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**POLICE STATION VISITORS WEEK
26TH TO 30TH OCTOBER 2009**

REPORT OF RESULTS IN NEPAL

FOREWORD

Police stations are the nerve centres of policing. Unfortunately, service delivery at the cutting edge level has not been the main focus of police reforms. Police stations are the first contact point of citizens. And there exists a disconnect between outside space and police stations. This spatial disconnect is because the citizens feel that in the police stations, they might be 'detained, physically assaulted, insulted and coerced to pay bribes'. This kind of perception, poor management practices, lack of accountability and transparency, and prejudiced response has contributed to the underreporting of crime besides many other distortions.

Police Station Visitors' Week is a positive step towards bridging the distance between the police and the people. The methodology adopted is to explore as to how far the police stations are accessible and have community orientation besides offering conducive environment for the vulnerable groups. This is also an attempt to make an assessment of the various aspects of the police stations including physical infrastructure, resource management, professional capacities, communication, service-delivery and networking.

These visits in many countries have helped to institutionalise community partnership and public ownership of police stations. These visits have also created conducive environment for making police service-delivery transparent and accountable. It has also highlighted the need to converge security and safety concerns with delivery of justice.

Above all, police station visits have also underscored the need, to develop community oriented performance measures to evaluate the work of police functionaries at the cutting edge level.

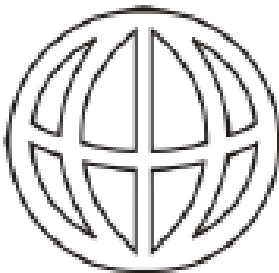
Pramod Kumar

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Mission of Altus



Altus is a global alliance working across continents, and from a multicultural perspective, to improve public safety and justice. Altus places special emphasis on police accountability and the quality of police oversight, serving as a source of knowledge and innovation for governments, police leaders, human rights activists, legislators, journalists and citizens around the world, concerned about the effective and fair control of policing.

ACKNOWLEDGEMENT

Police stations welcome more citizens across their thresholds in Asia in PSVW 2009. For making this unique event a continuing success, IDC-Altus is grateful to the police departments and civil society members.

We are thankful to Nepal Police and Partner Organizations - Conflict Study Centre, Kathmandu.

Rainulha Dagar

Coordinator Justice and Democratic Governance Programme IDC

The Police Station Visitors Week gives civilians an opportunity to observe their police stations and become better acquainted with the police. Furthermore, the police benefit from the visits as they seek ways to further improve their service, learning from the reactions of the visitors and understanding how their station compares with others in the region and around the world.

SUMMARY

The third edition of the PSVW was organised from 26th to 30th October, 2009 in which 20 countries participated with more than 1,000 police stations receiving nearly 5,000 citizens. This global participa-

In March 2010, a Global Meet will be held in Nigeria in which top police stations from each region will be present and an independent jury will make the final judgment about which police station should receive the Global Award in each of the five dimensions of assessment.

tory programme aims at measurably improving the quality of local police services as perceived by local communities, taking into account the capacity of frontline managers in the police (e.g. Station Commanders), the exchange of good practices and the effectiveness of accountability mechanisms in police stations.

In Nepal, the visits were organised by Conflict Study Centre, an NGO based in Kathmandu. Institute for Development and Communication (IDC), Chandigarh, India, a member of Altus Global Alliance coordinated with Conflict Study Centre. Visits to 10 police stations were made in three central districts of Kathmandu, Bhaktapur and Lalitpur. The 200 visitors included representatives of media, students, lawyers besides civil society members and eminent citizens.

The visits were structured through a common protocol, the world over, that instructed the visitors how to prepare themselves for the visits, what to look for and how to discuss their impressions with other visitors. The visitors answered 20 questions immediately after the visits. The team leaders collected the questionnaires along with the narrative brief which were uploaded into a secured multilingual website. The Altus Global Alliance used the ratings supplied by the visitors to calculate the overall score for each station, as well as separate scores in five dimensions of police services: community orientation; physical conditions; equal treatment of the public without bias based on gender, ethnicity, national, minority status, age or sexual orientation; transparency and accountability; and detention conditions.

