



A PROFESSIONAL AND ACCOUNTABLE POLICE SERVICE IN KENYA

**The Development of a
Police Service Delivery Index**



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EXECUTIVE SUMMARY

The growing demand to institutionalize reforms, has pushed for the development of tools to measure professionalism in the private and public sector. The need for public engagement and feedback has also contributed to the interest on accountability in the public sector. The REINVENT program commissioned a pioneer study to develop a Police Service Delivery-Index.

The process unpacked service delivery by determining variables for measurement for the National Police Service in Kenya. The index is premised on the Balanced Scorecard (BSC) model, which is a management model that translates an organization’s mission and strategy into a collection of performance measures.

The framework consists of professional and accountable measures bound together with perspectives that include leading and lagging indicators. Its application in the research included four clusters that comprise the categorization of the staff perspective represented by the police officers, general community perspective, customer perspective represented by individuals in custody, and the resource perspective represented by the role of government in security. The study argues that professionalism comes before accountability, as it should use the prescribed structures of service delivery. Professionalism attributes serve as the leading indicators and accountability serve as the lagging indicators.

Available research acknowledges that a comprehensive understanding of the criminal justice system requires a critical review of the judiciary, the correctional facilities and the policing units. However, the study concentrated on service delivery at the police station. The fieldwork did not cover interviews with the Directorate of Criminal Investigations (DCI), and interviews with the special units within the National Police Service (including Anti-Terrorism Police Unit, Anti-Stock Theft or Border Patrol). Therefore, all the policy directives outside the boundaries of the police station as the basic service delivery point for citizens, is out of the scope of the research.

The study had an average response rate of 86 percent resulting from the challenges associated with COVID-19 pandemic lock-down policies implemented during the fieldwork. The data collection method concentrated on a quantitative survey, and provided insightful quotes and anecdotes included in the report. The study collected data from Shaurimoyo, Kasarani and Kilimani police stations and adjacent areas in Nairobi county; Isiolo police station in Isiolo county, and Nanyuki police station in Laikipia county. This study reviews a set of variables to determine their application as measurement tools.

The report provides responses to the three objectives below;

1. Can the variables selected assist informed decision-making and planning at the

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police station?

The findings show that the level of professionalism and accountability results from a relationship between myriad of independent and dependent variables. As an example, the level of stay by police officers at the station, in itself may not provide insights on professionalism or accountability unless paired with other variables.

Some variable pair include; communication with the community and feedback processes to inquiry at the station. The same also applies to additional training at the station beyond the police training college. Its influence to accountability will depend on the nature of training and impact to community engagement.

To understand professionalism at the police station, the following variable groups require analysis; station environment, station planning, available departments, working departments, communication and inquiry, service period, additional training while at the station, human resource management, record keeping tools, evidence of use for the record keeping tools, holding facilities at the station, and the quality of investigations.

On the other hand, accountability is reviewed using; station response, funds management, citizen engagement, facilitation of service, complaint management, donor support, adherence to the rule of law, community policing, and the relationship with the public. These variables form critical components for decision-making processes at the station. The tabulations of the index for the stations is also included in the report.

2. Can the findings from this study develop a tool to determine the level of police accountability and professionalism at the police station to the community?

As a starting point, professionalism has a bearing on human resources, financial resource allocation, training, clarity on expectations (both internally and to the customers), and operational planning. These determine the behavioral approaches at different stations resulting in the variance in professionalism.

The reality on accountability shows its movement from individual police officers to the station as an institution, and at times to invisible entities beyond the station. The results of this accountability transfer is lack of ownership and habitual negligence from the actions of police officers.

Additionally, though actions such as “facilitation of service” should not be encouraged, the contextual norms have made it easy for officers not only to expect it but also demand for it as part of the “service delivery process.” Decisions on accountability are therefore not based on the communication and trust levels with the communities but rather on level of service facilitation.

