



NATIONAL CRIME RESEARCH CENTRE
Fighting Crime through Research



FACTORS SHAPING POLICE PERFORMANCE IN KENYA



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SUMMARY OF FINDINGS AND RECOMMENDATIONS

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Nairobi; Printed in Kenya**

ISBN 978-9914-9954-8-0

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FOREWORD

The National Police Service has a cardinal duty to serve and protect citizens in furtherance of the State's welfare. This duty must be exercised by its members with professionalism, discipline, integrity, transparency, accountability and in compliance with constitutional standards of human rights and fundamental freedoms.

The Government is mindful of this vital role that the National Police Service undertakes in society and its contribution to sustainable growth and development of the country. Hence, it has been undertaking active police reforms since 2003 to enhance the performance of the National Police Service.

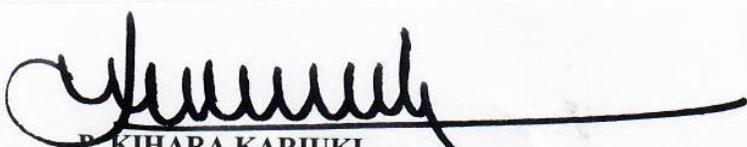
According to the 2009 National Taskforce for Police Reform (Ransley Taskforce), having a sound incentive system within the National Police Service to motivate the members significantly impacts their performance. Thus, it is not possible to seriously address police reforms without a sound understanding of the factors that shape the individual performance of members of the National Police Service and how its leadership can maximize performance to adequately meet the needs of the citizens they serve. In consideration of the tenets of good governance, this understanding can effectively be achieved by hearing the voices of the members of the National Police Service.

To this end, this study examined the factors that influence the performance of members of the National Police Service and the adequacy of the recruitment process in identifying candidates with the potential for high performance. The sampling technique used in this study ensured that the researchers interviewed a suitable number of members in the different ranks within the National Police Service for accuracy.

The study's empirical evidence on the factors that shape the performance of the National Police Service provide us with the following policy issues to critically consider, namely, the provision of a competitive remuneration package; efficacy and adequacy of police resourcing; building a good working relationship between the public and police; improving the police working and living environment; mainstreaming behavioural assessment in policing; and police professionalism.

Indeed, these policy issues are at the heart of the success of the National Police Service's cardinal duty to serve and protect the citizens as they bring forth the voices of our men and women in uniform. Hence, they will undoubtedly significantly enhance the ongoing Government's efforts within the security sector focused on transforming the National Police Service.

I sincerely hope that the findings and recommendations of this study will provide stakeholders in the security sector with a critical basis to build upon the ongoing police transformation agenda.



P. KIHARA KARIUKI
ATTORNEY GENERAL/CHAIRMAN
GOVERNING COUNCIL
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ACKNOWLEDGEMENT

National Crime Research Centre (NCRC) recognizes valuable contributions made by various individuals and institutions directly or indirectly that ensured the success of this study.

First, the Centre thanks and acknowledges the strategic leadership offered by the Governing Council under the Chairmanship of Hon. (Rtd) P. Kihara Kariuki. Our profound gratitude also goes to the Council's Research and Development Committee comprising of Prof. Robinson Ocharo, Mr. Wycliffe O. Ogallo, Mr Hillary Mutyambai, Mr Noah Sanganyi, Ms. Jacky Mbogo, and Mr. Dickson Magotsi for their invaluable research guidance that contributed immensely to the accomplishment of this study.

Similarly, our appreciation goes to the state and non-state institutions and staff members, members of public, who participated in the interviews during the survey and thus making it possible to obtain the needed data and information. The Centre's gratitude go to all NCRC Researchers Dickson Gitonga, Geoffrey Kiprop, Sebastian Katungati, Joash Rono, Gladys Soi, John Kariuki, Chrispinus Aben, Isaiah Ndege, Phylis Muriuki, Mark Shiundu and Kenneth Bundi who participated in this study in one way or another and ensured that quality and authentic data was collected and timely review of the report undertaken.

We are eternally indebted to *REINVENT-KENYA Programme* for partnering with us in the execution of this study – and particularly, for co-sponsoring its implementation.

Finally, I convey my sincere appreciation to the NCRC's Head of Research Mr. Stephen M. Muteti for his leadership, review and guidance throughout the study period. Special thanks to Vincent Odhiambo Opondo and Dr. Victoria Amwoliza Gioto for the coordination and authorship of this report.



GERARD E. WANDERA
DIRECTOR/CEO
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SUMMARY OF FINDINGS AND RECOMMENDATIONS

1.0 Introduction

The National Police Service is established by the Kenyan Constitution (Article 243) and given effect through the National Police Service Act 2011 and the National Police Service Commission Act 2011. In the execution of its mandate, the NPS must, *inter alia*, strive for the highest standards of professionalism and discipline, prevent corruption, promote and practice transparency and accountability, comply with constitution standards of to serve and protect human rights and fundamental freedoms, including train staff to the highest possible standards.

