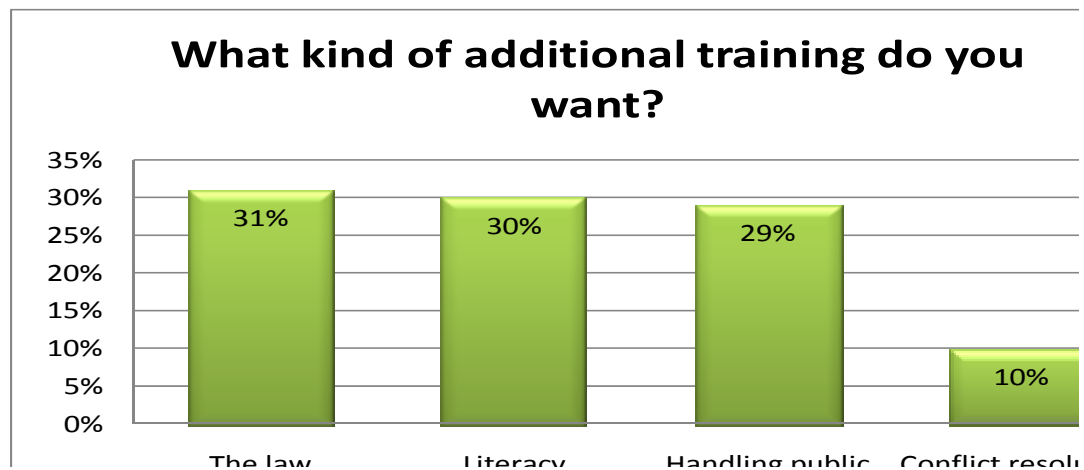12. 41% see main obstacles in police effectiveness in lack of appropriate equipment, 20% believe there are not enough police; 13% say lack of qualified police; and 11% say lack of public cooperation; 8% lack of qualified officers; and 7% armed individuals.

What are the main obstacles in effectiv policing?
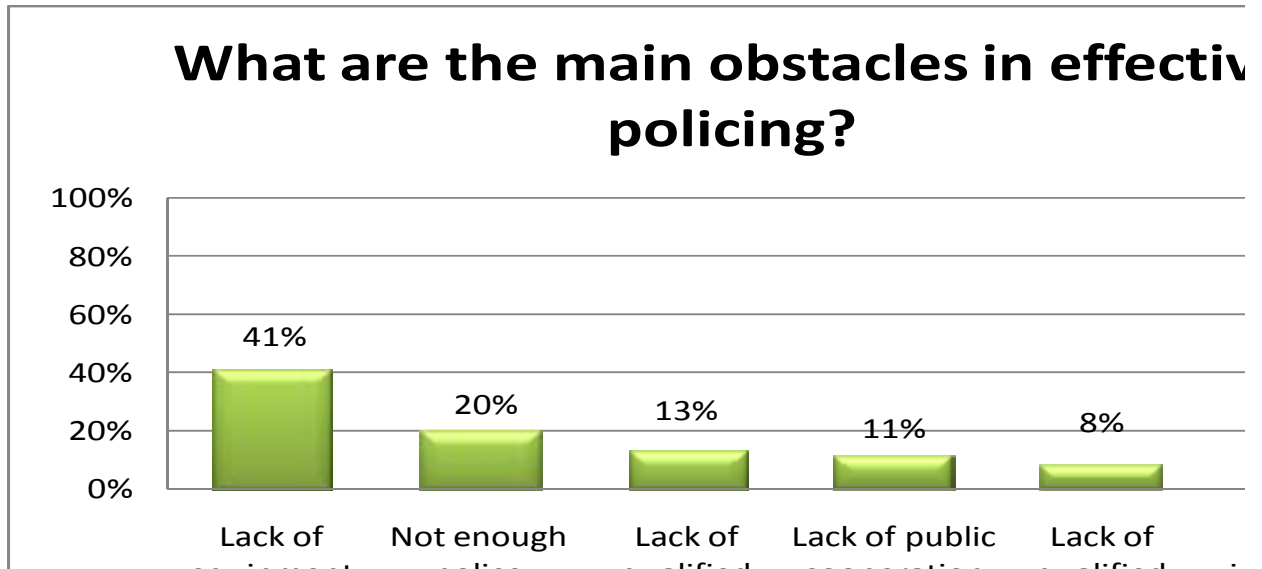
Figure 26 What are the main obstacles in effective policing/

13. 98% believe the public is happy with the police.

