



Security Plans for Campaign Period Lacking in Half of Districts

Introduction

District Long-Term Observers (DLTOs) of the Free and Fair Election Network (FAFEN) requested the District Police Officers (DPOs) or their designated officials for interviews during February 3 and 20, 2013, in 70 districts around the country. FAFEN's standardized interview protocol includes eight questions related to pre-election security plans, available resources, coordination with other security forces and ECP, and other matters of public importance that should be available to citizens.

Summary

DPOs were willing to be interviewed in 69 out of 70 districts, but the DPO in Swabi in Khyber Pakhtunkhwa (KP) declined to be interviewed. Among the interviews with DPOs, 26 were conducted in Punjab, followed by Sindh (19 interviews), KP (14), Balochistan (7), Federally Administered Tribal Areas (FATA) (2) and Islamabad Capital Territory (ICT) (1).

Although the DPO in Islamabad agreed to be interviewed, he declined to answer most or all questions. More than one-third of DPOs (25, or 36%) did not know or did not answer the question about cooperation among police and security forces to plan for pre-election security. In response to other questions, a minimum of one-tenth (6, or 9%) and maximum of one-fifth (14, or 20%) of DPOs did not provide an answer.

More than one-half of the DPOs (36 out of 69, or 52%) said they had not developed any security plans for the pre-election campaign period, while more than one-third (27, or 39%) said they had done so. Five (7%) of the DPOs declined to answer this question and one DPO was unable to provide an answer.

Legal Framework

Election Commission of Pakistan (ECP) issued a Notification on March 7, 2013, with the final election Code of Conduct for Security Personnel. The data in this FAFEN Pre-Election Update was gathered in February 2013, before the finalization of the Code.

The Code requires strict political neutrality before and during elections. Security officials also must follow instructions from relevant election authorities. On Election Day, they must stay outside polling stations unless specifically requested by Presiding Officers (POs).

Security personnel are responsible to "continuously work on winning the general public's trust by maintaining law and order during election process," and they must ensure that "voters are neither intimidated nor hampered from voting." Security personnel also are entrusted to help transport election-related materials (such as empty ballot books and filled ballot boxes) safely and without any "tampering".

About two-thirds of DPOs (46, or 67%) said they were not aware of any arrangements for training of security personnel for the elections. Some DPOs (11, or 16% of the total) said training sessions have been planned. Ten DPOs declined to answer, and two did not know.

Almost half of the DPOs (32, or 46%) said they were aware of an ECP Code of Conduct for police during elections, but almost as many (28 or 41%) were not aware of such a code. Four DPOs said they did not know, and five DPOs did not give an answer.

Six (9%) DPOs shared a copy of the (draft) election Code of Conduct for police with FAFEN, while 50 DPOs (72%) did not. Thirteen DPOs (19%) did not answer this question.

Two-thirds of DPOs (43, or 62%) expressed satisfaction with the availability of resources for pre-election security. However, one-fifth of the DPOs (14, or 20%) were not satisfied with the resources available. Three DPOs said they did not know, while nine (13%) did not share this information.

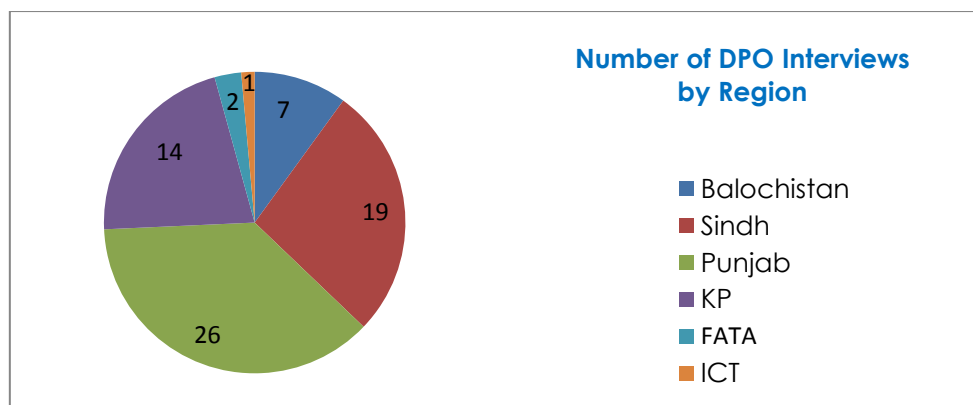
Almost half of DPOs (31, or 45%) said they are cooperating with other security forces to make security preparations for the pre-election period. One-fifth of DPOs (14, or 20%) said they were not doing so. Six DPOs (9%) did not know, and one-fourth (18, or 26%) did not answer.