Among all the stations visited in Nepal, the following three stations received the highest overall scores: (i) Bhaktapur police station; (ii) Hanumandhoka police station, and (iii) Maharajjung police station.

The scores and reports from these stations will now be combined with those from other participating countries in this region and analysed in a regional report. These reports can be used by the police and community residents throughout Nepal to discuss the elements of police service that have impressed the local visitors most. This should help to spread good practices, improve relations between the police and civilians, and strengthen the accountability of the police to the people they serve.

WHY A GLOBAL EVENT?

Providing access to an effective and respectful police service is increasingly recognised as essential to good governance. Accountability drives improvement from both the supply and the demand sides: giving police commanders incentives for improvement and providing information and opportunities that allow civil society organisations and citizens to guide the direction of reforms. When police are accountable not only to their superiors and the courts, but also directly to the citizens they serve—especially the poor—there is a real chance to undo the fear and distrust of police that is a daily reality around the world.

It is in this context, the PSVW aims to strengthen police accountability to local citizens, particularly to poor and marginalised populations, in dozens of low and medium income countries simultaneously. Annual visits by groups of citizens to local police stations are coordinated globally to produce comparable scores on five dimensions of police service. The visits and the scores help to identify and promote examples of good practice nationally and globally, while allowing national civil society organisations and local citizens to engage police commanders in their own regions to improve services before the next year's visits. In addition, the results will inform technical assistance that Altus will provide to police organisations and police oversight bodies, thereby measurably improving their responsiveness to local concerns.

Why focus on police stations?

Across the developing world, members of the public gain access to police services through police stations. It is here that victims of rape report the crime and seek assistance; it is here that people with disputes over property come for help; and it is here that relatives of those who have been detained come seeking information.

Yet many police stations are dreaded places to visit—raising fears among local citizens that they themselves might be detained, that they may find themselves asked to pay bribes for the most routine services, or that they may simply be insulted. These fears and poor management practices lead to the under-

Participating Countries 2009
Armenia
Bangladesh
Bolivia
Brazil
Chile
Columbia
Ghana
India
Latvia
Liberia
Malaysia
Mexico
Nepal
Nigeria
Pakistan
Peru
Russia
Sierra Leone
Uganda
United States

reporting of crime, resort to vigilante justice, and contempt for the police—all of which undermine public safety, access to justice, and good governance.

By increasing the transparency of police service at police stations this programme seeks to improve trust and cooperation between police and the public, leading to greater safety and access to justice.

Why rely on structured visits to police stations by local citizens?

The participatory assessment tool of the PSVW has been developed and tested over the last six years by a consortium of civil society organisations around the world.

For any member of the public, spending time in a police station—even just an hour—generates impressions about whether that station is well run and provides good service. Until now, however, there has been no easy-to-use tool that can capture and quantify these valuable impressions, allowing them to serve as a basis for change and reform of dysfunctional institutions.

In 2002, Altus began developing a participatory evaluation tool to be used by local citizens to measure the services rendered by their local police stations. Altus tested the first iteration of the tool in Chandigarh, Johannesburg, Moscow, New York, Pretoria, Rio de Janeiro, and Santiago and revisions were made.

The revised instrument—the Police Station Visitors Kit (the Kit)—was translated into 17 languages for coordinated testing in a single week in 2006. In preparation for this massive test, Altus members organised the visits themselves in their own countries and formed agreements with 76 NGOs in other countries to train local team leaders, conduct the visits, and report the scores. In late October 2006, nearly 2000 participant visitors tested the revised Kit by visiting 471 police stations in 23 countries. Participant countries included Benin, Brazil, Ghana, India, Latvia, Liberia, Malaysia, Mexico, Niger, Nigeria, Peru, Sri Lanka, and South Africa.

