

Evaluation Report  
*Rabta Programme, Rozan*  
1999-2010

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(Final Draft)

Submitted to Rozan by  
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## ACRONYMS

ACM	Attitudinal Change Module
AIG	Assistant Inspector General
ASP	Assistant Superintendent Police
ASI	Assistant Sub Inspector
CBIs	Capacity Building Indicators
DSP	Deputy Superintendent Police
FIA	Federal Investigation Agency
FGD	Focus Group Discussion
GTZ	German
GBV	Gender Based Violence
IO	Interrogation Officer
ICT	Islamabad Capital Territory
KPK	Khyber Pakhtunkhwa
LFA	Logical Framework Analysis
NPA	National Police Academy
NPTMB	National Police Training Management Board
PTM	Police Training Manual
PTC	Police Training College
PTS	Police Training School
PIs	Police Instructors
SHO	Station House Officer
TOT	Training of Trainers

## **1. BACKGROUND**

To encourage social justice and values of human dignity in developing societies like Pakistan and to curb and alleviate high incidence of gender discrimination and violence against women (VAW) prevalent in such societies, state through its key institutions has to play a key transformative role by positing itself in favour of the weaker segments of citizenry. Unfortunately, this is not observed in both procedural and practical terms at the institutional level when it comes to law enforcing agencies of the state in Pakistan.

Police has to be the first institutional defender in all cases of GBV and ill-treatment of women. However, we observe a shabby or abusive treatment meted out to a significant majority of women who come in contact with Police. Exceptions are there to prove the rule. The situation calls for a systematic policy reform and a long drawn process of change in attitudes and practice at all levels of interaction between Police and women, both who are victims or taken into Police custody on some charge.

With its unrelenting belief in violence against women being a fundamental violation of human rights, Rozan initiated Rabta Programme with the aim to develop the understanding of human rights and dignity of women as equal citizens of the state for Police officials at all levels. The programme began in 1999 as a consequence of a need expressed by the management and instructors of the Police Training College, Sihala, in the outskirts of Islamabad. Rabta focuses on developing the capacity of the Police to effectively address the issues of violence against women. The programme interacted with Police at different tiers ranging from constable to DIG. From its initiation to the stage it has reached now, this programme has been adapted and adjusted to the needs emerging from internally conducted assessments periodically.

To understand the transition in approach and adjustments in the programme methodology from 1999 until now, Rabta programme can be classified into three gradual phases:

### **First Phase**

Rabta's focus for the first couple of years (1999-2001) was on initiating the process of attitudinal change in Police through specialized attitudinal change trainings with varying ranks of the Police force. The Attitudinal Change Module (ACM) was imparted through a six-day experiential workshop which was further refined through training evaluations and participants' feedback. The contents of ACM were as follows:

- Self-awareness
- Communication and Interpersonal skills
- Attitudes and tolerance
- Coping techniques for stress
- Power
- Sensitization to gender issues and violence against women and children

Overall, 21 training workshops were conducted in which 495 Police officials (465 Policemen and 30 women)\* participated. The training evaluation and project completion reports suggest that this training programme was appreciated by the majority of the participants. They showed their satisfaction on the contents, methodology and delivery of training. The smaller adjustments in the contents were already made as per participants' suggestions. Although, the first phase of trainings was only limited to Police Training College (PTC), Sihala, but Rozan started receiving the requests and invitations from various other Police Training Schools (PTSs) and PTCs.

The results of the first phase were encouraging. Rozan was not only accepted and recognized in the Police force for its specialized training programme but was also asked to institute and deliver some other orientation and awareness programmes. The major conclusion of this phase was to extend this training programme to other schools/colleges and concentrating on community-Police interaction, as a new initiative, for deepening the change in behaviours and attitudes.

## **Second Phase**

Based on the learning and recommendations of the first phase, the second phase (2001-2004), emphasized on community-Police collaboration, lobbying for institutionalization of ACM in regular Police training, and ongoing training workshops for Police officers. A total of 850 Police officials were trained through 35 workshops. 16 of these workshops were regular attitudinal change workshops conducted with ASIs, Head Constables and Constables of Islamabad Police. Apart from these workshops, Rabta also conducted workshops with Women Police, Punjab, clerical staff of National Police Academy (NPA), Islamabad, Federal Investigation Agency (FIA), Islamabad, Islamabad traffic Police staff, women Police of Islamabad, and trainees of PTS Islamabad.

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\* All the statistics of trainings are taken from phase-wise project completion reports of Rozan's Rabta programme.

In the second phase, a comprehensive exercise was carried out to evaluate the impact of the training programme<sup>1</sup>. The session-wise evaluation of the training programme showed that participants found it very useful in their personal and professional lives. The results of the study showed that this training programme helped the participants in knowing themselves better as persons (self awareness), enhanced their life skills<sup>2</sup> and increased knowledge of and sensitization about the issues related to gender and VAW. During this phase, the need for follow up and refresher trainings was also realized with the organization of two refresher courses and continuous follow up with all participants. Moreover, a newsletter was also published and disseminated among the training participants and relevant Police authorities.

The community-Police interaction, a need identified in the first phase, was also encouraged through organizing various activities like seminars, trainings and smaller group meetings. Although it was a successful experience keeping in view the enthusiasm of community and support of the Police, Rozan realized that such initiatives need to be institutionalized and planned at a much larger scale to reach a significant change.

During this phase, mentoring process with a smaller group was initiated with the desire that this select group, being more sensitive and enthusiastic, would inspire their juniors to bring and sustain a positive change. It proved a useful intervention as Rabta succeeded in creating a human resource pool of people who were better sensitised, more knowledgeable and with an altered attitude. As a team, Rabta also witnesses a substantial change in the participants of mentoring workshops as evidenced through the workshop proceedings and in subsequent meetings and discussions.

### **Third Phase**

The third phase (2005 - 2010) of the project, after factoring in experiences, successes and process monitoring of the first two phases, mainly emphasised on the following two outputs:

- Mentoring training programme for Police officials
- Institutionalization of ACM into regular Police training

During this phase, two mentoring cycles were completed with Police personnel, both women and men from Islamabad Capital Territory Police (ICT Police). The mentoring cycle, which spanned a period of one year, comprised a series of training workshops. A total of 40, 28 men and 12 women, completed this

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<sup>1</sup> Refers to the report 'Creating the context for change: Rabta's report of second phase'. Calling it an impact assessment study is a bit tricky as it only gives an analysis of training output with limited group and scope.

<sup>2</sup> Life skills, according to Rabta's ACM, include communication and inter-personal and stress management skills

mentoring cycle. As far as the second intervention is concerned, Rabta made a head way by being successful in getting the ACM mainstreamed in the Police Training Manual (PTM). The module was formally approved by the National Police Training Management Board (NPTMB) in its 13<sup>th</sup> meeting in July 2006. ACM was developed for three tiers, i.e. Constable/Head Constable, Assistant/Sub Inspector/Inspector and Assistant Superintendent of Police Under Training (ASP-UT). After inclusion of ACM in PTM, Rabta conducted TOT for Police Instructors (PIs) so that they can further impart the ideas, knowledge and information contained in the module to the trainees in PTSs and PTCs. Refresher courses were also conducted for the trainers. A set of training programmes on communication skills and stress management were also conducted with senior Police officers. Although some training workshops included participants from Balochistan and Khyber-Pakhtunkhwa, the focus remained on the bigger provinces of Punjab and Sindh.