14. Most frequent crimes reported by police are disputes over land and water rights 70%, and family disputes 25%; no kidnappings or sexual assault reported at all, and only 3 incidents of murder.

15. More than 70% of police recruits do not serve in their own district; 50% are from neighbouring district, ant the rest from further afield.

16. 99% believe the community should be involved in policing: 50% want some form of community body, 25% want weekly meetings, and 25% want fortnightly meetings.

17. 96% think local malik and shuras are most effective in improving security, not politicians or NGOs.

18. 40% want better relations with local maliks and other influential people, 36% want better relations with the locally educated (eg, teachers, civil servants), just under 24% want cooperation with civil society.
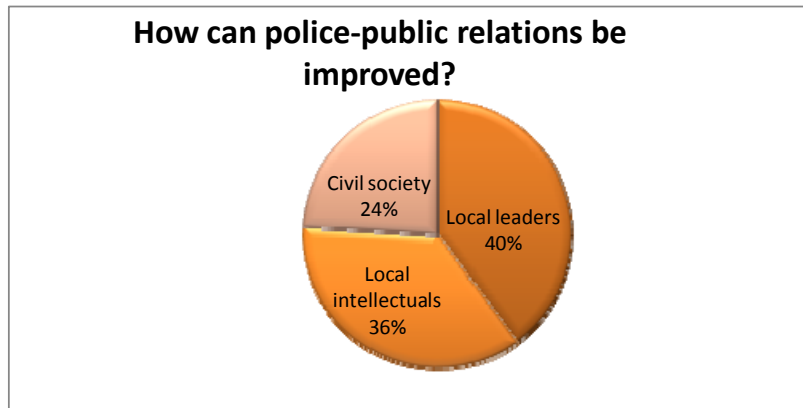
Figure 27 How can police-public relations be improved?

19. 90% of recruits report having faced no discrimination in their job.

20. When asked what factors could make police more committed, 37% said more incentives e.g., bonuses, and awards; just under 30% said more pay, life insurance, and fair recruitment; 9% want more training; and 6% want better community relations.
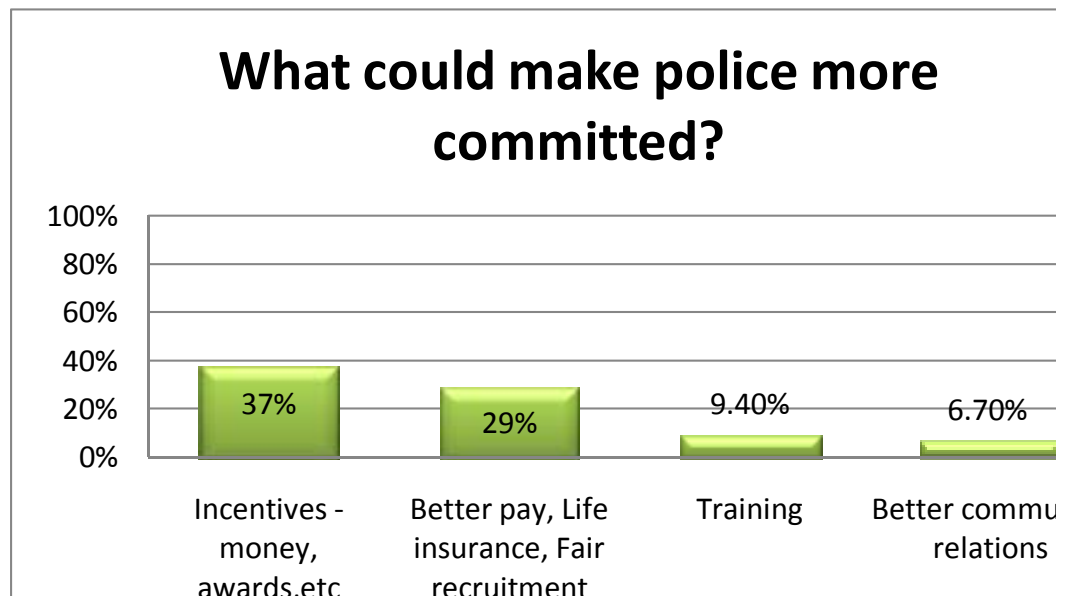
Figure 28 What would make police more committed?

21. More than 90% say they want outside monitoring of the police, but 65% of these think that should be some kind of government body; only 20% want monitoring by the public.