In each country, Altus or its local NGO partners secured the cooperation of police officials for the Police Station Visitors Week. This was possible because Altus emphasised the use of the Kit to identify good practices. Altus focused attention at national, regional, and global levels on the police stations that visitors scored the highest, presenting awards to the top station commanders and promoting their exemplary practices in global professional forums.

AWARD WINNING PRACTICES AROUND THE WORLD FROM EARLIER PSVWs

Police station visits from around the world point to certain exemplary practices that have appealed to citizens. What makes a police station friendly? What inspires confidence in its citizens? How are people on the margins made to feel comfortable and important? Are rights of detainees safeguarded? Documented here is a brief overview of best practices ranging from a small balai in Malaysia to a large police complex in Los Angeles.



❑ COMMUNITY ORIENTATION

- **Citizen-friendly police stations:** Helping citizens to use police services with displays explaining citizen rights, how to report a crime and procedures to use public services is perceived as people-friendly.



- **Package services in a single instance:** Coordination with other service agencies, such as services for counselling, domestic violence, security provisions in incidence of gender violence allows the police to provide a more comprehensive service. This one-point information and access network of services reflects efficient and caring service-delivery.
- **Participatory outreach and community services:** Generate support and trust from citizens' services such as information on travel agents, tourist assistance provided at the police stations and programmes for seniors and youth etc held in the community. This helps in increase public engagement with the police.

☐ PHYSICAL CONDITIONS

- **Inviting and open premises:** Well-kept police stations were viewed as friendly while those even if well-equipped, but with poor ambience were stated to be drab and institutional. Order and cleanliness demonstrate consideration for public and police staff.
- **Well-organised spaces:** Clearly demarcated spaces, such as, reception area, crime reporting room, separate counters for different services project an efficiency in dealing with public needs. Organised storage of records and equipment improves the way work is done
- **Well-equipped reception areas:** The first point of contact is a reception area. Comfortable seating, well-ventilated lobby and ready assistance make the citizens comfortable.



- **Availability of complaint procedures and oversight:**

Anonymous and simple processes to register complaints and functional oversight encourages accountability to local population.



☐ DETENTION CONDITIONS

- **Clean, uncrowded spaces and serviceable utilities** are widely agreed upon minimum standard.
- **Display of rights of detainees:** Posting or providing statements of rights of detainees is necessary to allow them to exercise their rights.
- **Demarcated spaces:** Separating men from women and children from adults protects their physical safety and integrity.

- **Respect for different religions:** Facilities accommodating religious worship, trained staff to treat detainees with respect irrespective of religion demonstrates the highest standards of professionalism.



- **Monitoring facilities:** Line-of-sight supervision or monitoring through audio-video equipment helps protect detainees.

WHICH POLICE STATIONS PARTICIPATED

The police station visitors week was conducted for first time in 2009. It was organised at the background of post-armed conflict with the state in political transition. Police sanction for the PSVW was taken and approval provided for three districts of central Nepal. The three districts being Kathmandu, Bhaktapur and Lalitpur. The police stations were identified for the visits on the basis of geographical representation in Kathmandu valley.

The programme created a unique impact on media, civil society, police stations and the participants. While the Police authority displayed a keen interest, they wanted to know the goals of the programme and whether this survey would provide them more programmes from institutions like Altus.

Prof. Bishnu Pathak, Conflict Study Centre, Nepal

THE POLICE STATIONS THAT PARTICIPATED IN POLICE STATION VISITORS WEEK 2009

- Balaju
- Bauddha
- Bhaktapur
- Gaushala
- Hanumandhoka
- Kalimati
- Lalitpur
- Maharajjung
- New-baneshwor
- Singhadurbar

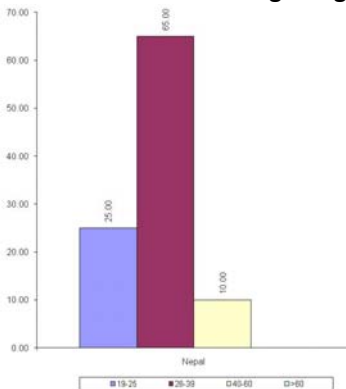


WHO WERE THE VISITORS?

