Police System of Bangladesh: A Study
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Abstract
This study will give a comprehensive idea about police and discuss to add knowledge about reform proposal in police system in Bangladesh the scope of the research to assess the current situation with regards to human security the need for police grounded in a participatory consultation process and also to formulate a project support document which is considered a range of strategies for maintaining law and order to the Bangladesh police. The initiative was tasted to provide strategic policy guidance for initiating comprehensive police reform and establishing pro-people policing in Bangladesh.

1.1 Concept of Police
Police is empowered to use force and other forms of coercion and legal means to effect public and social order. The word police come from the Latin prītia (civil administration). In criminology ideology about police and their functions are important as it is the primary duty of the police department to prevent crime, arrest criminals and handle them before the conclusion of trial. For police personnel the knowledge of criminology is a must and in almost every state police department has a division of criminology and criminology is a part of their training manual. It is an admitted fact that sincere and honest police force can ensure peaceful society. Though complete elimination of crime from the society is not possible but it can be controlled and maintained in an acceptable stage. On the other hand, corrupted, unskilled and insincere police personnel facilitate the criminals to perform their activities and make the life of the citizen miserable.1

1.2 Bangladesh Police
An evidence of the existence of structured police system is available in ancient period. Mauryal empire from Brahmin pandit (scholar) Kātilyā's mistonal edition Arthosastra. But since then no such change occurred in the structure of police system worth mentioning. In 12th Century, when there was the rule of Muslim Sultanate in Bangladesh, also in the subcontinent, a slight change in police system was noticed. But it was the Mughal era when the police system expanded and activated in widely. Though in Mughal reign there was no professional police

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1 Monjur Kader, Md. Muajjem Hussain, Criminology, 1998
force in resemblance to British rule, an orderly police administration was present to maintain law and order throughout the country. From the British rule a real and total administrative outline of police system started to build up. Earlier, in Mughal Rule, the criminal system was very expensive and not suitable for colonial control. A revolutionary plan in that testing period of police administration was the police Reform of 1782. Sepoy Mutiny of 1857 was a demonstration of the fact that police system was ineffective and useless and police administration was reformed in 1861 based on the Police Report of 1860.²

1.3 Police Reform

The challenges of crime and anti-social behavior are enormous. Levels of crime, although falling, remain too high and detection rates too low. The police want to reduce public fear of crime and do more to build public confidence. This is being done through the police reform program and reforms to the criminal justice system.³ Further measures now seek to push the program forward. Underpinning this is the civil renewal agenda the belief in strong, empowered and active communities. The government wants to create a police service which is more responsive to local needs and to clarify confusing police accountability arrangements, as well as creating a service better able to deal with higher level crime which goes across force boundaries.

The work of a police officer is both challenging and diverse. A variety of specialist roles in areas such as firearms support, child protection and criminal investigation (CID) are open to all officers after a specified period in rank as a police officer. “Police” in this sense is much broader and is used to mean a whole system of governing a society by economic, social, political and cultural policy. The police in our contemporary sense are seen as a small part of the whole of domestic government and an important agency of criminal justice system.⁴

There are equality provisions and safeguards as to lawful treatment in the Constitution that citizens can legitimately expect to receive from the police. In addition there are also important

² Ernest Found, The Police, Policy and Constitutional Rights, p.6
constitutional obligations concerning non-discrimination. These circumstances are violations of the victim's Constitutionally protected fundamental rights, namely: Article 27, Equality before the law; Article 28, Prohibition on discrimination; Article 31, Right to protection of the law; Article 32, Protection of the right to life and liberty; Article 33, Safeguards as to arrest and detention; and Article 35(5), Prohibition on torture or cruel, inhuman or degrading treatment.5