Figure 29 Do you think the police should be monitored?

Figure 30 Who should monitor police?

22. 97% say they have seen improvement in police in past years: 40% in the cooperation of the public, and 50% in corruption and accountability.

23. 93% of all interviewees say they are hopeful about the future of the police force.

MAIN FINDINGS

Democratic Policing

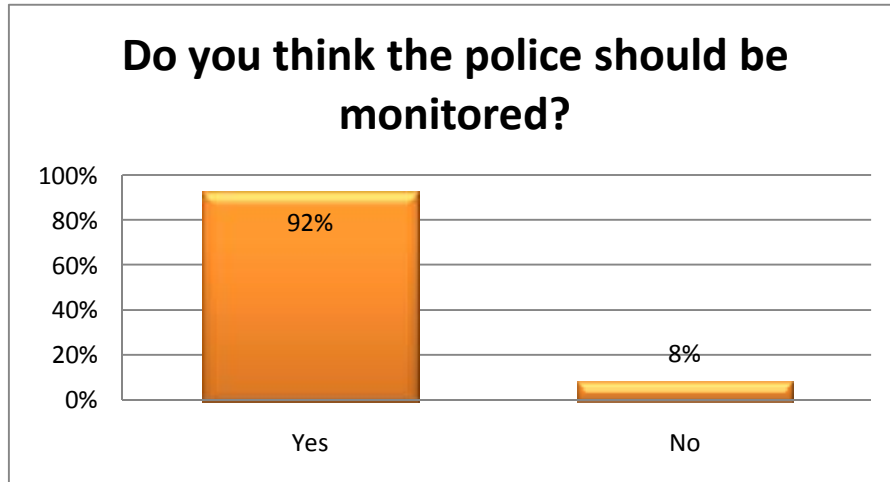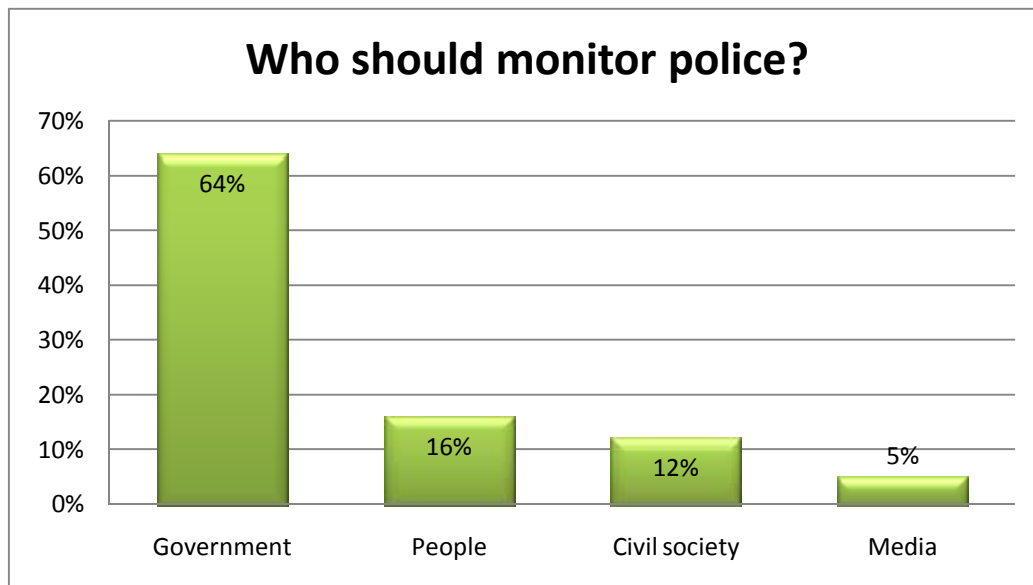The police survey offers a number of revealing findings on the police's views on democratic policing. The most striking finding is the gap in understanding between the police and public regarding democratic policing. While the public understand democratic policing to mean cooperation between the public and police, the police appear to have a very different understanding of democratic policing.

While nearly all police interviewed believed the public should be involved in policing, two thirds said they wanted better relations with local maliks and other locally influential people, such as teachers, etc. Very little mention was made of increasing contact with the general public. Similarly, when asked what mechanism the police could use to improve relations with the public, respondents said regular meetings with local leaders and the educated.

The police appear to be looking at the top levels of their communities for cooperation, while democratic policing is based firmly on cooperation with and from the general public who make up by far the largest section of all communities. The police's perspective regarding community policing and public relations appears to be in direct contradiction to the needs of effective local policing as envisaged by democratic policing.