## 2. SCOPE OF EVALUATION

At the time of this evaluation, Rabta programme continues with the extensive involvement of Police for almost eleven years with the experience of trying out different approaches and taking varying initiatives. Although a few assessments of the programme were conducted during this period which led to changes in the content and approach of the programme, no comprehensive third-party evaluation of the programme was carried out. Rozan, therefore, planned an external evaluation of Rabta programme to achieve the following objectives:

- Assess the ability and knowledge of trained Police staff in handling the cases of violence against women effectively and sensitively; and
- Determine the degree of ownership and institutional change in Police institutions regarding sensitivity to violence against women

The evaluation team in close coordination with the management of Rozan developed a comprehensive work plan using methods and tools which were deemed most appropriate to achieve the expected outcomes of this study.

The evaluation study assessed the performance of Rabta programme keeping in view the following key factors:

### **Relevance**

Whether the planned objectives of the programme addressed the needs of the target group and, in addition to that, if the said group considered these activities useful? Are these in line with Rozan's mandate and take into account the work done already?

### **Efficacy**

How well did the programme perform, i.e. achievements vis-à-vis stated objectives of the programme plan?

### **Efficiency**

Were both achievements and benefits of the programme match with the extent of the input, its costs and timeliness?

### **Sustainability**

Is the programme likely to continue at its current level, expand or shrink, and what are the potential risks involved?

### **Impact**

How well this programme impacted in achieving the goal? How well has the programme impacted in institutionalising the change? What are the major findings, strengths and weaknesses, of the programme?

### **3. METHODOLOGY**

#### **1. Literature Review**

A) The following project related documents were sought from Rozan for review:

- Detailed Project Proposal Document with LFA
- Baseline Study (if undertaken at the outset or a perception study that formed the basis of this intervention)
- Project related strategy papers
- Curriculum of National Police Academy
- Term Review reports ( if any)
- Periodic monitoring/evaluation reports

B) As a second part of the literature review, international best practices and theories of strengthening the institutional response of Police towards the survivors of GBV and VAW were examined. That primarily identified the areas to be explored further.

It should be noted that observational and perceptive information was available which did contribute to qualitative understanding of the raison detre for Rabta, but no scientific baseline study was conducted at the outset.

#### **2. Conceptual Framework/Detailed Methodology**

On the basis of literature review, a conceptual framework was designed. This framework provided the foundation of the evaluation study. The conceptual framework was shared with Rozan and methodology of the study was finalised. It included the details of methodology and the time line for the study with sites/locations to be visited and personnel to be met and interviewed.

#### **3. Meetings with Rozan Senior Management and Implementing Team (in tandem with methodology development)**

Meetings were conducted with senior management and implementing team of Rozan to deliberate on the following questions:

- What has been the project's influence to achieve the mission of Rozan?
- How the project was planned, designed and implemented?

- How did the project influence to bring attitudinal change in the target groups and how, if, it got institutionalized?
- Reviewing and finalizing the suggested plan and tools of the evaluation study
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- Relevant people to be contacted/met/questioned/interviewed

Through these meetings the sampling of districts for survey and FGDs were also finalised as follows:

#### Survey

- PTS Farooqabad (Punjab)
- PTS Multan (Punjab)
- PTC Saeedabad, Karachi (Sindh)
- PTS Sakrand, Benazirabad (Sindh)

#### FGDs

- Islamabad
- Quetta

### **4- Qualitative and Quantitative Data Collection from field<sup>3</sup>**

The data was collected and analysed to appreciate multiple levels of change. First being the direct Police trainees and their knowledge, attitudes and practices (regarding the issue of violence against women) and second is the institutional level change (systems and procedures). The following tools were used to collect the data.

#### In-depth Interviews

In depth interviews were conducted separately with both treatment and control groups in order to clearly determine the attribution of Rozan's work to bring the desired change in knowledge, attitude and practices of the target group. The respondents of this part of survey were the trainers who were directly trained by Rozan and selected through random sampling from a comprehensive list provided by Rozan and an equal number of untrained trainers. (Respondents 10 treatment, 10 Control)

#### Sample Survey

Sample survey was conducted with a group of trainees who were trained in Police schools/academies by the instructors trained through Rozan to assess the

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<sup>3</sup> All lists of people who participated in FGDs, Key Informant and In-depth interviews or Survey are provided in the annex.

change and improvement in their knowledge, attitude and practices. The participants of this survey were also selected through random sampling from the list of trainees provided by Rozan for each PTS/PTC. (Respondents 120)

Another survey was conducted with a sampled group of senior Police officials who were trained by Rozan on stress management and emotional health. (Respondents 20)

#### Focus Group Discussions

Two FGDs were conducted, one in Islamabad and the other in Quetta, with the selected trainees of first and second phase of Rozan's Rabta Programme, before the ACM became an integral part of the Police Training Manual. These were conducted to trace the impressions of the programme in its first and second phases.

#### Key Informant Interviews

Some key informant interviews were also conducted with leading development professionals, rights activists and senior Police officials who have the experience of dealing with the issues of gender based violence and are aware of Rozan's initiatives including Rabta.

### **5. Data Processing and Analysis**

After data collection in the field, it was processed and analysed to track the achievements, weaknesses, causal relationships and equation of different components of the project.

#### 4. KEY FINDINGS

For the purpose of evaluation of Rabta's 11 years programme in three different phases, the programme is classified in the following three expected results termed as outcomes<sup>4</sup>:

<b>Outcome 1</b>	Enhanced knowledge and training skills of PTS/PTC instructors on issues regarding violence against women
<b>Outcome 2</b>	Enhanced knowledge and sensitisation of trainees of PTSs/PTCs
<b>Outcome 3</b>	Improved institutional response and sensitivity towards VAW issues through involving senior police officials

Table 1

The evaluation findings against each outcome are presented below:

##### **Outcome 1**

##### **Enhanced knowledge and training skills of PTS/PTC instructors on issues regarding violence against women**

Rozan is recognised among key civil society actors and key state institutions as one of the few organizations who have consistently engaged with law enforcement agencies particularly Police to shape their personal and institutional behaviours in favour of women, particularly the victims and survivors of GBV. Training and orientation programme is the main strategy of Rozan's Rabta programme to achieve this outcome. During the second and third phase, Rabta focused on training the trainers, i.e. police instructors (PIs) on ACM who were then responsible to train the different levels of trainees in PTSs/PTCs. The achievements, strengths and weaknesses under this outcome are summarized below:

- 1.1 The training programme is comprehensively carried out across Sindh, Punjab and ICT while only a few trainings were conducted in KPK and Balochistan. The survey results showed that 96% respondents (the recruits) have attended ACM training, 1 % have not; whereas, 3% could not remember if they went through the ACM training or not. The findings of FGD held in Quetta suggest

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<sup>4</sup> This classification is based on a thorough understanding of 11 years of activities besides being deduced from the meeting with senior management and board member.

that although there was a successful TOT for some PIs of Balochistan, but due to lack of follow up by Rabta team due to Rozan’s restrained involvement in Balochistan and KPK, the training programme has stopped for the last last four years. Therefore, no progress is observed in these provinces. Although the reasons were not all in Rozan’s control and largely owe to the security impediments in the western provinces, Rozan does recognise the need for their involvement and is planning to reach out afresh. However, in the past few years it has focused on Sindh and Punjab more concertedly.