1.4 Functions of Bangladesh Police

The Bangladesh Police is the main law enforcement agency of Bangladesh to provide service to all citizens and make Bangladesh a better and safer place to live and work. It also uphold the rule of law, ensures safety and security of citizens, prevents and detect crime, brings offenders to justice and maintains peace and public order. It is administered by the central interior ministry of the Government of Bangladesh. Outside the Dhaka capital region and other major cities, police is organized at the district and thana levels. Raised in 1976, the Dhaka Metropolitan Police is charged with maintaining security and order in the national capital and largest city. Twelve female police officials were recruited for the Bangladesh Police Special Branch (SB) in 1974 and inducted in the Dhaka Metropolitan Police in 1978. In 2004, Rapid Action Battalion (RAB) was raised comprising of personnel of the Military of Bangladesh, Border Guard Bangladesh (BGB) and the Bangladesh Ansar and VDP. In 2008, Bangladesh police established the Special Women Police Contingent (SWPC) to fight prostitution, drug smuggling and human trafficking. Composing entirely of female officers, the SWPC would be used to gather intelligence on criminal activities and specifically track down female criminals.6

1.5 Abuse of Power through Police

In a rule of law society, no one can remain above law. All are to live their lives within the boundaries of law. The police are no exception. The duty of the police is to instill a sense of security in the ordinary citizens, and to protect the life and property of the citizens when they

5 The Indian Supreme Court states in Francis Coralie Mullin v. The Administrator, Union Territory of Delhi & Ors, 1981(1) SCALE 79
6 http://www.bangladesh.gov.bd/index.php?, last accessed on 27/2/20013

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are in danger. If the police fail to perform this duty, they are held accountable as per the law of the country. In Bangladesh too, there are both internal and external mechanisms for holding the police accountable. The Police Act of 1861 authorizes senior police officers of the rank of district superintendent of police and above to dismiss, suspend or reduce in rank any police officer below the rank of inspector of police who they think is remiss or negligent in the discharge of his duties or is unfit. They are also authorized to impose one or more of the other punishments: a fine not exceeding one month’s pay, confinement to quarters not exceeding 15 days, deprivation of good conduct pay and removal from any office of distinction or special emolument. In addition, the Police Act of 1861 lists the following offences for which a police officer can be disciplined or prosecuted: a willful breach or neglect of any rule or regulation or lawful order, withdrawal from duties of the office or being absent without permission or reasonable cause, engaging without authority in any employment other than their police duty, cowardice and causing any unwarrantable violence to any person in their custody. The penalty for these offences ranges between a fine of up to three months pay to imprisonment of up to three months or a combination of both.

1.6 Criticism on Sections 54, 167, 176 and 202 of the Criminal Procedure of Code

In 2003, the High Court in BLAST v. Bangladesh and others provided an elaborate guideline in the form of fifteen directives on arrest without warrant, detention, remand and treatment of suspects to be followed by law enforcement agencies and magistrates. It directed that the legislature consider amending sections 54, 167, 176 and 202 of Cr.P.C dealing with the powers and functions of police and magistrates. It observed that the existing provisions of sections 54 and 167 provide police with powers to arrest without warrant, and magistrates to place persons on police remand, respectively) are inconsistent with the constitutionally guaranteed rights to equality before law and equal protection of law, to be treated in accordance with law to life and personal liberty, to protection against arbitrary arrest and detention, and to ensure fair trial in criminal prosecution (Articles 27, 31, 32, 33 and 35 respectively). It also directs that in the application for taking the accused on remand in police custody for interrogation, the

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7 The Code of Criminal Procedure, 1898
investigating officer shall state grounds for taking the accused to the custody. In the case the Court issued further guidelines which are essential for safeguarding vulnerable persons from arbitrary detention and torture in the police custody and are often being cited in the lower courts and higher court as well.⁹

In Bangladesh we already have an impressive set of judicial guidelines for police behavior towards citizens, especially in matters of arrest and detention. These guidelines are thoroughly set out in the judgment on exercise of powers under section 54 and remand provisions under section 167 of the Code of Criminal Procedure.¹⁰ Thus, gender-specific recommendations can only truly be implemented when the implementing agencies bear firmly in mind that the Police force is not only pledge-bound under its own regulations to carry out its duty towards women through principles of equality and non-discrimination, but that the actions of the police force reflect the status of Bangladesh as State-Party to important international human rights instruments. With this end in mind, the Bangladesh Government together with international partners such as the United Nations Development Programme (UNDP) and the UK Department for International Development (DFID) has embarked on a process of reforming and strengthening the police force in Bangladesh.