Traditional Law Enforcement

This emphasis on cooperation from local leaders also indicates heavy reliance on traditional authorities and mechanisms by the police in the conduct of their work. When asked what factors they thought could improve security most, 96% said local maliks and shuras.

Half of all local crime is solved by local leaders, rather than the police. In the case of runaway girls, only 20% of cases are dealt with by the police. While local leaders appear to have great involvement in police work, the public reports fearing local leaders and strongmen more than the police.

In addition, the quality of law and justice delivery offered by local mechanisms requires careful review, in order to ascertain whether these bodies offer a help or hindrance in the promotion of democratic policing.

Police Views on the Police & Public

Equally striking was the difference in the public and police's attitude to police and government authorities higher up the structure. While the public blames corruption among high ranking commanders and government authorities as the main source of local corruption among police, the police look to the very same superiors and the government for support and supervision. More than

one third of respondents said they considered the support and encouragement f their superiors as the most important factor in improving police efficiency.

Similarly, while the public would like to see much more accountability of police to the public, the police believe they should be accountable to their superiors and government authorities. There appears to be a contradiction between the needs and perceptions of the police and those of the general public.

Less striking but equally revealing was the police's perception of the public's satisfaction with its performance, which is much lower in reality than its assessment by the police. Some 98% of the police believe the public is satisfied with its performance overall, while the public expressed much dissatisfaction in questionnaire interviews and focus group discussions, although admitted it was reluctant to openly criticise the police for fear of the consequences of police failure.

Equally interesting was police interviewees' own level of satisfaction with their job. Virtually all said they were happy in their job and with the police force. This is in contradiction with many socially held perceptions about police dissatisfaction with their jobs and the police force. A number of other findings by the survey also appear to contradict generally held views about the police. For example, the survey shows most new police recruits to be school leavers and literate, rather than illiterate or formerly unemployed as is generally believed. Also, more than half of new recruits say they joined the police to serve their country, or because they like being policemen, rather than as a means of employment as is often claimed. Most also say they have a better standard of life since joining the police, contradicting views suggesting low police recruitment is due primarily to low pay.

When asked what improvements they'd like to see, better education and better equipment were requested more often than more pay or training. Similarly, poor equipment and not enough police were reported as the main obstacles to effective policing.

Around half of all police recruits do not serve in their own district, though they are from neighbouring districts. Perhaps for this reason this pilot found police did not report facing discrimination; a nationwide survey may offer different findings in this regard. The majority of police also said they were hopeful about the future of the police force.

SURVEY RECOMMENDATIONS

In order for Democratic Policing to be successful and to place benchmarks for future expansion of the Pilot, the following is suggested on the basis of this study:

- ➢ Police require training on concepts of democratic policing
- ➢ Trust between public and police is a necessary condition for success of democratic policing. This can be increased through:
  - o Tackling local corruption
  - o Corruption at the higher levels of the police and government must be tackled
  - o The establishment of independent mechanisms for holding police accountable
- ➢ More training in literacy should be prioritized
- ➢ More training in police handling of the public should also be prioritized
- ➢ More police needed even with public participation
- ➢ Many more policewomen to be recruited and deployed in rural districts
- ➢ Both agree to regular coordination meetings between the community and police at local levels.

CONCLUSION

Although this study revealed little awareness of the term and concept of 'democratic policing' among the public, it revealed a good understanding by the majority of the public of the necessity and benefits of public-police cooperation within their communities. Cooperation with the police was seen by the public as its duty, and as contributing to a safer community.

Police, on the other hand, appear to be quite unaware of the concept of cooperation by the general public, even though they say they approve of 'democratic policing'. When asked how they saw democratic policing in action, they overwhelmingly said in the establishment of better relations between the police and local leaders and influential people; there is little mention of cooperation with the general public. Similarly, when asked what form they envisaged for this cooperation to take, the overwhelming majority said in the holding of regular meetings with local leaders. When asked whom the police should be accountable to, they said the government.

There appears therefore to be a major gap between the public and police's understanding of the concept of democratic policing, as well as between the police's understanding of democratic policing and the essence of public-police cooperation envisaged by it. Any attempt at promoting democratic policing will need to take these differences on board very seriously.