More than half of DPOs (39 or 57%) stated that they are cooperating with ECP to plan for pre-election security, but 13 DPOs (19%) said cooperation was lacking. Four DPOs (6%) said they did not know and one-fifth (13, or 19%) did not give an answer.

1. DPO Interviews with FAFEN Observers

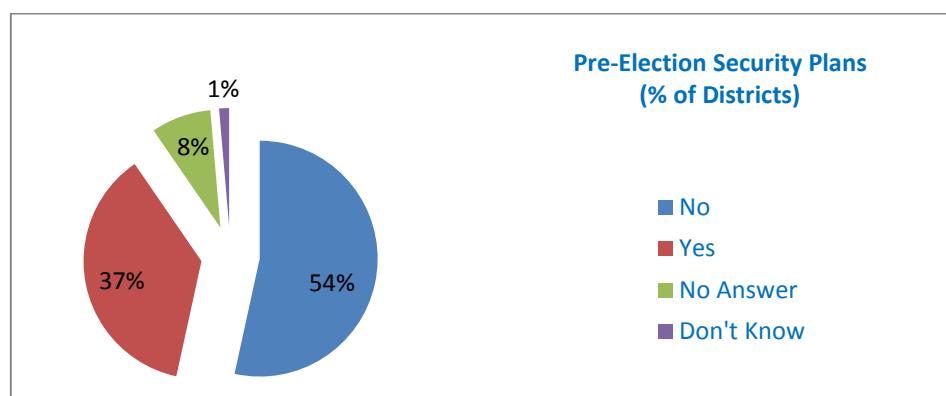
Almost all DPOs were willing to meet with FAFEN observers (69 out of 70, or 99%). Only one DPO in district Swabi (KP) declined to meet. Among the interviews with DPOs, 26 were conducted in Punjab, followed by Sindh (19 interviews), KP (14), Balochistan (7), Federally Administered Tribal Areas (FATA) (2) and Islamabad (1).

DPO Interviews with FAFEN Observers			
Region	Yes	No	Total Districts
Punjab	26	0	26
Sindh	19	0	19
KP	14	1	15
Balochistan	7	0	7
FATA	2	0	2
ICT	1	0	1
Total	69	1	70



2. Pre-Election Security Plans

More than one-half (36 out of 69, or 52%) of the DPOs said they had not drafted any security plan for the pre-election period, while more than one-third (27, or 39%) said they have done so. Five (9%) of the DPOs declined to answer this question, and one DPO was unable to provide an answer.



In Sindh, most DPOs (15 out of 19, or 79%) said they had not made any security plan for the election campaign period. These districts are Tando Allahyar, Jacobabad, Umerkot, Tharparkar, Matiari, Tando Mohammad Khan, Thatta, Sanghar, Larkana, Ghotki, Badin, Malir, Mirpurkhas, Karachi East and Shaheed Benazirabad. Three DPOs (16%) said they have made plans - Karachi West, Naushero Feroz and Karachi Central – while the DPO of Jamshoro did not provide an answer.

One-fourth of the DPOs in Punjab (9 out of 26, or 25%) said no plan had been drafted in districts - Bahawalnagar, Vehari, Multan, Lahore, Hafizabad, Rawalpindi, Gujrat, Jhang and Sahiwal. More than half of Punjab DPOs (15, or 58%) in districts - Pakpattan, Nankana Sahib, Jhelum, Mandi Bahauddin, Chiniot, Lodhran, Faisalabad, Rajanpur, Kasur, Khanewal, Sialkot, Rahimyar Khan, Narowal, Gujranwala and Bahawalpur - do have a security plan. The DPOs of Dera Ghazi Khan and Okara did not answer this question.