1.7 Supreme Court of Bangladesh on Police Abuses

The Supreme Court of Bangladesh has come forward to the rescuer of the hapless victims of the police abuses and has been trying to safeguard life and lives of the citizens. The Supreme Court has issued a number of directives to the police as to arrest and detention of suspects and provided what type of treatment should be given to the people under police custody.¹¹ In a case¹² Division Bench of the High Court Division took notice of the severe violation of the

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⁸ The Constitution of the People's Republic of Bangladesh
⁹ Saifuzzaman vs. State and Others, 56 DLR (HCD) p. 324
¹⁰ Writ Petition No. 3806 of 1998. Based on the guidelines as given by the Supreme Court of India in the case of D. K. Basu vs. State of West Bengal [reported in (1997) 1 Supreme Court case page 416] and the guidelines which were suggested by the Inquiry Commission constituted of Mr. Justice Habibur Rahman to inquire into the death of a student named Reza Rubel who was arrested by police under section 54 and who died in the police custody due to alleged torture by the police.
¹² Saifuzzaman Vs State 56 DLR 324
fundamental rights of the citizens by police and failure of the Magistrate in acting in accordance with law. S K Sinha J, observed that: There are complaints about violation of human rights because of indiscriminate arrest of innocent persons by law enforcing agencies in exercise of power under section 54 of the Code (of Criminal Procedure) and put them in preventive detention on their prayer by the authority and sometimes they are remanded to custody of the police under order of the Magistrate under section 167 of the Code and they are subjected to third degree methods with a view to extracting confession. This is what is termed by the Supreme Court of India as ‘state terrorism’ which is no answer to combat terrorism. The Division Bench issued eleven guidelines to the police and magistrates as to arrest, detention and remand of suspects. The court hoped that the fulfillment of the requirements will eliminate the abusive power of the police and harassment of citizens in their custody.

1.8 Crime Recording Intelligence and Analysis

Crime, by any means of assessment, is significantly under-reported to police, and sometimes under recorded by them when it is actually reported. It is widely understood that the community reports have only a small proportion of actual crime. Many reasons for this were identified and analyzed, including community fear of reprisal by criminals and their associates against victims, witness and their families, and intervention by Touts. Furthermore, police do not encourage reports and in fact regularly discourage it. Again there is a perception of defensiveness on the part of police, whereas, despite the obvious implications of high crime itself, high levels of reporting denote community confidence in the ability and willingness of police to help the victims of crime. Attitude notwithstanding, the Bangladesh Police is also constrained by antiquated, manual processes that limit effective crime recording. Village Crime Note Books (VCNB) and FIR do not capture the kinds of information that allows effective statistical analysis, the accurate portrayal of modus operandi and other basic tactical intelligence. There is no computerization of crime reports, and whilst the police, through Special Branch have a considerable capacity to produce general intelligence products relevant to their own area of focus, there is no effective development of any systematic criminal intelligence. To meet the growing crime challenges facing Bangladesh, particularly in terms of organized and trans-
national criminals, the capacity of the Special Branch and CID should at least be equaled, if not exceeded by an adequately resourced Criminal Intelligence Unite. Finally with no national identify system and no computerization of criminal histories with links to fingerprints of all offenders, it is a simple matter for a highly mobile criminal population to change names, date of birth, and village of origin to avoid apprehension or proper identification and police are largely powerless to prevent it.