Corruption in the police force remains the main concern by both the police and public, although there is acknowledgement by both of a decrease in levels of corruption in recent years. Corruption is experienced by the public in the form of extortion by the police for the carrying out of its duty, collusion with locally powerful people, and abuse of police power and equipment by the police. The police see corruption in unfair appointments, as well as abuse of power by higher ranking officials.

The second major source of public dissatisfaction with the police is unfair and aggressive handling of the public. Though not fully, the public is sufficiently aware of its rights and the limitations of police power. Several times throughout the survey, the public defined good police as fair and patient police. In addition to more literacy training, training in handling the public is the second most requested training for the police by the public and the police, although there is acknowledgement by both that awareness of the law can be increased among both groups.

The study also reveals continued great reliance on traditional mechanisms such as local leaders and shuras for law enforcement and delivery of justice, by both the police and public. Both believe local maliks and shuras are the determining factor in whether the public cooperates with the police, and in improving relations between the two, as well as the most effective factor in improving security. In addition, half of all crime is still dealt with by local shuras. This inevitably raises the question of whether local traditional bodies can act as facilitators or obstacles to democratic policing.

Both the police and public want more police presence in their localities in order to improve police effectiveness. The public want more police at the village level, especially at night, while the police consider insufficient police as the second most important obstacles in the effective conduct of their duties. In addition, the public consider the presence of female police in their districts as a necessity, especially for searching homes and dealing with female criminals.

The public displays contradictions in its level of satisfaction with the police. While the majority of the public say they're happy with their local police, prompt arrival at the scene of crime is the main improvement they note; they see little improvement in the solving of crime or handling of the public by the police. Focus group discussions, in turn, reveal further dissatisfaction with the police, but a reluctance to openly criticise police for fear of return by Mujahideen and Taliban type local militias if police are seen to be ineffective. This unexpected revelation deserves serious consideration by those considering police reform.

While the police virtually all claim to be happy with their job and the police force, many other findings from the study suggest otherwise. Corruption is reported as the second most important obstacle to effective policing, suggesting high levels of police dissatisfaction. Similarly, while virtually all police interviewed said they believe the public is happy with them, the study indicates great dissatisfaction with the police among the public. Interviewers found several police interviewees admitting to much lower satisfaction among themselves and the public with the police outside the confines of the formal interview. This major gap between public and police perceptions also deserves careful consideration in all attempts at gauging police performance and public dissatisfaction.

The public sees the main job of police to be ensuring security, although it recognizes that maintaining security is the job of the ANA. Less than a quarter of the public recognize solving of crime and maintenance of law and order, ie, duties normally expected from police, as constituting police's main duty. This may in part be due to the fact that many duties normally expected of and performed by the police are dealt with by traditional powers, and in part to the post-conflict environment the police currently functions in Afghanistan.

Based on the findings of this study, there appear to be a number of major gaps in public and police perceptions in a number of areas regarding the role of police in general, including democratic policing. The major gaps identified in this study require serious consideration by those involved in law enforcement and police reform if the National Police Strategy for 1389 is to make headway in the promotion of more cooperation and positive interface between the police and the public, and the implementation of democratic policing.