The report documents recommendations covering the policing units at the station level. The report contends that inclusive planning is critical, and it provides avenues of measurement through target setting and indicator development. The Police stations can

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overhaul their consultative arrangements and incorporate the feedback and feelings from the community as part of the indicators development and community engagement. Additionally, an increased feedback process to the members of the community and the general citizenry can serve as a way of enhancing the reliability as part of professionalism from the National Police Service.

OVERVIEW OF KEY FINDINGS

The study compares the relationships between the variables and determine their applicability as indicators for measuring the level of professionalism and accountability; expressed as an index for decision-making. The presentation of the results in the report is structured to include the findings for the two measures with a summary of an index.

A. Professionalism: - The comparisons for this measure was grouped to show the relationships between the environment, station development, gender and human resources. The findings showed that;

1. Ease of movement is a critical logistical component for service delivery at the station. Most of the responses mentioned that the vehicles were not enough. Where the police vehicles were present, the community would often be required to facilitate the movement through provision of fuel.

For example, in Shaurimoyo the geographical area the station covered compared with the fuel provided resulted in instances where officers would opt for a facilitation request. An example is provided by a female respondent who shared that a neighbor offered to fuel a police vehicle for the police to come and pick up a dead body.

2. Single variable analysis offer skewed conclusions for the progress or the regression on service delivery at the stations. The correlation between different variables show that training skills and equipment alone do not determine police behavior in the community. Other variables including the level of stay, time in the National Police Service, and the institutional culture in the station, determine the police actions.
3. Correlations of the level of stay at the station relating (to) service delivery show that officers who stayed at the station for less than 12 months and those beyond 36 months are not easily trusted by the community. While this report does not provide an ideal timeline for transfers of officers, it provides options for consideration.

As a starting point, the report recommends that most of the transfers from the stations should be harmonized to be from an average of above 36-months, depending on the rank of the officer. This allows for enough learning period of

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communities (between 0-12-months) and relationship building in the community, (13-24-months). Additionally, these considerations would allow for proper handover to the next team of officers in the area.

4. The analysis show that engagement with different genders at the station is dependent on; whether the respondent was male or female, the situation being discussed, with most issues that touch on gender-based violence being directed to female officers at the station. While gender mainstreaming is an important avenue of discussion at the stations, it does not, of itself increase service delivery across the stations.
5. The analysis also showed that no specific targets or planning mechanisms were clear to the officers at the lower level. Performance contracting is a term that has been shared across the stations by the senior officers including the Officer Commanding Station (OCS). Yet, the same has not been scaled down to lower officers.

Tools such as the crime clocks, complaints record, and other patrol activities are mentioned as the indicators put in place. However, as shown by the data, these variables are not harmonized at the station level, and most new and low-level officers have no clarity on the role they play in contribution to professional service delivery.

B. Accountability:- The measure was analyzed based on the groupings that include; public awareness, police community relations, data management and facilitation of service.

1. Public awareness is a crucial component for service delivery, as it supports accountability matrices on community awareness and expectation setting within the limits of the law, when demanding for services. Across the stations, there were challenges associated with inquiry, knowledge of available services and follow up on inquiry made at the station. The stations ranked low on the these variables.
2. The knowledge of community policing vs a working community policing is another critical area analyzed. Only 20% of the community did not have an idea of community policing against 57% who knew as shown from the analysis. Out of 57% of the community who know about the community policing 55% thought that it was working within the community.

Positive results were also witnessed from the feedback from the police who showed that out of the 17% who know about community policing, 15% thought that it to be working. The low level on the knowledge of community policing from the officer's perspective is due to lack of harmonization on what it entails even with the presence of a handbook from the National Police Service(NPS).

3. Data management is cited as one of the major justifications for limits on

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accountability at the stations. While focusing on the Occurrence Book (OB), the report highlights the frequency of its use either as a requirement or as a request from the arrested parties. From the analysis, there are incidents where the recording officer opts not to record individuals in the OB either as a practice or as requested by those arrested.