<b>Trainings Attended</b>		
<b>Yes (%)</b>	<b>No (%)</b>	<b>Could not remember (%)</b>
96	1	3

**Table 2**

- 1.2 Training the trainers (PIs) has proved to be an effective strategy, as it has helped to: a) institutionalize ACM in regular Police training programme; b) ensured availability of trainers within PTSs/PTCs after them being sensitised, thus ensuring behaviour change communication in and outside the class rooms; and, c) instructors were made able to adjust training module as per needs and circumstances whenever it was required.
- 1.3 The process of selection of trainers for TOT is now finalised after years of different experiments. Rather than the mere nominations from principals or senior Police officials, the participants for TOT (PIs) are now selected based on an assessment through an initial meeting and orientation session in each PTS/PTC. The participants of these initial meetings/orientation sessions (normally all PIs and other teaching staff of PTS/PTC) are assessed on the basis of their participation, background knowledge and interest about the subject.
- 1.4 There is a signal difference observed between the PIs who were trained through Rabta programme and who were not. The participants of TOT were more sensitive and aware about GBV issues, women’s legal rights and Police responsibility to provide them with special assistance and security. Although the in-depth interviews with the trainers trained by Rozan suggest that they feel frustrated and incapable of achieving the desired results due to a lack of institutional commitment and sensitivity towards GBV, they continue to contribute towards changing the mindset of Police trainees. Whereas, on the other hand, the trainers who were not trained by Rabta were initially shy to discuss the issues of GBV and then found little wrong with the prevalent

attitude of Police towards the survivors of GBV. The trained PIs also felt the need to revise Police rules and appoint sufficient number of women Police staff in Police stations. The PIs of Saeedabad, Karachi, and Farooqabad were of the view that although no woman can be held up in Police lockup after sunset as per law, but the discretionary powers given to the SHO under the Police rules contradicts it. They also highlighted the need to appoint women as additional SHOs and IOs so that women could find Police stations safe and accessible. On the other hand, the untrained PIs, having a good knowledge of rules and laws though, were unable to point out any areas of improvement. This clearly helps us arrive at a conclusion that the PIs trained under Rabta programme are more sensitive towards women and have developed critical thinking skills which allow them to analyse the system better, view different situations involving women with a gender lens and come up with positive suggestions in order to bring about enabling structural changes.

1.5 The training skills of PIs trained under Rabta are also appreciable. Almost all the PIs met during the evaluation study were found to be very creative in planning and imparting lessons in the class. They try to improvise different techniques during their class sessions, although they find it hard to perform group works and other exercises because of limited resource material. In training centres, particularly in Saeedabad, Karachi, and Multan, PIs have prepared a soft copy of the material and use transparencies and power point presentations. The PIs of Saeedabad, Karachi organised translations of ACM material into Urdu and Sindhi and forwarded it to all PTSs/PTCs of Sindh. PIs also experience resistance from some of the participants, estimated at 10% of the class participants, due to their preconceived notions on the basis of conservative religious interpretations and dominant societal norms about violence against women. But as a result of their good knowledge about the subject (particularly the Quranic and legal references) and facilitation skills, PIs are successful in handling these participants. This can also be verified from the findings of the survey with trainees which show that a large majority of trainees are satisfied with trainers, consider VAW wrong, unethical and illegal, and hold the view that VAW cannot be justified on any pretext, be it religious interpretations.

1.6 Another thing which brings distinctiveness to trained PIs from others is the change that they observe in their personal lives. Although, most of them were already educated and serve with integrity, Rabta played a significant role in sensitising them on gender issues. While untrained PIs seldom acknowledge that the gender disparities and VAW are rampant in society, trained PIs have the ability to observe such violations at the family level as well. All the PIs interviewed were of the view that before attending Rabta training, they were not cognisant of the fact that girls and women are inherently discriminated at

the family level. Rabta trainings, particularly the session on self assessment, highly influenced their personal lives when they started observing such discrimination and violence around them. All of them have small personal stories to share – from rejoicing the birth of a girl child to giving due attention to wife’s thoughts and plans about their personal lives. This completes a cycle of behaviour change communication, which is a key strategy of Rabta programme, wherein a message is delivered to the PIs; they absorb, internalise, practise it in their personal lives and then disseminate this message in their circle of influence.

1.7 Besides the strengths mentioned above, some weaknesses of the programme are also observed which directly affect the achievements of this outcome. First of all, the disillusionment and frustration of PIs who are the primary bearers of the message and Rabta’s focal points of this whole intervention. Although they are well trained, knowledgeable and sensitive towards women and gender issues, they find themselves helpless before the institutional arrangements and structural impediments in their department. They maintain that ACM has become an integral part of the Police training manual but there still is a lot more to do. For instance, the proper examination of this subject with proper allocation of marks is needed. In most centres, the ACM module is taught on a low priority as it does not carry enough marks which can compel trainees to take it much more seriously or the PTS/PTC management to give it enough importance. It is, therefore, delayed, sped through or at times skipped. Another frustration of PIs is about the attitude and practices of trainees when they are stationed in the field. Many of the PIs have also served in different Police stations and know that the environment of the whole Police station is neither woman-friendly nor encouraging for those who want it to become woman-friendly. They think that Police recruits can only be sensitised in PTSs/PTCs to a certain extent but there is a low possibility of sustaining this change when these recruits are posted in the Police stations.

1.8 Another weakness of this programme is the lack of follow-up from the Rabta/Rozan which also contributes to the frustration of PIs. The only follow up mechanism adopted was: a) organizing refresher courses; and, b) dispatching Rabta newsletter. Even these two activities are not carried out on a regular basis. The previous phase-wise project completion reports suggest that there was another follow-up mechanism adopted in one TOT which aimed to share the experiences of participants through letters but this was never implemented. The PIs also complained that refresher courses are not regularly held and there are long periods of little or no communication between Rabta and them. They emphasised the need for a calendar for refreshers, which ideally should be conducted twice a year. Lack of follow-up

with Police management on policy level issues is also signalled by different stakeholders. For instance, PIs of Saeedabad, Karachi, complained about lack of Rozan's follow-up with AIG Police after his verbal announcement of ACM being mainstreamed in Police training manual. It took time to get mainstreamed band in the meanwhile, Rabta/Rozan's response was both unsatisfactory and slow. They made the same observation about Rabta/Rozan's efforts to seek more importance for ACM.

