Evaluation of the Factors Affecting Community Policing Project in Teso South Sub-County of Busia County, Kenya

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Abstract: **This research sought to evaluate the factors affecting community policing project. The research objective was, to determine the influence of committee structures on effective implementation of community policing projects. The research employed case study design which used qualitative and quantitative research methods. Primary data from interviews and questionnaires, secondary data from sources such as books, journals and official reports as well as internet sources were used. Simple and stratified random sampling technique was used to identify a sample 245 respondents from a population of 510.Data was analyzed using SPSS version 16 and Ms Excel software. The research established that unclear legal and institutional framework of CP committee structures affect effective implementation of CP project. The study recommends for a comprehensive membership in CP committees by ensuring that at least one third of the members represent women, youth and the disables in compliance with the constitution.**

Keywords: **Committee structures, community policing, comprehensive membership, effective implementation, project**.

1. INTRODUCTION

Community policing is widely regarded as one of the more significant recent developments in policing around the world (Maguire and Wells, 2002). The concept has been widely discussed and applied in various countries and in a range of contexts, thus raising questions about what exactly it involves, what in particular is so attractive about it, and what difference has it made vis a vis other approaches to policing? Intriguingly, despite the widespread interest in the concept, it seems there is no clear agreement on its meaning and, as various scholars have indicated, it appears to be understood by different people in different ways and invokes both acclaim and criticism in roughly equal measures (Mastrofski, 1988; Klockars, 1988; Eck and Rosenbaum, 1994 ; Trojanowicz et al, 2002).

According to Skogan (2009) community policing strategy is a strategy to entrench community participation by empowering the public in security issues in order to complement the regular policing functions in the communities. Community policing is said to have three core elements: citizen involvement, problem solving and decentralization. He adds that while all these are related, citizen involvement is the most crucial because it is the basis of CP.

Globally, it is noticeable that due to the changing nature of communities and the shifting characteristics of crime and violence, policing strategies that worked in the past are no longer effective today, because both the level and nature of crime and the changing character of communities are causing police to seek for more effective methods. Hence the idea of community policing (CP) has come into the picture to help remedy the situation. Also, through CP, citizens are encouraged to participate at every stage of the problem solving process (Lyons, 2002).

According to Friedman and Cannon (2007) this strategy aims to build trust and reduce the level of fear citizens have in their communities. Thus, the model of CP seeks to build cohesion within the region by incorporating citizen feedback and involvement.

Ikuteyijo (2009) while discussing community policing in Nigeria presumes that there should be better communication and understanding between police and public; by encouraging more liberal and tolerant attitude towards criminals. He further asserts that community policing entails community partnership in creating a safe and secure environment for all and that it is policing whereby the people take active part in their own affairs. Thus with CP, the police is not seen as a stranger whose presence stands for danger and imminent hazard, but as partners in development.

Okeshola and Mediare (2013) acknowledge that the global and regional security environment continues to experience dynamic challenges and opportunities that call for new approaches. For example most countries in the world have shifted to CP as a policing strategy of the twenty first century and Kenya is not an exception.

In Kenya the development of a national policy on CP was identified as a key priority with the official launch of CP concept in April 2005 and the enactment of the National Police Service Act Article 244, section 96(1) which contemplates that the service liaise with communities through CP initiatives. As one of the service agencies of security in Kenya, the National Police Service (NPS) plays an important role in creating the conditions necessary for development to take place, very often however, those most affected by security have little opportunity to engage constructively with the police and this has resulted into feelings of mistrust between the police and the communities they serve (Saferworld, 2008). Thus, evaluation of CP reveals that it still has a long way to go because of the many challenges ahead for police reform in Kenya and the low public trust and confidence in the police services. This study therefore evaluated the factors affecting effective implementation of CP project in Teso South Sub-County.

According to the Kenya National Bureau of Statistics population census report of 2009, Teso South Sub-County is one of the 7 Sub-Counties in Busia County with a population of 137,924 people and an area size of 299.8 sq.km. It is situated along the Kenya-Uganda border and lies between Busia town and Malaba town hence has a large porous border. The neighbouring constituencies are Teso North, Matayos, Nambale, Bumula and the Republic of Uganda to the west (GOK, 2010). The border's porosity is well established to the residents; hence the people are indeed more aware of the unique security concerns arising from the area (Allen, 2012).

Statement of the Problem:

Implementation of community policing in Kenya commenced in May 2001 through establishment of community policing units in Kibera, Ruai, Ziwani, and Isiolo. This was through a joint collaboration effort between the National Police Service, UN-Habitat, 'Saferworld' and Nairobi Central Business District Association. These units were further supported by the development of a national manual that is used in training communities and the National Police Service in the implementing of CP (GOK, 2003).

The Government of Kenya has further strengthened this concept by initiating the 'NyumbaKumi' initiative as a neighbourhood policing initiative aimed at protecting against future terrorist acts and crime in general (GOK, 2003). However, Lisutsa (2013) in his analysis of the 'NyumbaKumi'concept, states that Kenyans see criminals colluding with police every day and as a result, the 'NyumbaKumi'concept just as community policing is not likely to succeed. Similar sentiments are expressed in Saferworld (2008) that despite widespread information disseminated, it appears that CP issues have not been fully understood and this undermines the expected outcomes.

In addition, the few studies carried out to evaluate the implementation and performance of CP in Kenya such as: Saferworld (2008); Wambugha (2010); andKiarie (2012) are all studies either based in urban regions or among pastoral communities, therefore not sufficient in drawing up conclusion on the effective implementation of community policing projects in rural and border regions in Kenya such as Teso South Sub-County. Kiarie (2012) in his thesis recommends for similar studies to be carried out in other sub-counties in Kenya to establish whether the findings are obtainable. Consequently, this research study sought to investigate inefficiencies that need to be corrected so as to adequately promote synergy and implement CP strategies effectively.