Annex -1

Map

Baseline study, pilot democratic policing, 8 districts of northern Kabul province
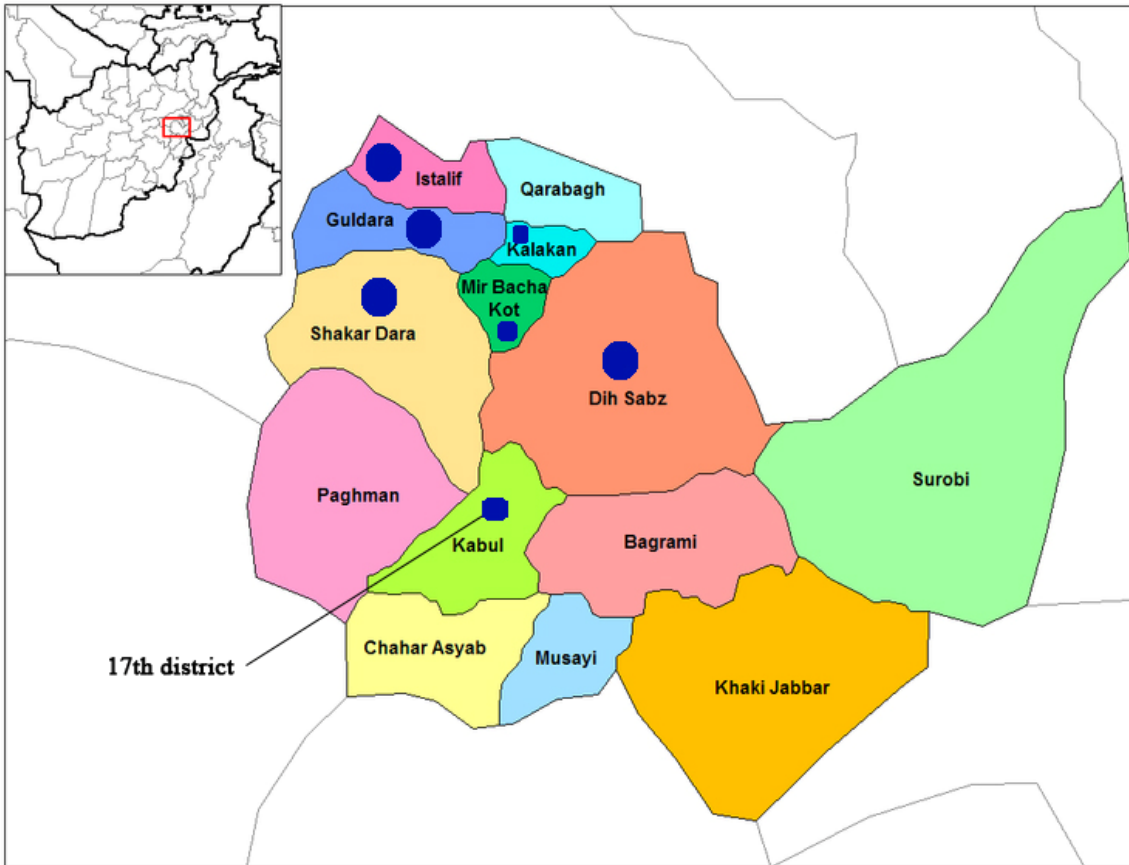
Annex -II

Public Questionnaire

This brief survey will take only 30 minutes of your time. All of your answers are important in improving the performance and behavior of police with community people and will only be used to better understand how will find out the gaps and address/decrease them in the future. Thank you for your participation in this survey.

Name: …………………………………………

Province: …………………………………

District: ………………………………

Village:
Questionnaire code/no: …………………

Part 1 is completed by surveyors

1. Age of interviewee is:
   a. 18-25
   b. 26-35
   c. 36-45
   d. 46-55

2. 2. Are you married?
   Yes   No

3. 3. What is your educational level?
   a. Primary school
   b. Secondary school
   c. High school
   d. Illiterate

4. Social situation of interviewee is
   a- Government employee

b- Civil society member

c- Member of political party or intellectual

d- Common villager

e- Malik/wakil/CDC council member/Mullah

5. What is gender of interviewee?
   a- Male
   b- Female

Part 2 is asked from individuals

1) Do you know the location of police station in your district?
   Yes   No

2) Have you been inside police station?
   Yes   No

3) Do you personally know anyone who works in the district police station?
   Yes   No

4) Have you ever met any police personnel in your district?
   Yes   No
   4.1 if the answer is yes, how often do you see your local police personnel?
   a.   Less than once a week
   b.   More than once a week
   c.   In every 15 days
   d.   Every month
   e.   Never

5) How do you know someone is a policeman/woman?
   a)   Their uniform
   b)   Their ID card
   c)   They tell you, they are the police
   d)   You personally know them

   5.1 Are they also a part of the ANP?
   -   ANCOP
   -   Afg Border police
   -   NDS
   -   Counter Narcotics police of Afg
   -   AUP (Afghan Uniform Police)

- Afghan Highway Police
- CID

5.2   Who should fight insurgency?
ANA   ANP   any other

6) According to your opinion, what is the main task of police in your community?
   a. Provide security
   b. Solve crimes
   c. Help the people for developmental work such as removal of garbage, ensure water supply etc
   d. Public discipline
   e. All of the above
 (Every interviewee is allowed to select one or? Please clarify it options)

7) Are you satisfied with the way the police work in your area?
   1- Completely
   2- Not very much
   3- No/ strongly disagree
   4-I don't know

7.1 I f the answer is completely please say how and answer 7.1 otherwise refer to 8.
   a. They arrive on time to the incident area
   b. They warmly welcome us in their station
   c. The cases are following properly
   d. The above three mentioned answers are right (a+b+c)

8) According to your opinion what should be the characteristics of a well disciplined police?
   a) Aggressive
   b) Respectful
   c) Lenient
   d) Don't know