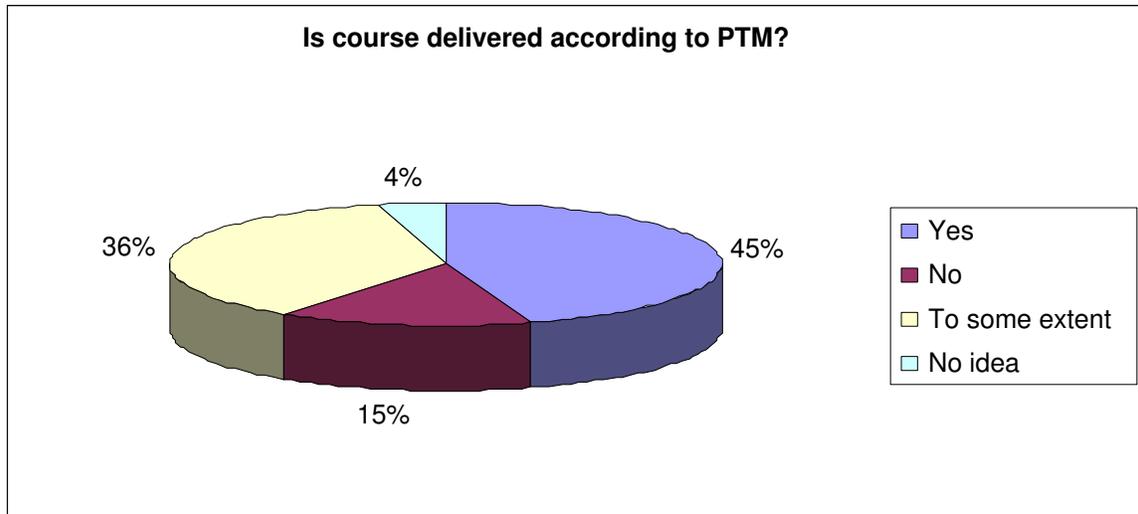
1.9 While Rabta/Rozan is working with Police for almost eleven years, it has developed little synergy with other entrants in the field, GIZ (formerly GTZ) and Oxfam for instance. The same PIs are contacted by GIZ in most cases and they are incentivised and compensated for their services. Similar support is not provided by Rabta/Rozan. Even if PIs are not provided with financial compensation, Rabta/Rozan should invest in class equipments, publications and training material. PIs are aware of Rozan's mandate and limited financial resources as compared to GIZ but they do expect some kind of support.

## **Outcome 2**

### **Enhanced knowledge and sensitisation of trainees of PTS/PTCs**

Following the inclusion of ACM in Police training manual in accordance with the decision of NPTMB, Rabta training programme formally started training the Police recruits/in service trainees through PIs who were directly trained under Rabta. These trainees were walked through ACM in a systematic fashion. The process began with one-day orientation session. Participants were then selected by the PTS/PTCs to undergo a 5-day training session. Some months later, a 5-day refresher was also conducted. This particular activity of teaching ACM in centres as a part of mainstream syllabus was Rabta's first significant experience during the third phase of the project. The contents of this training were derived from major themes of self-awareness, behaviour change communication, interpersonal skills, and sensitisation to gender issues and violence against women. A sample survey was conducted to record the level of knowledge and sensitisation of trainees as an outcome of Rabta programme. The principal findings of this component are detailed below:

2.1 The delivery of sessions according to PTM (wherein ACM is included) varies in different schools and with different PIs within the same school. The following pie chart narrates the response of trainees with respect to the delivery of the course as contained in the training manual.



**Figure 1**

2.2 The survey results showed that a majority of trainees considers any act of violence or ill treatment of women is unethical and does not accept any justification for this act on the basis of religion, social norms or the existing laws. This finding confirms that Rabta/Rozan and PIs are successful in influencing the thinking and behaviour of recruits in PTSs/PTCs to a large extent but still a considerable percentage of trainees believe that VAW is justified in certain circumstances by religion. This is a worrying factor (Figure 2, 3, 4, 5). There are internal contradictions within the responses of those who justify VAW according to religion or Shariah law. On the one hand, they think that VAW is not a good thing but on the other, they would find justification for VAW citing a few Quranic references and their conservative religious interpretations. A variation in these responses on geographic basis was also recorded. For example, 90% of those who supported VAW on the basis of religion or the Shariah law are from PTS Multan. The remaining are from Farooqabad and Sakrand. We recognise that trainees come to these centres from adjoining cities as well but regional trends may still be tabulated. This somehow reflects the plight and portrayal of women in rural and semi urban areas of Punjab and Sindh, where there is a higher incidence of VAW cases. Young minds from these areas find it difficult to think beyond the stereotypical gender role assigned to women and therefore find it easy to justify these socially constructed norms and practices in the name of religion.