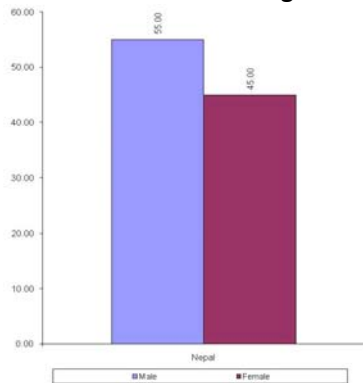


The ten police stations in Nepal were visited by 200 visitors with a near proportion of male-female visitors with females constituting 45 per cent of the visitors. Citizens were largely mobilised from civil society organisation, students and teachers. Participation was drawn from largely highly educated population with 61 per cent of visitors being university graduates and another 13 per cent with some university qualification. Smaller contingent of 12.5 per cent had high school education and about 9 per cent with an elementary or some elementary education.

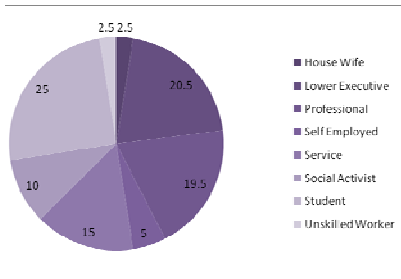
Profile of visitors according to Age



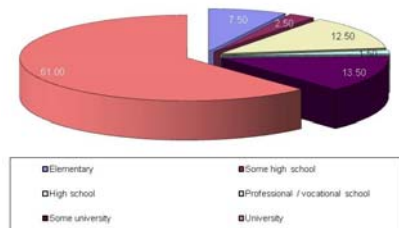
Profile of visitors according to sex



Profile of visitors according to Profession



Profile of visitors according to Educational Qualifications



The age profile of visitors participating in the programme was in the middle age bracket with 65 per cent falling in the 26 to 39 year group. The next highest participation from a younger group (25 per cent) between years 19 to 25. Only 10 per cent of the citizens were between 40 to 60 years. The student contingent formed 25 per cent of visitors in Nepal followed by professionals both low executive and higher ranked officials



Some Comments from Visitors

"In spite of the negative attitude that people harbour towards the police, I was impressed with the good police behaviour towards me. The visit helped in changing my opinion about police services."

Visitor , Nepal



Lila Mainali, one of the visitors to the Metro-police station of Gaushala felt that the infrastructure of the police stations should be improved.

"Such types of studies and visits will help in bridging the gap between the police and people. But this can only happen with more intensive community policing programmes."

Superintendent of Police of Bhaktapur

HOW WERE THE SCORES COLLECTED AND CALCULATED?

Police stations were assessed by local citizens on a standardised tool - the Altus Visitors Kit. The kit equipped local citizens with a systematic method to guide their assessment of their local police station. Recognising that social reality is neither static nor standardised, the method allows citizens perceptions about police stations to be recorded and compared across regions and populations.

The filled forms were collected through team leaders and visits verified by coordinating partner organisations in each state. The ratings were then fed into the Altus police station web system and scores automatically generated.