9) Have you ever heard about democratic police?
   a) Yes   b) No

   9.1 If yes, what does it mean?
      i)   Lenient/easy going
      ii) Allows the community to help keep the law
      iii) Respectful

10) According to your opinion what are the responsibilities and obligations of a citizen in helping the police?
   a) None, it's the job only of the police to enforce the law
   b) The citizen must take responsibility and help the police
   c) The citizen must do the job of the police only if the police is not available

11) Do you think it is good for the community to help the police?
Yes   No

   11.1 If yes, why?
   - Because the police can't do their job well
   - It is our duty to help the police
   - It makes our community safer

   11.2 If no, why:
   a. It's the job of the police
   b. I don't trust the police
   c. I'm afraid
   d. I don't know how to help the police

12) Have you ever visited the police on a criminal matter?
      Yes   No
      12.1 If the answer is yes, how was the behavior?
      a- Fair
      b- Unfair
      c- Threatening

13) How do you feel, when you go to the police?
   a- Comfortable   b- Scared

14) Do you know anyone who has been arrested by the police in the last 6 months?
      Yes   No
      14.1 If so, for what reason:
         a. Theft
         b. Murder
         c. Fighting
         d. Gambling
         e. Insurgency activities
         f. Smuggling of illegal goods or drugs

15) Under which circumstances can the police arrest someone?
       a) During commitment of crime (red handed actively doing crime) without arrest warrant.
       b) With arrest warrant issued by prosecutor.
       c) When they hear that a person had committed a crime without arrest warrant by prosecutor.
       d) (a+b+c)

16) Can the police arrest children under 12 years old?
    Yes   No.

17) Can the police beat people while arresting people?
    Yes   No.
    17.1 If the answer is yes, under which circumstances:
    a- If the police realize he is in danger
    b- If police realize that others are in danger
    c- Never

18) How long can the police detain people at detention facilities (with arrest warrant)
       a) Till case solved
       b) Less than 24 hours
       c) More than 72 hours
       d) Don't know
       e) Never

19) Can the police force you to give statement?
    Yes   No

20) Are you aware of the number of police in your district?
    Yes   No

    20.1 If the answer is yes, is it?
    a- Enough
    b- More than enough
    c- Less than enough

21) Is there any Female police in your district?
    Yes   No
22) Do you think that existence of female police is necessary?
    Yes   No
    22, 1 If the answer is yes, in which circumstances?

a- For arresting of suspected females

b- For checking suspected houses

c- For providing statements of females

d- Body search of a woman or girl

e- (a+b+c)

23) Where do the cases of runaway women and girls get solved in your district? (Rank them 1 to 4 – one being most imp)

(   ) Community shuras

(   ) Court and police

(   ) in the houses

24) Is there a safe place for females in your district in case they need a shelter?

Yes   No

24.1 If the answer is yes, who is supporting this house?

a- Local government authorities

b- Any local NGO

c- Community contribution/Shuras

25)   Do you think that the police in your district generally respect the law?

Mostly   Often   Never

26)   Do the police understand the law

Yes   No   I don't know

27)   Do you feel that the police in your district are aware of people's needs and respectful to the people around them?

Yes   No

27.1   Do you think that the police in your district should learn more about the laws?

Yes   No   I don't know

28.1) If the answer is yes, which kind of training do you suggest?

a- How to read and write

b- Communication skills

c- Laws, regulations, national strategy

d- Conflict Management

28) Do the police drive safely and respect the traffic rules – such as ……law?

Yes   No

29) Do you think that recent police reforms in the last several years have improved the abilities of the police in your community?

Yes   No

30.1 If the answer is yes, in what extent they have improved?
a- Enough
b- More than enough
c- Less

30) Who should be the link between the police and the community? (rank them; one is most important)
a) Shuras

b) Mullahs

c) Maliks

d) Civil Society entities

e) Local entities

Name of Interviewer: _____ Date   /   /

Location of Interview: _____

Annex –III

Police Questionnaire

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BASELINE STUDY FOR PILOT DEMOCRATIC POLICING

Survey Questionnaire

</div>

This brief survey will take only 30 minutes of your time. All of your answers are important in improving the performance and behavior of police with community people and will only be used to better understand how will find out the gaps and address/decrease them in the future. Thank you for your participation in this survey.