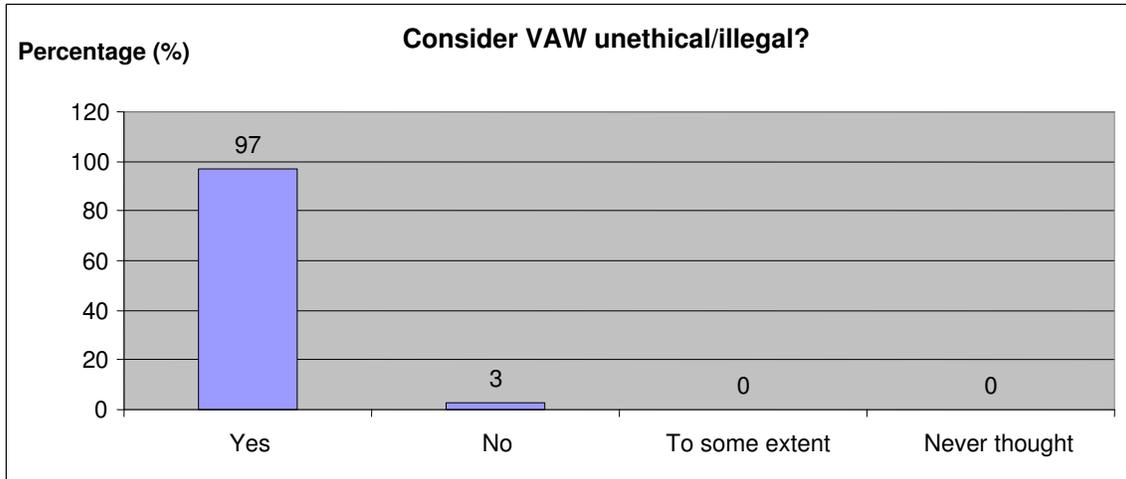


Figure 2

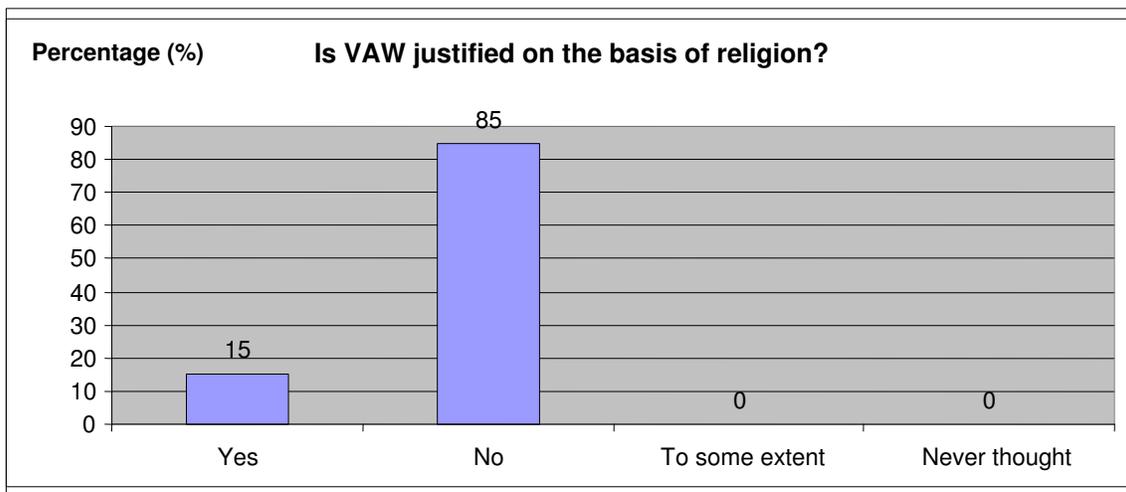


Figure 3

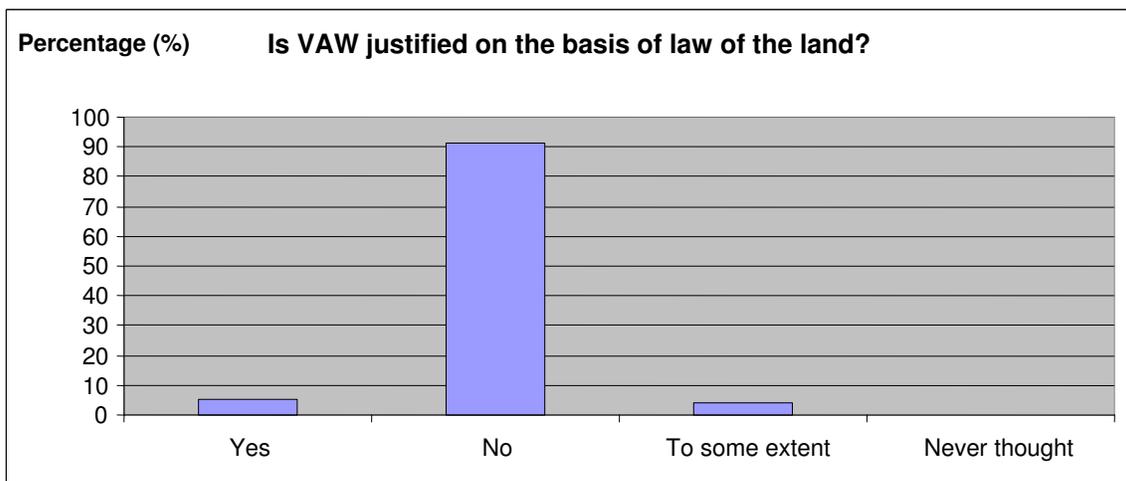


Figure 4

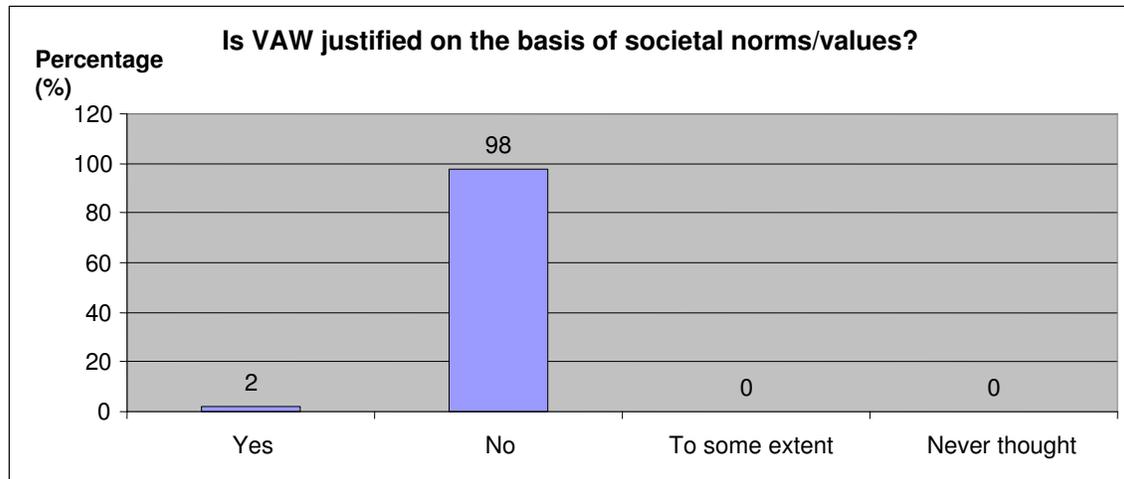


Figure 5

2.3 The survey also confirms that trainees in PTSs/PTCs are aware of the hostile environment for women in Police stations. That is the reason that majority of them do not consider Police stations as women friendly spaces. This understanding among the trainees is encouraging but they were not found to be capable of suggesting any changes. They were either silent or vague about the ideas to improve Police stations in favour of women.

2.4 The most interesting finding of the survey was about the issues of VAW being solved at the household level and the survivors of GBV reaching out to the Police stations. The results show that about 67% trainees are of the view that it is appropriate to solve such cases within the family while another 20% supported addressing these issues at household level to some extent. The reasons mentioned to support this premise are again typical of how people think in the society at large, i.e. solving things within the household maintains family honour and that family understands its own issues and realities which are hidden from outsiders. None of the respondents commented on the lack of security women experience in Police stations or courts while pursuing such cases. It means that issues related to VAW are mostly considered as 'family affair' and settlement of these issues by the family enjoys social and institutional encouragement including the support from law enforcement agencies like the Police.

The minority 12% trainees who categorically rejected this practice emphasised that it is the legal right of women to pursue their cases in the court of law. Understandably, they also think that the whole Police and court culture is not women friendly and instead of supporting the survivors, it intimidates them. Another result of the survey gives a ray of hope where 85% (51% yes, 34 to some extent) find it appropriate for women to contact Police stations as a second option.

2.5 Contrary to the above mentioned finding where majority of trainees supported the settlement of cases at household level, on the basis of social construct of family's honour and not because of Police hostility towards women, another result of the survey showed that Women Police Stations are not viewed as women friendly spaces either. A considerable number have suggested that the understanding of human rights in Women Police Stations need to be improved so that women can feel safe and secure. Also, a significant majority stated that Police culture can be changed in favour of women if more women Police staff is appointed, timely legal assistance is provided to the survivors, and security concerns of victims and survivors are properly addressed.