There are three arms of the National Police Service (NPS) with specific work mandates: Kenya Police Service (KPS) focuses on Public Safety and Security; Administration Police Service (APS) focuses on Protective security for critical installation, Border Security, as well as combating cattle rusting and banditry whereas the Directorate of Criminal Investigations (DCI) focuses on criminal investigations. These three arms re-organized and merged under harmonized NPS command structure, to facilitate mutual working relationship and enhance service delivery to the citizens. The reforms were also intended to eliminate duplication or overlap of roles, improve efficient utilization of the police personnel and performance of the police officers. Hearing the voices of the officers on the extent, to which these reforms have affected their performance, therefore has become significant.

This study sought to find out the factors likely to influence police performance the police officers' perspectives. This also included what they considered work motivation or impediment factors. The study focused on police officers of all ranks as respondents. Underpinning the responses was the significant role the police play in ensuring public safety, which is a necessary ingredient for sustainable growth and development in country. Hence, the specific objectives of the study were to establish factors shaping police performance in dynamic settings in Kenya; establish selection and recruitment process factors in identifying candidates with potential for police performance in Kenya; and identify barriers and make recommendations for improvement in police performance in Kenya.

The study was undertaken in 18 randomly sampled counties of Isiolo, Kisumu, Nairobi, Mombasa, Taita-Taveta, Garissa, Baringo, Kericho, Nakuru, Nandi, West Pokot, Bungoma,

Vihiga, Machakos, Meru, Murang'a, Nyeri and Nyamira. These formed the geographical scope of the study. The strata of sampled police officers comprised of Gazetted Officers, Members of Inspectorate and Non-Commissioned Officers. The gazetted officers are the senior most personnel in the police service whose appointments are published in the Kenya gazette and usually hold ranks of Inspector General, Deputy Inspector General, Senior Assistant Inspector General, Assistant Inspector General, Senior Superintendent, Superintendent and Assistant Superintendent. Gazetted officers provide important professional and managerial services of public interest such as tracking and monitoring key indicators such as crime and security threats (National Police Service Act, 2011). The members of the inspectorate (IP) comprise of police officers with the rank of Inspector and Chief Inspector. Members of inspectorate supervise the Non-Commissioned officers (NCO) which comprise of the following ranks: senior sergeant, sergeants, corporals and police constables. They plan, manage, and monitor operational policing activities and make decisions regarding deployment of available resources. Key informants were purposively sampled and interviewed. The questionnaire was administered to 11-gazetted officers, 61 inspectorate officers and 904 non-commissioned officers. The total number of respondents was 976 out of a target sample of 1,095. In addition to this, 57 key informants' interviews and 10 focus group discussions were undertaken.

Questionnaires, focus group discussion guides, key informant interview schedules were used as tools for primary data collection. Secondary data was collected through review and analysis of existing reports and publications on the subject matter. The quantitative data was analyzed using Statistical Package for Social Science (SPSS) and presented in frequencies, percentages, tables, bar graphs and pie charts. Qualitative data was analyzed thematically and reinforced quantitative data.

1.1 Summary of Major Findings

1.1.1 Factors Shaping Police Performance in Kenya

The major factors that shape police performance as reported by the different respondents in the various ranks include: competitive remuneration (36.2%), availability of resources and equipment (27.9%), working relation with public and senior police officers (22.7%), conducive working environment (20.7%), self-confidence (16.2%), availability of policing

logistics (10.3%), good will from the Government and management (9.0%), individual commitment (8.0%), fair housing (7%) and fair promotion (6.9%).

On further probing, 68 % of the respondents who indicated they are motivated to work as police officers had the following reasons: guaranteed salary and benefits (46.5%), Passion to serve and protect the public (41.9%), recognition of their work performance by the community and their seniors (11.6%), community support (7.4%), availability of resources (6.3%), fair promotion, fair housing policy, fair distribution of duties, fair performance appraisal, availability of an annual leave, availability of medical insurance covers and guidance and counseling.

On the other hand, the major reasons reported for lack of motivation to work as police officers include low salary and benefits package (49.6%), inadequate resourcing such as vehicles and stationeries (20.7%), unfair promotion within the rank and file of police officers (16.9%), work frustration (16.5%), harsh working environment (14.7%), unmet individual and work related expectations (14.3%), and favoritism in terms of transfers (10.9%).

The findings on the reasons why police officers exit NPS according to disaggregated responses are: low salaries and benefits (45.5% gazetted officers, 41.7% inspectorate and 47.6% other ranks), seeking for greener pastures (36.4% gazetted officers, 66.7% inspectorate and 41.6% other ranks), unfair police transfer (27.3% gazetted officers, 8.3% inspectorate and 10.3% other ranks), disagreement with seniors (18.2% gazetted officers, 10.0% inspectorate and 24.9% other ranks), limited promotion opportunities (9.1% gazetted officers, 18.3% inspectorate and 16.0% other ranks), and unmet expectation (9.1% gazetted officers, 16.7% inspectorate and 13.9% other ranks).

