

# Kenya Police Service Delivery Index



**A PROFESSIONAL AND ACCOUNTABLE  
POLICE SERVICE IN KENYA**

## EXECUTIVE SUMMARY

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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. The REINVENT Programme commissioned a study to pioneer the development of a Police Service Delivery-Index; to unpack service delivery and determine variables for measurement within the National Police Service in Kenya. The study premised the index 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.

Such a framework consists of professional and accountable measures bound together with perspectives that include leading and lagging indicators. Its application in the study includes 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 national government. The study argues that within the police station, professionalism comes before accountability, as the former uses prescribed structures of service delivery before the latter is achieved.

Professionalism attributes therefore serve as the leading indicators, while accountability attributes serve as the lagging indicators. Based on the categorization mentioned above, the study respondents were divided to include police officers, community members, and individuals in custody. The national government cluster was covered from the point of resource allocation. Questions to this cluster focused on availability of resources for proper functioning of the station.

Research acknowledges that a comprehensive understanding of the criminal justice system requires a critical review of the judiciary, the prisons, 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 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.

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This report provides responses to the three objectives below:

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

- a) The findings show that the level of professionalism and accountability results from a relationship between a myriad of independent and dependent variables. As an example, the level of stay may not provide concrete insights on its impact to professionalism or accountability unless paired with community communication, or feedback of inquiries at the station. The same also applies to additional training at the station beyond the police training college.
- b) As part of the critical variable groupings, decision-making processes at the stations require a critical look at professionalism using the following categories of indicators; 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.
- c) c. Accountability variables include, 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 and at a higher level, especially those involving sanction against officers and transfers.

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?

- a) As a starting point, professionalism has a lot of 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.
- b) Accountability has often moved from the individual officer to the station, and at times to invisible entities beyond the station. The from result such a transfer is lack of ownership and habitual negligence towards officer actions. 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 is not based on the communication and trust levels with the communities, but rather on level of service facilitation.
- c) The report contends that inclusive planning is critical, and it provides avenues of measurement through target setting and indicator development. The Police stations should overhaul their consultative arrangements and incorporate the feedback and feelings from the community as part of the indicator’s 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. The report advances with a focus on professionalism through an offering that produces comparative analysis of different variable intention to show their correlations.

## OVERVIEW OF KEY FINDINGS

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

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

- I. 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 and in areas where they were present, the community would often be required to facilitate the movement through provision of fuel. Specifically, for Shaurimoyo, the geographical area the station covered vis-à-vis the fuel provided resulted in instances where officers would opt for facilitation. An example is provided by A female respondent shared that a neighbour offered to fuel a police vehicle for the police to come and pick up a dead body.
- II. Single variable analysis offers skewed conclusions for the progress or the regression on service delivery for the stations. The correlation between different variables explains behaviour and expressions show that training skills and equipment alone does not determine police behaviour in the community. Other variables, including the level of stay, time in the National Police Service, and the culture in the station, determine the behaviour.
- III. Correlations of the level of stay at the station vis-à-vis 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 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.
- IV. 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, among other issues. While gender mainstreaming is an important avenue of discussion at the stations, it does not, of itself, increase service delivery across the stations.
- V. 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 with the senior officers from the Officer Commanding Station (OCS). 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.

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

- I. 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 these variables.
- II. 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 of 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).
- III. Data management is cited as one of the major justifications for limits on accountability and professionalism within the stations. The report highlights frequency of using the Occurrence Book (OB) 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. Additionally, 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 diverse ways of recording complaints against officers. While this process is proactive, it is not harmonized and accountable.
- IV. Corruption affects service delivery as it determines the cultural behaviour within an institution. While this is the case, the study did not intention to focus on corruption indicators as evidence of accountability. 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 numerous challenges in their administration of duties. In this case, situations that warrant the support of officer activities due to limited resources would not be categorized as corruption, but an indicator of limited facilities within the station. The facilitation of the police has become a norm in communities, resulting in opportunities for exploitation. Though facilitation inform of fuelling of the car featured as the most requested, cash was also another facilitator who was easily requested from communities by 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, depending on the level of professionalism. It also confirms the role of culture and behavioural influence on the measures. 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. Shaurimoyo Police station stood out on accountability than any of the five stations. Kasarani police station was exceptionally 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%. Kilimani is

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also performing well at 67% overall. The tool is divided into sub-categories that show details on the level of accountability and professionalism across the stations.

## RECOMMENDATIONS

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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.

- I. 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. Independent Policing Oversight Authority (IPOA) has been instrumental in auditing the processes at the station, but sustainable ownership of change leading to better service delivery should start with planning that is supported by tools at the stations.
- II. Human resource development is a central function for the NPS. The station managers (Officer Commanding Stations) have the responsibility to instil a culture of feedback, the introduction of time logs and reporting from patrols. 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. The presence of time-logs and patrol feedback would also ensure accountability and reduce on neglect from officers in-charge.
- III. 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).
- IV. 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.
- V. The monies offered by those in custody or arrested as bail are a vital part for administration of service, as guided within 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 the financial summary from all the collection to the county commanders.
- VI. 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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