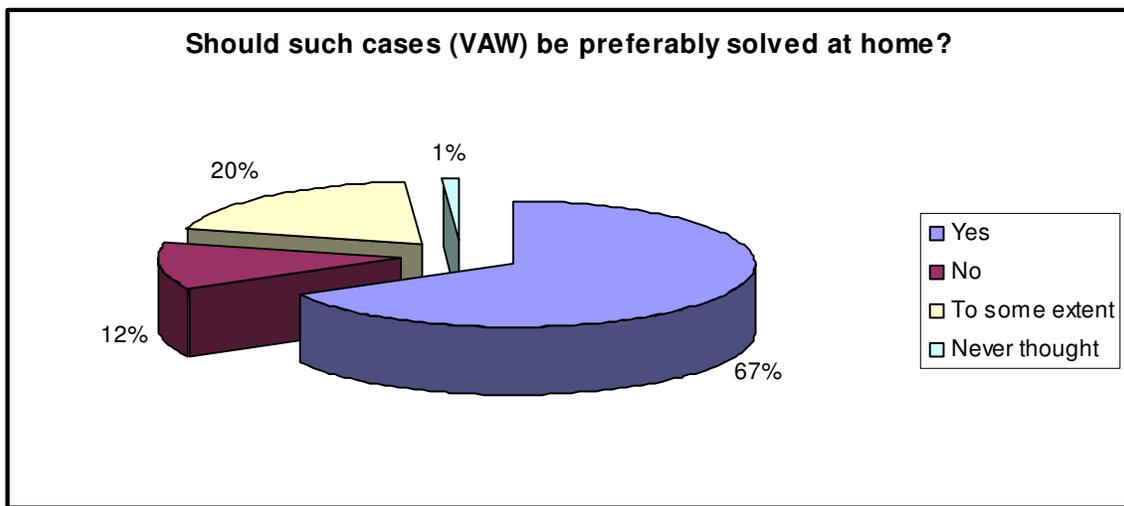


Figure 6

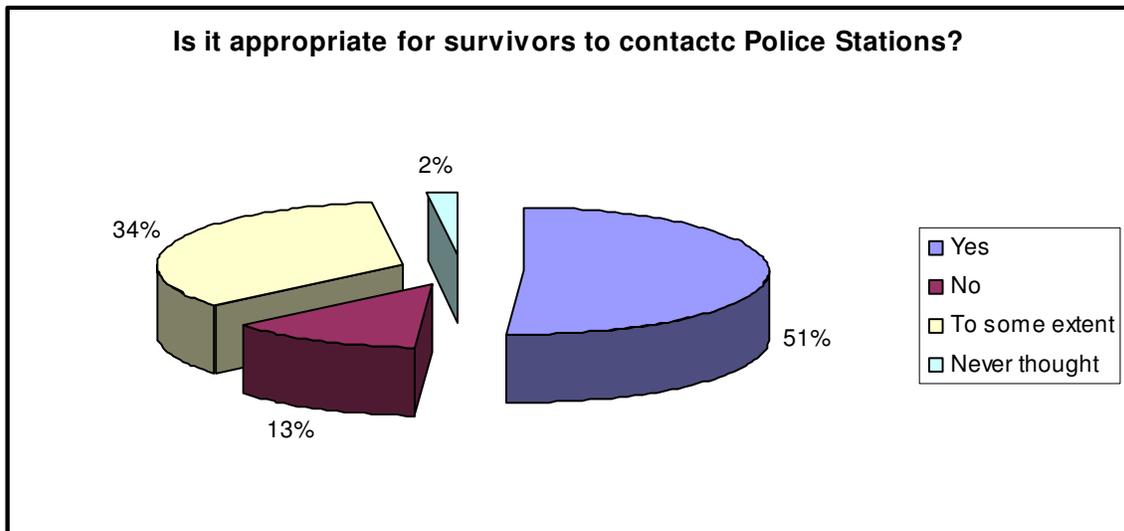


Figure 7

2.6 It is also observed that this programme was instrumental in raising awareness about the gender issues to a considerable extent but could not bring about a substantial change in the overall attitudes of trainees. For example a significant majority of respondents of the survey (trainees) did not support the acts of VAW, partially because of Rozan's training and partially because of the current socio-political scenario which does not allow the blanket support of VAW, but the same people were favouring the settlement of gender issues at household level and not by any law enforcement agency. The knowledge of socio-economic and political basis of VAW and women's legal rights is also very limited. While analysing the weaknesses of the programme, this must also be noted that this particular component of Rabta programme is in its initial stages and has yet to gain due institutional attention.

2.7 On the whole, this component of the programme was not fully effective in producing the desired results. The reasons are diverse and range from the duration and focus of ACM in the whole training programme to grossly conservative socio-religious justification of VAW. Although, orienting and sensitising the younger minds of recruits is an excellent approach and appreciated by all stakeholders, the time and effort dedicated for this purpose is limited, e.g. the examining marks and duration of the module, the lack of provision of sufficient training material, insufficient contact of Rabta team with trainers, etc. It is also observed that those who perform better and align themselves with the ideals of equity and justice get frustrated after becoming a part of the larger Police culture. However, the institutionalisation of ACM is an encouraging development and can lead things into the right direction if consistent efforts are made.

### **Outcome 3**

#### **Improved institutional response and sensitivity towards VAW issues through involving senior police officials**

3.1 It is observed during conversations with Police officials and PIs that Rozan as an organisation and Rabta as its programme are duly recognised and widely appreciated. There is respect for Rozan's work in Police because it remains one of the pioneering organisations to interact with them. Rozan, through its consistent effort for many years, was able to sensitise the Police department to include ACM in regular PTM. Rozan has never been involved in promoting the institutional reforms in Police. Nevertheless, Rabta training programme and rigorous engagement with Police has given positive results. Inclusion of ACM in regular training curriculum, signing of memoranda of understanding between

Rozan and the Police department, and facilitating the PIs to participate in training workshops are a few examples, which indicate the urge of institutional gender reform.

3.2 This is significant to note that all senior police officers interviewed commended Rozan's efforts for the introduction of ACM content in the PTS/PTCs and then the inclusion of the module later into mainstream curriculum/PTM for entry and early middle level police personnel.

3.3 According to the findings of key informant interviews and FGDs, some weaknesses of institutional response are also recorded. It was found out that most of the Rozan-Police engagement is Rozan driven. The response of Police management was half-hearted in the initial phase. Nomination of Police staff for the trainings was considered an extra duty, thus people were sent initially to fulfil the requirement of the agreement between the two institutions. It is also highlighted in a number of discussions that Rozan does not offer any comprehensive training programme for senior Police officials and the stress management course is both wrongly timed as the officers have not experienced any spells of stress when they are being trained at the induction level and the content is also considered limited for these officers.

While Rabta team and their documentation apprised the evaluators of a number of courses on stress management that they have run for in service SSPs and DIGs, it was not mentioned once by any senior official met

3.4 To accelerate the process of attitudinal change in junior Police staff and to reform the culture of Police stations, long term engagement with senior Police officials is highly desirable. It is observed that most of Rozan's engagement with senior Police officials was limited to one-off semi technical course like emotional health and stress management techniques.

3.5 It is also learnt that some other organizations like GIZ and Oxfam-GB have initiated gender reform programmes for the Police with some comparable or similar interventions. Here again, Rozan is unique as its training programme is already included in the PTM but the engagement/collaboration with other organizations can help it in a couple of ways: a) addressing its own areas of concerns by learning from others and accessing best practices worldwide by engaging with international organisations; and, b) advocating for its larger agenda of gender sensitive and responsive policing.

## 5. CONCLUSION AND RECOMMENDATIONS

- The findings of the evaluation study confirm that the introduction of behaviour change communication model through TOT remains successful. As far as the design of the training programme is concerned, it should now be continued as it was practised in the third phase. Nevertheless, minor modifications may be made if instructors see the need. The process for selection of TOT participants in the third phase has also become more rigorous as compared to the previous two phases. This should be continued in future as well. Capacity Building Indicators (CBIs) for training programmes need to be developed to track the changes and improvement in each participant at different stages of the training cycle. The CBIs and its marking can also provide baseline information about the knowledge, attitude and practices of participants which can be used later for purposes of comparison.
- Although it is a policy decision made by NPTMB that ACM becomes an integral part of the regular Police Training Module (PTM), it is also observed that in many cases the course is either not taught as per the written module or, in some instances, the module is not printed in the PTM. Rozan must ensure that ACM is included in the PTMs that are used in all four provinces and other territories of the state.
- The training contents of Rabta are satisfactory but need to be updated on a regular basis. For instance, there is an urgent need to include a session on understanding the issues of Police women and institutional response towards their requirements and concerns.
- The session-planning of ACM should involve more focus on: a) knowledge about problematising the gender issues and women's legal rights; and, b) the desired attitude of Police as officials and as an institution.
- The changes and additions proposed in approach and contents of the overall training programme may not only apply on existing engagements in Punjab and Sindh but also taken into account from the outset when new initiatives in Balochistan and KPK are planned.
- Rabta/Rozan and resource pool of trained PIs should also lobby and plan a policy level advocacy to prioritise ACM with higher mark allocation, proper examination and attention to its systematic teaching in all PTSs/PTCs.