Six KP DPOs out of 14 (43%) said they do not have security plans in districts - Tor Ghar, Swat, Mansehra, Karak, Hangu, Mardan and Lakki Marwat. Another six DPOs (40%) in KP districts of Shangla, Chitral, Tank, Battagram, Dera Ismail Khan and Abbottabad do have plans. One DPO declined to answer and another did not know in districts Mardan and Malakand respectively.

More than half of interviewed DPOs in Balochistan (4 out of 7, or 57%) said they do not have security plans. These districts are Awaran, Kech, Khuzdar and Kharan. On the other hand,

three DPOs (43%) said they do have plans in district Gwadar, Lasbela and Washuk. The two DPOs interviewed in FATA's South Waziristan Agency and North Waziristan Agency (100%) stated that they do not have any pre-election security plans. The Islamabad DPO declined to answer this question. In total, one-tenth of DPOs (7, or 10%) did not answer.

Election Security Plans Drafted					
Region	Yes	No	Don't Know	No Answer	Total Districts
Punjab	15	9	0	2	26
Sindh	3	15	0	1	19
KP	6	6	1	1	14
Balochistan	3	4	0	0	7
FATA	0	2	0	0	2
ICT	0	0	0	1	1
Total	27	36	1	5	69

3. ECP Training Planned for Security Personnel

About two-thirds of DPOs (46 or 67%) said they were not aware of any arrangements for security personnel training for elections. Some DPOs (11, or 16% of the total) said training sessions have been planned. Ten DPOs declined to answer, and two did not know.

ECP Training Planned for Security Personnel					
Region	Yes	No	Don't Know	No Answer	Total Districts
Punjab	5	18	0	3	26
Sindh	3	15	0	1	19
KP	2	8	1	3	14
Balochistan	1	4	1	1	7
FATA	0	1	0	1	2
ICT	0	0	0	1	1
Total	11	46	2	10	69

One-fifth of DPOs in Punjab (5 or 19%) said training sessions have been arranged, but more than two-thirds (18, or 69%) said they were not aware of trainings, and three did not answer.

In Sindh, three DPOs out of 19 (16%) knew of trainings by ECP, but most (15, or 79%) did not. One did not answer.

Two out of 14 DPOs in KP (14%) knew that there would be training from the ECP related to elections. However, more than half of KP DPOs (8, or 53%) did not, one said he did not know, and four did not give an answer.

One out of seven DPOs in Balochistan (14%) was aware of such trainings, while four (57%) said they were not, one said he did not know, and one declined to answer.

One DPO interviewed in FATA said that no ECP trainings were planned, and one gave no answer. The DPO in Islamabad also declined to answer. In total, almost one-fifth of DPOs (13, or 18.6%) did not answer the question.

4. ECP Election Code of Conduct for Police

Almost half of the DPOs (32 or 46%) said they were aware of an ECP Code of Conduct for police during elections, but almost as many (28 or 41%) were not aware of such a code. Four DPOs said they did not know, and five DPOs did not give an answer.

DPOs Aware of Election Code of Conduct for Police					
Region	Yes	No	Don't Know	No Answer	Districts
Punjab	12	12	1	1	26
Sindh	7	11	0	1	19
KP	8	4	0	2	14
Balochistan	4	1	2	0	7
FATA	1	0	1	0	2
ICT	0	0	0	1	1
Total	32	28	4	5	69

About half of the DPOs in Punjab (12 or 46%) were aware of an election Code of Conduct for police, but an equal number were not. One did not know, and one declined to answer.

Only one-third of Sindh DPOs (7 out of 19, or 37%) knew of such a Code, while more than half (11, or 58%) admitted that they did not. One gave no answer.

About half of DPOs in KP (8 out of 14, or 57%) were aware, but one-fourth were not (4, or 27%), and two gave no answer. More than half of DPOs in Balochistan (4 out of 7, or 57%) were aware, but one was not, and two said they did not know.

One DPO in FATA knew of a Code of Conduct, one did not. The DPO in Islamabad declined to answer. In total, 10 DPOs (14.3%) did not answer the question.