The form used during the Police Stations Visitors Week was based on the Likert Scale, in which the possible answers vary from 1 to 5. The following are the scores for each answer:

- 1 - Totally inadequate (20 points)
- 2 - Inadequate (40 points)
- 3 - Adequate (60 points)
- 4 - More than adequate (80 points)
- 5 - Excellent (100 points)

The questions were classified according to a scoring scale which was based on the calculation of percentiles in a distribution of possible average scores varying from 20 to 100. As a result, the classification categories were:

Average score	Category
Over 84	Excellent
From 68 to 84	More than adequate
From 52 to 68	Adequate
From 36 to 52	Inadequate
Below 36	Totally inadequate

Finally, the average score in each observation area is the simple average of the four questions. The final score is the simple average of the five areas.

WHICH POLICE STATIONS SCORED THE HIGHEST

The top scoring police stations in Nepal were the following:

- (i) Bhaktapur
- (ii) Hanumandhoka
- (iii) Maharajung

Police Station	Score
Bhaktapur	65.70
Hanumandhoka	59.20
Maharajung	54.90

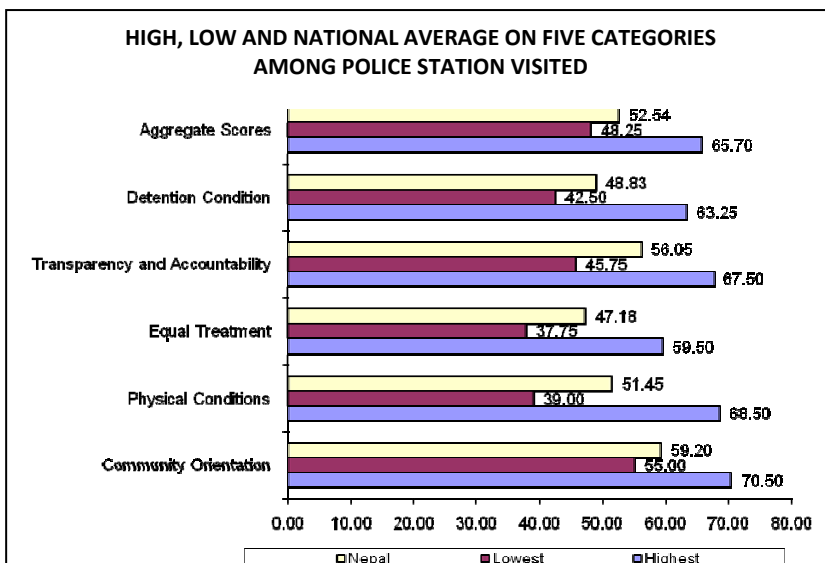


The range and average scores on the five separate categories of service on visited police stations was as follows:

- **Community orientation:** The highest score was assessed at 70.5 while the lowest was 55 with an average of the participation police station at 59.2.
- **Physical conditions:** The top score was 68.5 while the low was rated 39. Overall average of participating police station was 51.45.

- **Equal treatment:** The highest score under this dimension was 59.5 while the lowest was 37.75. The average for participating police station in Nepal was 47.18.
- **Transparency and accountability:** The highest score under this category was 67.50 and the lowest 45.75. The average stood at 56.05.
- **Detention conditions:** The range under this dimension fell between 63.25 as a highest and 42.50 as the lowest with an average of 48.83 in the country.

The police stations assessed had aggregate scores at the high from 65.70 to a low of 48.25. The aggregate score of visited police station was 52.54



IDC, INDIA PROGRAMME

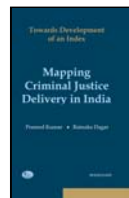
Safety, security and equitable access to justice are pre-requisites for a functional democracy, for generation of material wealth, for reduction of poverty and elimination of social exclusion. The programme on Justice and Democratic Governance has been structured to explore the interconnection between various facets of governance in the context of diverse culture, nature and level of socio-economic development and political participatory institutions. It promotes and protects human rights by improving provisions for security and crime prevention with a dual approach. One, capacity building of service-delivery institutions by evolving tools for improving performance, efficiency and integration of efforts across agencies. Second, by developing strategies for involvement of diverse stakeholders for participation in justice-delivery mechanisms and sustenance of rights. Work is ongoing on Rule of Law Index, Police Station Reforms, Ethnic Profiling and Justice Delivery for the Margins, Police Accountability in Democratic Societies and Measuring the gender gap in addressing violence against women for different stakeholders.