- It is observed that Rabta's engagement with Police women in eleven years remained limited. This concern is shared by the evaluation team, PIs, senior Police officials, rights campaigners and a part of Rozan's management itself. For any engagement with Police in future, women members of the force must be given a priority. If it is difficult to engage Police women in every PTS/PTC, a separate batch of women Police instructors should be included.
- No training programme can sustain its impact without a strong follow-up mechanism. Rabta has suffered from insufficient follow-up, both with the PIs and the Police management. Refresher courses should be organised with a regular frequency and follow up visits planned by Rabta at least on a quarterly basis. The participants of TOT can also be given some group assignments until the next follow-up meeting or refresher training.
- Rabta/Rozan should provide some material assistance to PIs for training aides and classroom equipment. In case Rozan cannot provide such resources itself, it should engage with other organisations or projects for mobilising such support. This is important to create an enabling environment in classrooms. Training material in narrative, pictorial and digital forms need to be provided.
- Rabta needs to improvise the behaviour change communication model at the semantic level while taking the Police management on board. There should be more emphasis on being a good police officer than an abstract notion of a good human being. Likewise, it is important to emphasise being a 'gender sensitive Police(wo)man' and the expression of 'society should be sensitive towards women' with 'Police should be sensitive to women'. The conciseness and directness of the message can be useful in bringing and sustaining the change in the Police department. Such messages will eventually help in understanding the acts of VAW as legal issues and not as family issues.
- Lectures from intellectuals, senior Police officials, renowned rights activists and other celebrities should be organised, particularly for senior officers. The role modelling through selected Police officials and celebrities (particularly sportspersons, film/TV actors and politicians, as the concept of masculinity is generally associated with them) can also be employed at different levels of training/orientation and engagement. Rabta does introduce senior police officers to broader gender based concepts but that needs to be strengthened and taken to a higher

intellectual level. This was also stated by the senior police officers interviewed.

- In terms of engaging with senior police officers, the systematic engagement needs to go beyond the course of stress management and emotional health. It is recognised that other initiatives of orientation and training are also undertaken from time to time but they are seen to be erratic by senior police officers interviewed. For ASP/DSPs, the stress/emotional course has remained a part of their induction programme at NPA. This should either be repeated or conducted for the first time after a couple of years of experience of field postings. This, the evaluators are told by Rozan management, is already being changed. Besides, engaging with and training/sensitising more senior officers, SSPs, DIGs, AIGs, etc. need adequate capacity in terms of intellectual and experiential strength on the part of Rozan.
- Rozan must capitalise on its good reputation with the Police management and use this leverage to contribute to policy and structural reform in the Police department. There is a need to approach senior Police officials whose role is detrimental to produce the desired results at the Police station level. There is also a need to run a more comprehensive engagement programme for senior Police officials simultaneously with teaching ACM in PTSs/PTCs. In our view, a long term engagement with Police can be established through longer, more comprehensive and intellectually higher level training provision at the NPA level besides developing a resource pool of senior officers and trainers for peer counselling sessions.
- An advocacy programme to influence policy and decision making must be designed with clear purpose and should work in tandem with the training programme.

## 6. IMPACTING THE OVERALL SCENARIO

Skipping a great deal of history, we may begin by saying that the character of modern institutions developed and evolved in human society at large in order to discipline and normalise all citizens and keep social order intact are 'restrictive' in nature. The social order is determined by the law of the land which in turn is devised by the powerful segments of society. There could be more participation from weaker segments if a balance of power is created by the changing socio-economic conditions and distributive justice is encouraged. However, even after the advent of modernity, in colonial societies these institutions have remained 'coercive' rather than 'restrictive'. For at the cost of material exploitation of colonised societies, the project of modernity was possible in the colonising countries. Regrettably, the 'coercive' nature of state institutions has not changed in post-colonial societies like Pakistan where little has been done to bring about rudimentary changes in terms of substantive structural reform and encouraging values of equity, equal opportunity and justice even after independence from the colonial rule. Whereas, in intellectually and/or economically advanced countries, the essential role of police is either established to be or increasingly becoming 'protective.'

In Pakistan, police being the primary institution of the state, mandated to establish its writ, becomes the first experience of any citizen when s/he comes in contact with state power, for whatever reason there may be. One could see that just adding a suffix like 'force' after 'police' making it 'police force' elucidates the very nature of the institution as seen and propagated by the state. The primary function of this 'force' remains its utilisation by powers that be to 'coerce' the vocal opponents in particular and to pre-empt any opposition by the citizenry in general. Therefore, for the last 150 years, police is oriented and trained in a certain manner to perpetuate the writ of the powerful. They have to treat the person interacting with them from an ingrained position of power, authority and recklessness. This is irrespective of whether this person is charged with an offence or complaining against an offence that breached her/his rights.

Women, in this situation, become the most susceptible. The reasons are primarily social but the oppressive institutional infrastructure increases their vulnerability due to their biology. There is enough experience of Pakistani women to confirm that their predicament is not over when the crime committed against them is over, because they dread reporting that crime to police. Moreover, women charged or alleged to be offenders themselves are subjected to even more difficult and abusive situations.

The challenge that a conscientious and concerned civil society face in this overall scenario is to fundamentally change the nature of the institution of police from being 'coercive' to 'protective.' It may remain 'restrictive' in a limited way in order to provide protection to the innocent, weak and the rights-holders of citizenry at large. But this is emphasised that the overall nature of the institution has to get transformed into being 'protective.'

Rozan, being a noted civil society organisation, has successfully contributed to this end by undertaking initiatives like Rabta. However, it needs to rethink its strategies periodically on the basis of both perceptive and scientific learning, improvising its approaches on the basis of experiences with police and engaging more with the broader paradigm of law enforcement and policing.

With a set of weaknesses highlighted above in this report, that can be rectified with good intent and more meticulous planning, this could be comfortably conveyed to the larger audience that Rabta programme has largely achieved what it had set itself to achieve. But that marks the beginning of the process of transforming the institution of police. For the citizens of Pakistan, particularly women, have not achieved what they deserve to achieve, their right to protection, security and freedom from any kind of oppression.