5. Code of Conduct Shared with FAFEN

Only six (9%) of the DPOs shared a copy of the election Code of Conduct for police with FAFEN DLTOs, while 50 DPOs (72%) did not. Fourteen DPOs (20%) did not answer this question.

DPOs Share Code with FAFEN				
Region	Yes	No	No Answer	Total Districts
Punjab	2	18	6	26
Sindh	1	14	4	19
KP	2	11	1	14
Balochistan	1	5	1	7
FATA	0	2	0	2
ICT	0	0	1	1
Total	6	50	13	69

Two DPOs each in Punjab and KP and one each in Balochistan and Sindh shared the code, while 18 DPOs in Punjab did not, followed by 14 in Sindh, 11 in KP, five in Balochistan and two in FATA. Six DPOs in Punjab, four in Sindh, one in KP and one each in Balochistan and Islamabad did not answer this question. In total, one-fifth of DPOs (14, or 20%) did not give an answer.

6. Adequate Police Resources for Election Campaigns

Almost two-thirds of DPOs (43, or 62%) expressed satisfaction with the availability of resources for pre-election security. However, one-fifth (14 or 20%) of the DPOs were not satisfied with the resources available. Three DPOs said they did not know, four gave no answers while five declined to share information about this question.

Adequate Police Resources for Election Campaign						
Region	Yes	No	Don't Know	Not Shared	No Answer	Districts
Balochistan	4	2	0	1	0	7
Sindh	9	7	1	2	0	19
Punjab	19	4	1	0	2	26
KP	10	1	0	2	1	14
FATA	1	0	1	0	0	2
ICT	0	0	0	0	1	1
Total	43	14	3	5	4	69

Among the 43 DPOs satisfied with the available resources, almost half (19, or 44%) belonged to Punjab, almost one-quarter (10, or 23%) were from KP, one-fifth (9, or 21%) were posted in Sindh, and one (2%) was in FATA.

Of the 14 DPOs dissatisfied with the available resources, half were in Sindh (7, or 50%), followed by Punjab (4 DPOs, or 29%), Balochistan (2, or 14%) and FATA (1, or 7%).

Two DPOs each in Sindh and KP, and one in Balochistan declined to answer this question. One DPO each in Sindh, Punjab and FATA said they did not know the answer to this question. In total, almost one-fifth of DPOs (12, or 17%) did not answer the question.

7. Police and Other Security Forces Cooperating

Almost half of DPOs (31, or 45%) said they are cooperating with other security forces to make security preparations for election campaigns. One-fifth of DPOs (14, or 20%) said they were not doing so. Six DPOs (9%) did not know, and one-fourth (18, or 26%) did not answer.

Police and Other Security Forces Cooperating					
Region	Yes	No	Don't Know	No Answer	Total Districts
Punjab	12	4	3	7	26
Sindh	7	7	2	3	19
KP	9	2	0	3	14
Balochistan	2	1	0	4	7
FATA	1	0	1	0	2
ICT	0	0	0	1	1
Total	31	14	6	18	69

Almost two-thirds of DPOs in KP (9 of 14, or 64%) acknowledged cooperation with other security agencies in preparation for elections, but two did not (14%), and three (17%) declined to answer.

Almost half of interviewed DPOs in Punjab said there is cooperation among security forces (12 of 26, or 46%), but four (15%) said there is not, three said they did not know, and almost one-third (7, or 27%) gave no answer.

Among DPOs in Sindh, more than one-third said there is security-related cooperation (7 of 19, or 39%), but an equal number said there is not. Two DPOs did not know the answer, and three declined to answer.

Almost one-third of DPOs in Balochistan (2 of 7, or 28%) acknowledged cooperation, one said there is no cooperation yet, and most (4, or 57%) declined to answer.

One DPO in FATA said there is cooperation with other security forces (50%), and one said he did not know. In total, more than one-third of DPOs (25, or 35.7%), including the DPO in Islamabad, did not answer the question.

8. Police and ECP Cooperating

More than half of DPOs (39 or 57%) stated that they are cooperating with ECP to plan for pre-election security, but 13 DPOs (19%) said cooperation was lacking. Four DPOs said they did not know (6%) and one-fifth (13, or 19%) did not give an answer.