Additional analysis of available data and conversations with the police during data collection showed that there was no special document/file or procedure for receiving and recording complaints against officers. The stations have adopted ways of recording complaints against officers as guided by the OCS's at the specific stations. While this process is proactive, it is not harmonized and accountable.

4. Corruption affects service delivery as it determines the cultural behavior within an institution. The study did not intend to focus only on corruption indicators as evidence of accountability. For example, facilitation of service bares a dual meaning in this research, depending on whether it is offered or requested by the officers.

The police stations suffer many challenges in their administration of duties. In this case, situations that warrant the support of officer activities (facilitation) due to limited resources would not be categorized as corruption but an indicator of limited facilities at the station. However, facilitation to the police officers has become a norm in communities, resulting to opportunities for exploitation. Though facilitation by fueling the car featured as the most requested, cash was also another facilitation request from communities by police officers who had stayed for less than 12 months at the station.

C. The Index: - Depending on the needs in the community, the stations have either focused on accountability or ignored it. Professionalism has been relegated to the official training of the police officers as the only yard stick of measurement. The role of culture and behavioral influence to the two measures are assumed and yet, these remain important in the different contexts that the officers operate.

The challenges in the system that include, equipment, transfer periods, facilities, and the culture, all determine the level of professional application and accountability in the different stations. As a summation, Shaurimoyo Police station stood out on accountability than any of the five stations. Kasarani police station was very low on accountability. Kilimani, Isiolo and Nanyuki, were balanced on the level of accountability across the five stations.

As part of piloting of the measurement tool, the station level analysis show that the Police Service Delivery Index (PSDI) for the five stations is average for the complete tabulation. Isiolo police station is tailing the grading with 52% at the lowest and Kasarani at 63%. Nanyuki police station is leading in the index with 82% followed by Shaurimoyo at 70%.

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Kilimani police station performed 67%. The tool is divided into sub-categories that show details on the level of accountability and professionalism across the stations.

RECOMMENDATIONS

- I. Most of the development support to the station has not resulted in service delivery and remained unsustainable. The tool proposes the development of annual plans, with a disaggregation covering key areas for the station. These plans will also cover an audit of the utilities at the station based on these plans.
- II. The suggestion box put at the stations is a good start, but it does not seem to work due to the stigma still associated with the physical complaining and use of the box. The adoption of social media can serve as an information sharing platform and feedback mechanism for the station.
- III. Human resource development is a central function for the NPS. The station managers (Officer Commanding Stations) have the responsibility to instill a culture of feedback and the introduction of activity logs for reporting of patrols. The presence of time-logs and patrol feedback would also ensure accountability and reduce on neglect from officers in-charge.
- IV. The report recommends the presence of a working station number able to take in complaints from the community. This will also complement the switchboard that was mentioned by the respondents.
- V. The station phone line is complemented using the Occurrence Book. As a critical document at the station, all the issues reported at the station by members of the community should be recorded in this book including the complaints against officers. The only difference would be the categorization of the reports in the occurrence book (maybe by use of categorization or numerical coding).
- VI. The presence of crime clocks and other tools at the station are important in service delivery. However, their use in decision-making should be clear across the levels of the station. Having the numbers on the wall should not serve as wall-art for the station but a planning tool with quarterly review and analysis.
- VII. The monies offered by those in custody or arrested as bail are a vital part for administration of service, as guided by the law. The presence of liquid cash transactions at the station for cash bail also increases the risk of abuse and corruption. This should be discouraged.

As a recommendation from the variable comparison, NPS should only have a central bail repository. This can be administered either via pay-bill or bank account, where the citizens can make payments directly to the account and provide the reference number and amount to the receipts. The tool will include questions on the use of the centralized tool and a quarterly report documenting

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the financial summary from all the collection to the county commanders.

- VIII. Overall, apart from the development of templates and tools for the stations, this study recommends an annual review on the perceptions from the community on the service provision at the station.

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