1.9 Code of Conduct
According to Article 33 of the Constitution of Bangladesh, read together with Regulation 33 of the Police Regulations of Bangladesh can be said to provide most, if not all the elements or terms of reference necessary as far as police behaviour towards general citizens and women is concerned. While a Citizens’ Charter contains the elements of a pledge by police to citizens to properly discharge their duties, a Code of Conduct, mainly a crystallized version of the Police Regulations, sets out how that pledge is to be professionally and ethically carried out. Some organizations in Bangladesh, such as Odhikar, are known to be in the process of working out a Code of Conduct for police in Bangladesh. In terms of police handling of cases for women victims, the guideline set out by the Special Reporter on Violence against Women, could make up the working principles of the Code of Conduct for Bangladesh police. It would include, for example, provisions that:

Police will not try to negotiate with a woman when she brings a complaint of physical, psychological and sexual abuse by a family member against her, irrespective of whether it is simple assault or aggravated physical battery, or other complaints including kidnapping, threats, intimidation, coercion, stalking, humiliating verbal abuse, forcible or unlawful entry, arson,

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13 Police Reform Programme; Newsletter April-June 2009
14 Ibid
15 Supra note 13
16 As stated at AED meeting of 21 October 2004. Supra note 7; and the discussion on ‘Human Rights and police custody: A perspective of Dhaka Metropolitan Police’ organized by Odhikar, at the Cirdap Auditorium, on July 29, 2004, as reported in the Daily Star July 30, 2004.

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destruction of property, sexual violence, marital rape, dowry related violence, threat of exploitation through prostitution, or violence against household workers. The police shall not refuse to recognize these as valid complaints because they are committed in a “domestic” sphere. When a woman brings a complaint she should be treated with trust and sensitivity.

The Code of Conduct shall specify that police officers shall respond to every request for assistance and protection in cases of alleged domestic violence. Police officers shall not assign a lower priority to calls concerning alleged abuse by family and household members than to calls alleging similar abuse and violations by strangers.

An important ingredient of the recommendations for Citizens Charter and for Code of Conduct for police is that the police and citizens must jointly feel responsible towards them, and should have a sense of ownership over them. This ‘joint ownership’ can never of course be thrust upon the police, and non government organizations or citizens groups cannot in their vigilance over police behaviour turn the relationship into one of contention. In order to strike this balance it is important that the earlier recommendation on Police and Community Joint initiatives to be carried out successfully.

2.0 Observance of Human Rights

The loss of the left leg of an innocent college student by a RAB shootout baffled the whole nation in last month. The incident was one out of numerous others where we saw political opponents were being victimized and mass arrest took place while in all cases law enforcing agencies took the role of oppressor. Such manipulation of administrative power eventually harms the spirit of democracy and justice. Director General of Rapid Action Battalion Mokhlesur Rahman said Limon Hossain is the victim of a shootout between RAB and criminals. The college student lost his left leg in RAB crossfire while he was on his way to bring his cows back home at Chhaturia village in Rajapur of the district on March 23, 2011.18

18 The Daily Star, 11.04.2011
Police is yet to record Limon’s mother Henoara Begum’s case against six members of Rapid Action Battalion (RAB) on charge of maiming Limon although nine days have passed after a Jhalakathi court issued an order to register the case.14 Members of the Rapid Action Battalion (RAB) are trying to “brand” college student Limon Hossain as a criminal even after the force’s chief told the media that the 16-year-old is not a criminal rather a victim of shootout, Limon’s family said.15 Mother of Limon, a college student who became disabled in a Rapid Action Battalion shootout, filed a case with a Jhalakathi court against six members of RAB. Henoara Begum filed the petition case with Senior Judicial Magistrate’s Court. Earlier, Police failed to register the case even under the order of Court showing the cause that “police officials were so busy”. Chairman of Human Rights Commission visited Limon at hospital and demanded justice for him.19

Accused is taken in police custody, no law in the country gives any authority to the police to torture that person or to subject him to cruel, inhuman and degrading treatment. Article 35 of the Constitution provides that no person shall be subjected to torture or to cruel, inhuman, or degrading punishment or treatment.20 Article 35(4) is so clear that information obtained from the accused carries no evidentiary value and cannot be used against him at the time of trial. As per Section 25 of the Evidence Act 1872, statement made to police officer by the accused is not admissible in evidence except that part of the statement which leads to discovery of incriminating material. Section 163 of the Code of Criminal Procedure prohibits police officer or other person in authority from offering or making any inducement, threat or promise for making disclosure of facts having reference to the charge against him. So the combined reading of the provisions of the Constitution, Criminal procedure Code and the Evidence Act, make the message very clear. There is no mandate that a person can be threatened tortured or any way manipulated for the purpose of extracting any kind of statement which has incriminating impact on the arrested or accused person.21