Questions from police:
Name: …………………………………………

Province: ………………………………

District: ………………………………

Village:
Questionnaire code no/ /no: ………………… (If possible we can talk with UNDP)

1) Are you satisfied to work as a policeman/woman?
     Yes   No

2) Are you satisfied with the management of your police station?
     Yes   No
   2.1 If the answer is no, what is your suggestion
     a. Enough salary
     b. Enough weapon
     c. Better accommodation
     d. Proper communication
     e. Better promotions
     f. Leave/recreation

g. All of the above

3) How long have you been in the police service
   a.   Less than 5 years
   b.   5-10 years
   c.   10-15 years
   d.   More than 15 years

4) What was your occupation before joining the police service?
   a. Student
   b. Laborer/Farmer
   c. Government employee
   d. unemployed
   e. Trader
   f. Any other; Please specify :………………………

5) What prompted you to join the police?
   a. Financial reasons
   b. Patriotism
   c. For respect
   d. Fulfill personal desire or Interest

6) Are you better off financially since joining the police?
   Yes   No

7) Have you undergone any police training program as yet?
   Yes   No
   7.1 If yes, what was the duration of the training?
   a- Less than 2 months
   b- 2-6 months
   c- More than 6 months

8) Where did this training take place?
a. Police Academy, Kabul
b. PRT
c. FDD
d. Any other – please specify

9. How long ago was this training?
   a. Less than 6 months

b. Between 6 months- 1 year

c. More than 2 years

d. More than 5 years ago

10. What type of training did you receive?

   a- Use of weapons

   b- Communication skills/ Interviewing skills

   c- Leadership skills

   d- Search and seizure skills

   e- Laws/role and responsibilities of the police

   f- Crime detection skills

   g- All of the above[this is not necessary, as they should be asked to give as many
    answers as apply to them]

 11. What kind of training you suggest in future?

   e- How to read and write

   f- communication and negotiation skills with people

   g- Laws, regulations, national strategy

   h- Conflict management

 12. What are the main challenges you face while undertaking daily policing duty?

   a. Lack of community cooperation

   b. Existence of local illegal armed groups/warlords?

   c. Shortage of police personnel

   d. Lack of experience of leadership

   e. Lack of support of superior officers

 13. Do you think people are happy with the police?

   Yes   No

         15.1 If no what is the common feeling amongst the people?

   a. Fear

   b. Dis trust

   c. disrespect

 14. What type of crime mostly occurs in the district you are working?

      a. Armed robbery

      b. Theft

      c. Kidnapping

      d. murder

      e. Family dispute

f. Land dispute/water dispute

g. Honour killing

h. Sexual abuse/rape

SECTION TWO [you should tell the interviewees that the questionnaire is in two sections, on different aspects of their work, so that they don't get confused when the nature of questions changes]

15. Are you resident of this district?

Yes   No

15.1 If the answer is no, where are from?

a- Neighbor districts

b- Other province

16. Do you feel that the communities can also contribution in maintaining the security of the area?

Yes   No

16.1 If the answer is yes, which of the following can be useful?

a- Establishing community safety

b- Conduct bi-monthly community leadership meetings

c- Weekly community leadership meetings

d- Anything else

17. Which of the community groups are effective in maintaining security?

a. local Shuras, Mullahs and Maliks

b. political parties

c. Civil society entities

d. Anything else

18. What are your suggestions for strengthening the police and community relationship?

a. Establishing contact with local influential

b. Establishing contact with intellectuals

c. Establishing contact with Civil Society Organizations

19. Have you ever faced any discrimination during your duty?

Yes   No

21.1 If the answer is yes, what kind of discrimination:

a. Religious

b. Nationality - ethnic?

c. Lingual

d. Regional

20. What are your suggestions for strengthening of police commitments?
    a. Providing enough financial support
    b. regular incentives – financial or medals or recognition
    c. Community recognition
    d. Training programs
    e. Life insurance
    f. Fair recruitment policies

21. Do you think the police should be monitored by anyone outside the police to make sure they do their job well?
    Yes   No

    23.1 If yes, by whom:
    a. The community
    b. The government
    c. The courts
    d. Civil society
    e. The media

22. In the last one year have you noticed any major changes in the police?
    a. Concept of accountability
    b. Anti corruption
    c, More cooperation with the people
    d. More consciousness amongst the people on what are the roles and responsibilities of the police
    e. Punctuality
    e. No change

23. What is your idea about police situation in future?/ How do you feel about the future of your job as a policeman
    a. Hopeful
    b. Disappointing
    c. Not clear