For Rozan, it is important to position itself carefully within the two paradoxical views, one being 'no change is possible in isolation' and the other being 'do what you could to bring about a change, however small it may be'. The three practical needs of Rabta programme or a similar programme envisaged by Rozan at this juncture shall be:

- To contribute towards the development of an overall policy reform agenda for policing in Pakistan, sharing its ownership with larger civil society (Develop advocacy<sup>5</sup> plans to further this agenda).
- To continue improving and refining its various training programmes but placing them within the overall framework for change.
- Stay resilient in its endeavour and while not compromising on quality of its work and being conscious of frequent improvement, continue to pursue its objectives for change without worrying too much for blanket approval and endorsement by everyone. Both Rozan and its donors need to appreciate that there is no way that such initiatives can be sustained without external support for some years to come.

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<sup>5</sup> Please note that the inclusion of ACM in the regular curriculum of PTS/PTCs confirms the possibility of successful advocacy. Only, that this has to be taken to a higher, more significant and impactful level.

## 7. ANNEXURE

### 7.1 Schedule of Evaluation

<b>Activity</b>	<b>Location</b>	<b>Date</b>
Literature Review	Islamabad	7-15 Feb
Meeting Rozan Management	Islamabad	4-10 Feb
Inception Report and Finalization of methodology	Islamabad	20-28 Feb
Sample Survey	Saeedabad (Karachi) Sakrand (Benazirabad) Multan Farooqabad	8-28 Mar
<i>(Field surveyors conducted this survey with trainees of ACM)</i>		
In-depth and Key informant Interviews, FGD	Islamabad	14-17 Mar
In-depth and Key informant Interviews, FGD	Karachi	18-20 Mar
In-depth Interviews	Quetta	21-22 Mar
In-depth and Key informant Interviews	Lahore and Multan	21-24 Mar
Data Processing and Analysis		1-15 Apr
Report Writing		16-28 Apr

## 7.2 List of Surveyors/ Interviewees

### Surveyors

Amjad Hussain (Multan), Harris Khaliq (Islamabad, Karachi, Sakrand, Multan and Farooqabad), Hammal Mir (Karachi and Quetta), Jamshed Sultan (Farooqabad), Sohail Abro (Sakrand), Zeeshan Noel (Islamabad, Karachi, Sakrand, Multan and Farooqabad)

**Please note that 120 survey forms were filled by the trainees of ACM.**

### Interviewees (In-depth interviews)

#### Treatment Group

Abdul Aleem Ansari  
Naeem Zeeshan  
Tahir Abbas  
Irshad Ahmed  
Raja Zia  
Kashif Nawaz  
Mian Tariq Mehmood  
Imran Razaq  
Muazam Abbas  
Allah Ditta Dhaku

#### Control Group

Muhammad Mithal  
Muhammad Anwar  
Abdul Mateen  
Muhammad Ashraf  
Abdul Qadeer  
Fazal ur Rehman  
Muhammad Qasim

### Interviewees (key informant interviews/FGDs)

Syed Shabbir Ahmed (NPA Commandant/IGP)  
Qamar ul Hassan (Training Commandant, NPA)  
Sarmad Saeed (AIG-Training, Punjab)  
Ehsan Sadiq (AIG, Islamabad)  
Ghaffar Qaisrani (SP, Islamabad)  
Nadeem Hussain (SP, Islamabad)  
Ilyas Javed (DSP, Farooqabad)  
Javed Bashir (DSP Legal, Multan)  
Abdul Qadeer (CLI, PTS Multan)  
Sultan Ahmed (SI, Islamabad)  
Muhammad Athar Khan (SI, Islamabad)  
Naheed Mukhtar (Constable, Islamabad)  
Shahid Mehmood (SI, Islamabad)  
Awais Muhammad (Inspector, Islamabad)  
Nighat Haider (DSP, Islamabad)  
Dr. Noreen Khalid (Manager Education and EAW, Oxfam-GB)

### **7.3 Key Questions for Focus Group Discussion**

**Duration: Two hours**

**Participants: Trainees of first and second phase of Rabta Programme**

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1. How was the experience of attending trainings with Rozan's Rabta programme?
2. What were the strengths and Weaknesses of that training programme?
3. How did you find these trainings worthwhile in your personal and professional lives?
4. Did this training provide you any emotional support to view yourselves as an important and useful part of the society?
  - a. Were you satisfied with you general impression in society?
  - b. Did this training give you a moral courage to evaluate yourselves and identify your strengths/ weaknesses as an individual and an institution?
5. How do you see the role of Police in providing assistance and security to the women survivors of sexual and gender based violence?
  - a. Are you satisfied with the role of police?
  - b. If not how do you think it can be improved?
6. How women survivors of sexual and gender based violence are treated in the police stations where you are posted?
7. Did this training, in any sense, help to change your dealing with women survivors of sexual and gender based violence?
8. Do you find the police stations as a women friendly space, which guarantees them security and a decent behaviour?
9. What reforms are needed to make police stations women friendly spaces?
10. Have you ever tried to execute your ideas/plans in this regard? What was the institutional response?

## **7.4 Interview Guidelines for in depth Interviews**

**Duration: One hour**

**Participants: Trainees of first and second phase of Rabta Programme**

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*(The interviews to be conducted with treatment and control group of Police Training Schools' instructors to evaluate their knowledge, attitude and practices regarding gender sensitive policing)*

Following information will be gathered in these interviews:

- Interviewee Profile  
Personal and Professional details
- Views on issues of discrimination and violence against women, their legitimacy in religion, society or law
- Treatment with the survivors of sexual and gender based violence, from registering the case to assist them in seeking justice
- Views on women survivors of such violence coming to police stations (should they come to police stations or settle such issues at home?)
- Information about the SOPs for dealing with the women survivors
- Information about the mechanisms to ensure security and legal assistance to women survivors
- Gaps in gender sensitive policing and suggestions for improvement
- Views on ACM course
- Time taken to teach this course and methodology used
- How was the experience of teaching ACM
- What was the response of trainees?
- Influence on personal or professional lives while participating in ToTs or teaching this course



Yes..... No ..... To some extent .....

Do you consider VAW ethical/justified according to the law?

Yes..... No ..... To some extent .....

Do you consider VAW ethical/justified according to the social customs?

Yes..... No ..... To some extent .....

Do you think the environment of police stations is women friendly?

Yes..... No ..... To some extent .....

If yes, then why and how do you feel it?

Do you think there is a need of some procedural changes to convert police stations into women friendly places?

Yes..... No ..... To some extent .....

If yes, what kind of procedural changes are required?

What kind of violence women survive with in our society?

Economic Injustice Yes..... No ..... To some extent .....

Social Disparities Yes..... No ..... To some extent .....

G/SBV Yes..... No ..... To some extent .....

What kind of survivors contact police stations the most? (rank)

- Survivors of domestic violence
- Women harassed and abused at work places
- Survivors of Sexual abuse/violence

Should such women resolve these issues at family /domestic level?

Yes..... No ..... To some extent ..... Never thought.....

If yes, then why?

Is it appropriate for survivors of violence to contact police stations?

Yes..... No ..... To some extent ..... Never  
thought.....

What is the procedure adopted to register the complaint of survivor women?

What steps are taken to ensure the safety and security of survivor women when they contact police stations?

Which institutions should be contacted to ensure security and legal assistance of survivor women when they contact police stations?

Do you think that enhanced security arrangements and timely legal assistance is needed to improve the environment of police stations in favour of women?

Yes..... No ..... To some extent .....

What are your suggestions to improve security and timely legal assistance?

Name of person interviewed

Name of interviewer

Date and Place

**(CONCLUDES)**