19 The Prothom-Alo, dated on 26.4.11
20 M. Jashim Ali Chowdhury, An Introduction to the Constitutional Law of Bangladesh, p. 203
2.1 Protection from Torture in Remand

Custodial torture is violative of right against self-incrimination and Arrested person cannot be bound to answer self-incrimination question.\(^{22}\) Then the police instead of being the protector of law, become engineer of terror and panic putting people into fear.\(^{23}\) Nothing is more cowardly and unconscionable than a person in police custody being beaten up and nothing inflicts deeper wound on our constitutional culture than a state official running berserk regardless of human rights.\(^{24}\) Under Section 167 of the Cr.P.C. a police officer makes a prayer for remand stating that the accused is involved in a cognizable offence and for the purpose of interrogation ‘remand’ is necessary. The maximum duration of Remand fixed by the Code of Criminal Procedure is 15 days.\(^{25}\) It is imperative on the Magistrate to give reasons for granting a remand.\(^{26}\) However, it is usually seen that remand is mechanically granted merely on the scrutiny of police diaries, which jeopardizes the rights of the accused. Moreover, the practice of granting police remand several times (although not exceeding 15 days in the whole) totally destroy the purpose. Because, a person coming before the magistrate has no guarantee that he will not be sent again to the remand unless he has already completed 15 days.\(^{27}\)

2.2 False Complaints and False Charge

False complaints are often used by accused, and Touts on behalf of accused, to negate legitimate complaints. That is, to challenge the credibility of a victim, or to raise a counter-allegation which is then used to threaten or intimidate victims and witnesses so that they do not proceed with their complaints. Unfortunately police rarely take decisive action against people who raise false complaints and accordingly there is little deterrent against doing so. Police often lack the technical investigation skills and experience to quickly distinguish between opposing complaints. The lack of investigation management process in the gathering of reports, witness statements and in the analysis of evidence also means that the basis for clear decisions,
and possibly charges for making false reports are simply not available. Procedure for dealing with allegation of false complaints and counter-complaints are also complicating the issue. Accordingly valuable resource and time are wasted pursuing false accusations. In the face of allegation and counter-allegation, police often disregard both sides and ultimately therefore natural justice is denied to genuine victims.28

2.3 Reform Agenda of Police
Long with India and Pakistan, Bangladesh was a part of British India and thus was governed by the Police Act of 1861. From Partition in 1947 to the Liberation War of 1971, Bangladesh was known as East Pakistan and therefore shares a common history with Pakistan on the issue of police reform until 27 March 1971. After achieving independence, Bangladesh continued to struggle with an unprofessional and deeply dysfunctional police force. Bangladesh suffered from an incredibly politicized and unaccountable police cadre. Many committees and commissions have been formed since 1971 to diagnose the problems with the police and formulate specific recommendations. These initiatives have been fruitful to the extent that the reports were compiled, but unfortunately the recommendations they carried have not been implemented. Scarcce resources, mixed incentives and vested interests prevented the reform agenda from being implemented.29 Bangladesh today has developed a reputation as one of the most corrupt and politicized countries in the world.30 There has been a politicization of Bangladeshi society at all levels since 1991, including the civil service, the police and the judiciary. In particular, the police in Bangladesh have become an extracting agency, rather than anything resembling a service.31

The ultimate objective of police reform in Bangladesh is to shift from a colonial policing system to a democratic structure where the police work primarily for public interest and not the interest of the ruling party or any influential group. The police should uphold a democratic system based on the observance of human rights, facilitate access to justice to all without discrimination, and