Justice and Democratic Governance



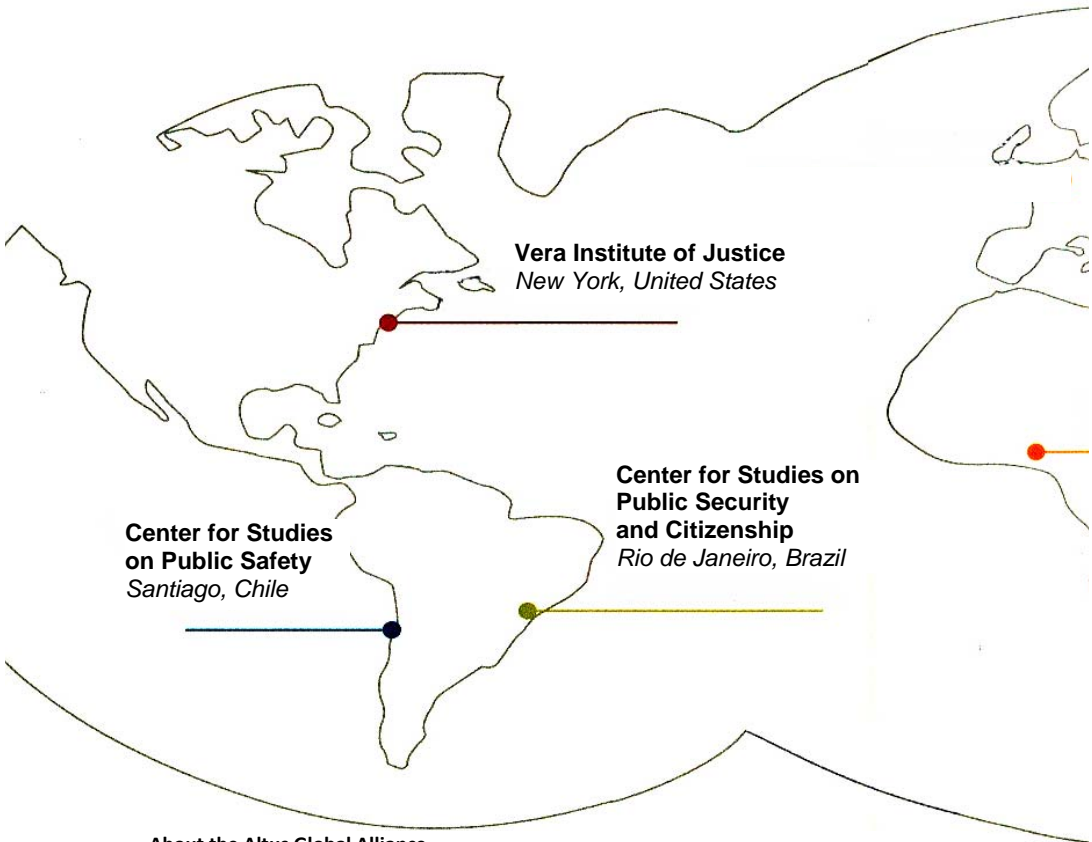
Index on Criminal Justice Delivery

This framework provides a step by step index to strengthen the delivery of justice. An inclusive approach is used and links local cultural needs of justice with global standards of human rights. The purpose of this mapping is to find out, how far the criminal justice system is accessible, effective and accountable. Citizen safety across regions, race, caste and religion can be measured with the help of multiple indicators including those from the supply and demand side alongwith process indicators to capture a rounded view of policy programmes. This index is being used as an performance measure in selected states of India.



Asia Regional workshop on Building Citizen Ownership in Police Stations reforms will be held on July, 2010 in Chandigarh, India.