Other factors mentioned were diminished passion for police work, heavy workload, punitive transfer/placement; alcohol, drug and substance abuse, inadequate health covers and sickness, favoritism, pecuniary embarrassment, suspension, lack of independence, inadequate resourcing, poor housing, interdiction, negative public perception and sexual harassment.

1.1.2 Selection and Recruitment process factors in identifying Candidates with Potential for Police Performance in Kenya

The respondents were asked to rate the information used to define and attract qualified police officers during recruitment. A significant 40.0 % regarded it as not sufficient. They averred

that the information used should include wholesome personal data with other dimensions such as: demonstrated problem solving skills, teamwork skills, reasoning capability, decision making skills, and personal initiative skills.

The respondents' view on the process of recruitment into the police service showed that: lack of fairness and transparency is highest (41.6%), followed by those who view it as fair and transparent (39.8%), the process of recruitment is corrupt (15.6%), there is a lot of interference (5.7%), inadequate eligibility criteria (5.5%), high competition due to few vacancies (2.7%) and disguised tribalism (1.9%).

On further probing, the specific observations during recruitment that indicate unfairness and lack of transparency were: widespread bribery (80.6%), nepotism (43.9%), tribalism (20.5%), and biased distribution of available vacancies (19.0%).

1.1.3 Barriers to Police Performance in Kenya

The major barriers to police performance as reported by gazetted officers were; inadequate resourcing (63.6%); low pay and benefits remuneration (45.5%); poor housing and punitive placement (27.3%); poor working condition (27.3 %); and stressful work (18.2%).

The inspectorate rank reported the top five barriers as; inadequate resources (55.2%); internal and external interference (43.1%); inadequate pay and benefits (37.9%); poor housing (25.9%); poor leadership and punitive placement (20.7%) and corruption (19.0%). The other ranks reported the following as key barriers: inadequate resourcing (46.9%); inadequate pay and benefits (38.5%); internal and external interference (30.3%); poor working condition (17.6%), poor housing (15.6 %).

Regarding public perception of the police service, the perceptions were categorized as both positive and negative. The positive perception attributes cited were that police officers are agents of security (39.5%), good performers (35.6%), trustworthy (24.3%), appreciated (18.7%) and highly professionals (10.4%).

The negative public perceptions of the police service were that officers are corrupt (50.1%), untrustworthy (33.8%), brutal (25.3%), unappreciative (14.1%), threatening (13.0%), uneducated (8.7%), poor communicators (6.8%) and murderous (6.3%).

1.2 Policy Recommendations

Based on the study findings, the following are key policy recommendations to aid in shaping police performance that stakeholders and duty bearer agencies need to pay attention to:

i. Lead Agency: National Police Service Commission (NPSC)

The NPSC should ensure that risk factors related to police work are compensable factors in salary indexing by the Salaries and Remuneration Commission (SRC) to guarantee a competitive remuneration system for police officers as a retention and motivation strategy.

ii. Lead Agency: National Police Service Commission (NPSC) and National Police Service (NPS)

- a) Create well-publicized confidential professional counseling services within the police to be based in each county and ensure widespread access to these professional counseling services to officers and police families.
- b) Implement proven behaviour assessment toolkit as a precise variable in refining the selection and recruitment process for potential police recruits to match workplace and individual expectations of new police recruits including involvement of multi-agency professionals in police recruitment process to support in vetting of the candidates and deter malpractices.
- c) Educate senior and junior police officers to ensure impartiality in the police operating procedures, which will increase trust and reduce gender frustrations of male or female officers, which can lead to violence.
- d) Establish an award scheme to recognize outstanding/excellent police officers with exemplary record of accomplishment of performance as a measure of maintaining a positive focus on good police officers and policing and reduce resources trying to change poorly performing individuals once in post, which is expensive.
- e) Implement a robust career progression strategy that encourages common cadre promotions and discourage supersession of promotion where other officers bypass

others in promotion and seniority to assist in identifying future police leaders and individuals with high promotion potential.

- f) Implement competitive medical cover and comprehensive insurance life cover for police officers with attention on psychosocial support care.

iii. Lead Agency: National Police Service Commission and State Department for Housing And Urban Development

Strengthen the Government policy on police officers' living with the public as next-door neighbours by conducting regular police housing audits and paying economic rent as housing allowances to address police housing shortages.

iv. Lead Agency: National Government Administration officials (NGAO) and National Police Service

- a) Develop a structured and systematic public trust-police image building strategy on police legitimacy among the public that encourages compliance with the law, acceptance of police authority, deference to police authority and willingness to cooperate with police to fight crime.
- b) Limit use of transfer as punishment due to risk of convergence of officers with similar prior disciplinary issues, officers suffering from failure in career advancement and record of public complaints meeting in areas of operation hence negatively affecting policing response.
- c) Review police standard operating procedures with specific focus on the wide discretionary authority, which is a feature of police work and how the police exercise that authority.
- d) Institute a robust system of fairness with which police authority handle career-ending misconduct or on-duty abuse by officers to tame the culture of tardiness, sloppy work habits and violation of departmental procedures.



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ISBN 978-9914-9954-8-0



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