Police and ECP Cooperating					
Region	Yes	No	Don't Know	No Answer	Districts
Punjab	17	3	1	5	26
Sindh	8	8	1	2	19
KP	10	1	1	2	14
Balochistan	3	1	0	3	7
FATA	1	0	1	0	2
ICT	0	0	0	1	1
Total	39	13	4	13	69

Among DPOs in Punjab, most (17 of 26, or 65%) acknowledged cooperation with ECP, but three (12%) said it was inadequate. One did not know, and almost one-fifth (5, or 19%) declined to answer.

In Sindh, almost half of DPOs said there is cooperation with ECP (8 of 19, or 42%), but the same number said the opposite. One did not know, and two declined to answer.

Two-thirds of KP DPOs indicated that they are cooperating with ECP to make pre-election security plans (10 of 14, or 71%). One said no, one did not know, and two did not respond.

Three of seven Balochistan DPOs (43%) confirmed there is cooperation, and the same number did not answer the question. One DPO in Balochistan said cooperation is lacking.

One FATA DPO agreed there is cooperation with ECP (50%), and another said he did not know. The Islamabad DPO declined to respond. In total, more than one-fourth of DPOs (18, or 25.7%) either did not know or did not answer the question.

Recommendations

Based on information received from DPOs around the country, FAFEN recommends:

1. ECP should take the lead to coordinate with police and all relevant security forces to make security plans for each district and constituency well in advance of General Election 2013.

2. ECP, police department and other security forces should ensure that all security officers with election duties have formal training sessions on the new ECP Code of Conduct for Security Personnel and other relevant laws and regulations.
3. DPOs and other security officials should continue and increase their communication and transparency with election observer groups, including FAFEN.

About FAFEN

The Free and Fair Election Network (FAFEN), established in 2006, is a coalition of 42 leading civil society organizations working to strengthen all forms of democratic accountabilities in Pakistan. Governed by the Trust for Democratic Education and Accountability (TDEA), FAFEN also implements robust programs in-between elections related to monitoring parliamentary affairs, connecting constituents to their elected representatives, monitoring the performance of public and elected institutions and advocating electoral and democratic reforms.

FAFEN Election Program

FAFEN is implementing a long-term election observation program nationwide, including both pre- and post-electoral processes. FAFEN is deploying 130 District Long-Term Observers (DLTOs) across the country to monitor all phases of elections. FAFEN's Constituency Long-Term Observers (CLTOs) will observe the political campaigns in all National Assembly constituencies during the two months prior to Election Day. In addition, FAFEN will deploy more than 43,000 trained, non-partisan citizens to monitor polling stations across the country on Election Day.

All FAFEN observers adhere to the Election Commission of Pakistan's (ECP) Code of Conduct for National Observers as well as the Global Principles for Non-Partisan Election Observation and Monitoring by Citizen Organizations (April 2012). FAFEN's 10-month observation process, as of February 1, 2013, helps keep all election stakeholders informed on issues relevant to fairness and transparency at every stage of the election process.

FAFEN Election Observation Methodology

FAFEN's election observation activities are based on the Constitution and laws of Pakistan, global best practice standards for elections, as well as the legal obligations of the International Covenant on Civil and Political Rights (ICCPR), ratified by Pakistan in 2010. FAFEN LTOs use standardized checklists to report electronically to the FAFEN Election Observation Secretariat in Islamabad regularly. FAFEN compiles data and information from around the country to issue regular thematic updates for the consideration of voters and election stakeholders.

FAFEN LTOs monitor and report on the activities of District Election Commissioner (DEC) offices, preparations of elections such as appointment and training of election officials, the process of candidate nominations, and compliance with the ECP's Code of Conduct for political parties and candidates (after the announcement of election schedule). In addition, LTOs observe and report on compliance of the executive branch with legal responsibilities and ECP regulations, including restrictions on transfers of civil service personnel and initiation of new development schemes. LTOs also monitor political and electoral intimidation and violence, the actions of the police and other security forces, and the overall political environment during the pre-election period.