ABOUT ALTUS GLOBAL ALLIANCE



About the Altus Global Alliance

The Altus Global Alliance, unites six well-established organisations spanning five continents into a uniquely powerful alliance for justice. Altus members are located in the USA, Chile, Russia, Brazil, Nigeria and India. Together, they offer a multicultural perspective on issue of safety and justice, a greater capacity to work across borders, and a larger role for the civil society in advancing justice.

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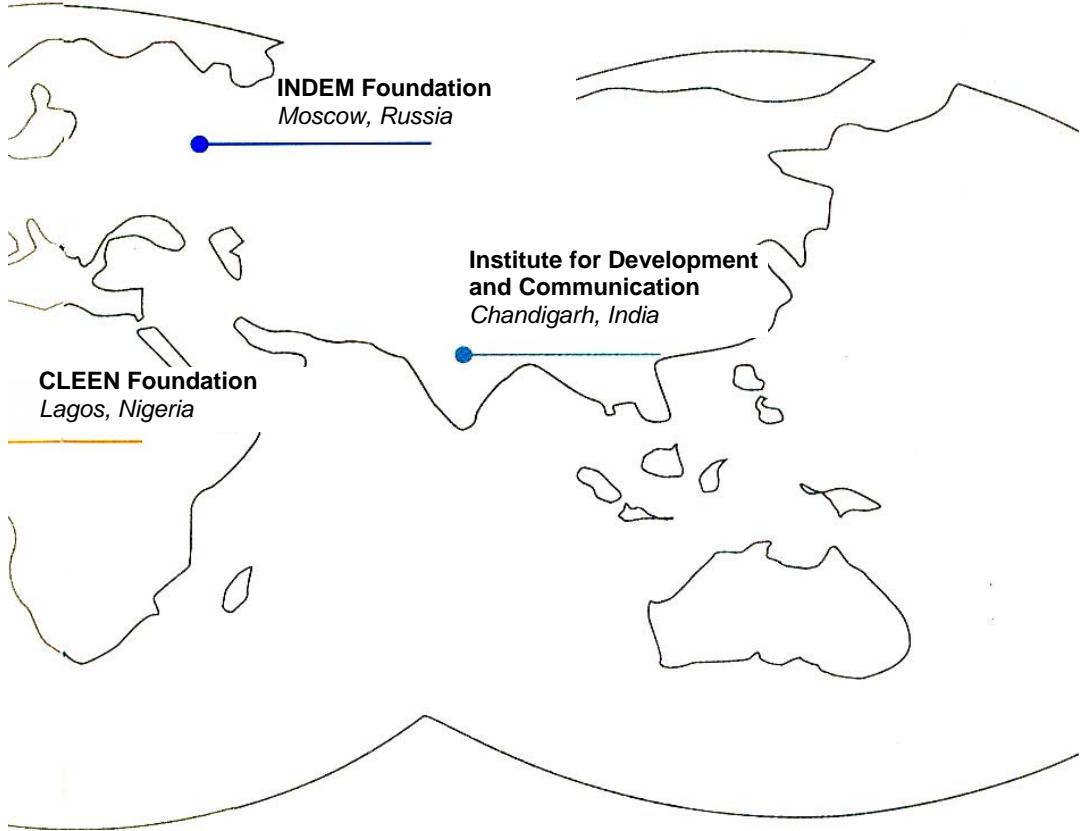
ALTUS MEMBERS

Member Organisations

- Center for Studies on Public Safety
- Center for Studies on Public Security and Citizenship
- CLEEN Foundation
- Institute for Development and Communication
- INDEM Foundation
- Vera Institute of Justice

Associate Members

- Open Society Justice Initiative
- Penal Reform International



INDEM Foundation
Moscow, Russia

**Institute for Development
and Communication**
Chandigarh, India

CLEEN Foundation
Lagos, Nigeria

					
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