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30 Dr. Muhammad Suddle, Mr. Abu Syed Shahjahan, Strengthening the Criminal Justice System, 2006
31 The Aid Agenda: Corruption, Governance & Aid Effectiveness - Communicating the Big Issues, Canberra, 17-19 May 2006.
secure the rule of law based on the norms of accountability, transparency, equality, and community participation. To do this, neutrality and autonomy of the police must be guaranteed. Any reform agenda should therefore protect the police from external undue interventions and give operational autonomy to the officers while ensuring meaningful and strong oversight, accountability, and transparency with its policy directives and strategic goals.\textsuperscript{32}

Brutality and corruption are not the recent phenomenon of the police force of this region, rather the available history witnesses the reality from the Mughal period. Police has been practicing torture from the medieval period. In 1813 a Committee of the British Parliament commented on the police brutality, as police was appointed to save the villagers from the robbers, but police so brutally tortured the villagers what was no less than that of the robbers.\textsuperscript{33} After the creation of new police force in 1861, the British rulers understood that they had created a Frankenstein. In 1869 they took initiative to reform the police, but it failed to bring any good result. In 1902 the Fraser Commission was appointed and it found the police high-handed, incompetent and corrupt. After 1947 the police force of East Pakistan started to function under the structure and rules established by the British rulers.\textsuperscript{34}

2.4 Findings

Majority of arrestees came from poorer segments of society. They are mostly homeless, rickshaw puller, street children, destitute women who, being abandoned by their husbands, turn to the streets to try and keep them and their children survived. Young men suspected as terrorists, extortionists and belonging to various political parties are also regular victim of arbitrary arrest by police. Apart from the Government initiatives to separate enforcement and investigation activities of police personnel in police stations, it has also approved the recruitment of a good number of new police officers for this purpose. Formation of separate investigation and enforcement units are expected to specify works of police personnel and reduce excessive workload of them in police stations. It is expected that it will also help in

\textsuperscript{32} Ibid
\textsuperscript{34} Ibid
improving the service and behavior of police towards common people. The notion of ‘suspicion’ is a very subjective term and police applies it subjectively to harass people. Although there is a legal provision to produce arrested people before court within 24 hours of arrest, police does not do that. Rather police tend to get bribe from arrested people and let them free from police station.

2.5 Recommendations
Bangladesh should also amend the emergency provisions and preventive detention provisions in order to strike a balance between the needs of state security and those of protecting human rights. It should consider amending Article 46 of the Constitution in order to delimit the power of the Parliament by excluding acts of torture and other cruel treatment or punishment from the scope of acts for which public officials can be indemnified. The judiciary should exert closer scrutiny on conditions of detention and interrogation by the police during the remand procedure. Police investigations should be streamlined and strengthened, in particular through material and forensic information collection, and proper training in those fields should be ensured to minimize the needs and practice of torture on suspects of terrorist activities. Responsibility for preventing and detecting crime and anti-social behaviour, and combating the fear of crime is not the preserve of the police alone. Local authorities, schools, health services, the private security industry, business, voluntary organizations, faith communities and individual citizens and the police all have a role to play in establishing a civil society and strengthening.

2.6 Conclusion
Bangladesh is a state party of many International Conventions and the provision of those instruments are binding on Bangladesh. But, they are being violated every day by the present Government. The attack on peaceful procession and arbitrary arrests violates some very basic human rights which Bangladesh is committed to protect but violating frequently. Bangladesh is a signatory of International Covenant on Civil and Political Rights (ICCPR) 1966 which incorporated certain fundamental human rights. Bangladesh is a state party of Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (CAT),
1984 that bars it to take initiatives that tend to form any kind of torture.31 Instead of implementing this, the existing Government is increasing the torture with brutal style on the opposition members. This is really very unacceptable and Government should immediately stop these violations. Political pressure is a problem faced by the police of many countries, particularly Bangladesh, Indonesia, Pakistan and the Philippines. To minimize the effects of political involvement, the Police department engages in community dialogue and strives for transparent operations. These mechanisms keep the issues in the open and encourage the public to engage in dialogue with the police, thus preventing politicians from exerting unchecked influence over the police. Political interference with police investigations prevents effective deliverance of justice. Political interference takes several forms.