General objective:

To establish the factors influencing effective implementation of community policing project in Teso South Sub-County in Busia County, Kenya

Specific Objective:

To determine how the committee structures affect the implementation of the community policing in Teso South Sub-County.

Research Question:

How do the committee structures affect the implementation of community policing project in Teso South Sub-County?

2. LITERATURE REVIEW

2.1 Theoretical Review:

2.1.1 Contingency theory:

Some central premises of contingency theory can help understand core issues for implementing effective community policing programs. The term contingency theory was first proposed by Lawrence and Lorsch in 1967 in their publication on "Organization and Environment". The authors showed in their empirical study that "different environments place different requirements on organizations". They specifically emphasized on the environments marked by uncertainty and rapid change in market conditions and technological areas since these kinds of environments present different demands, both positive and negative, than relatively stable environments.

While contingency theory has been greatly elaborated over years, the general orienting hypothesis of the theory suggests that design decisions depend on environmental conditions, meaning that organizations need to match their internal features to the demands of their environments in order to achieve the best adaptation. In other words, "driving force behind organizational change is the external environment, particularly the task environment with which an organization is confronted" (Scott, 2002).

Scott, (2002) points out three assumptions that underline the contingency theory, which can be utilized to address the problems that are encountered in the implementation of community policing programs: There is no one best way to organize; any way of organizing is not equally effective and the best way to organize depends on the nature of the environment to which the organization relates.

The first assumption challenges the traditional view that certain general rules and principles can be applied to organizations in all times and places. In community policing, it is often assumed that community policing has certain guidelines that are indispensable to an effective community policing program. It might be true for the central notions of community policing, such as increasing cooperation between police and public and promoting public participation in law enforcement. However, it is a common misunderstanding that all guidelines and procedures of a program can be applied uniformly regardless of time and place.

Scott (2002) argues that the second assumption challenges the conventional wisdom of early economists that organizational structure is not relevant to organizational performance. Today, it is commonly held that organization form is associated with the performance of the organization. In community policing, however, importance of committee structures is often ignored or underestimated. An effective program often requires certain changes in the organizational structure of police departments, such as "decentralized decision making and flattened hierarchies" (Scott, 2002: 96).

As stressed by Scott, organizations are as successful as they are successful in adapting to their environments. When implementing a community policing program, specific features of the environment and characteristics of the community are often not taken into account, which is a major threat to the success of the program.

2.2 Conceptual Framework:

Four independent variables namely; Committee Structures, resource allocation, knowledge and attitudes and stakeholders participation in CP activities are used, against one dependent variable which is the effective implementation of community policing. The intervening variables are government commitment and goodwill, overall public acceptance of the programme and increase in intelligence and information sharing.
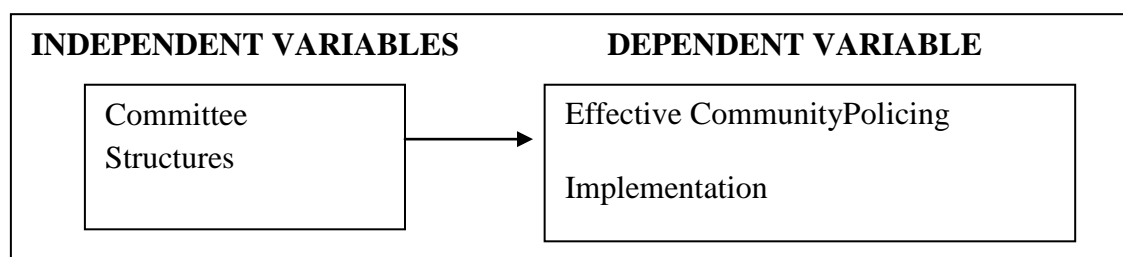
INDEPENDENT VARIABLES	DEPENDENT VARIABLE
Committee Structures	Effective CommunityPolicing Implementation

Figure 2.1 Conceptual Framework

2.2.1 Community Policing committee Structures

The partnership structure for community policing is built on Community Policing Forums established at every level of the community with membership drawn from the community, law enforcement agencies and other stakeholders (GOK, 2009). It involves consistent dialogue at community and national level and decreasing the exclusivity of policing as a prerogative of the police and government agencies. It is a forum that pronounces communication between service providers and consumers, increasing transparency in the community and the service agencies within inclusive and voluntary problem solving schemes (Saferworld, 2008).

The Community Policing Consortium (1994) reiterates that CP alters the contemporary functions of supervisors and managers. In addition, under CP, management serves to guide, rather than dominate the actions of patrol officers and to ensure that officers have the necessary resources to solve the problems in their communities. Thus, effective community partnership and problem solving will require the mastery of new responsibilities and the adoption of a flexible style of management. In addition, CP requires the shifting of initiative, decision making, and responsibility downward within the police organization. (Braiden, 1992)

Under CP, command is no longer centralized, and many decisions come from the bottom up, instead of from the top down. Greater decision making power is given to those closest to the situation with the expectation that this change will improve the overall performance of the agency. This transformation in command structure is not only sound management, but is also crucial to the creation of meaningful and productive ties between the police and the community (Malcolm et al, 1990).

3. METHODOLOGY

The research design used was a case study which used qualitative and quantitative research methods. The target population were members of sub-location CP committees, location CP committees, all Chiefs and Assistant Chiefs in the sub-county, Kenya Police and Administration Police Officers stationed in the sub-county and members of the SCSIC who are the DCC, OCPD, DCIO, SRIC and DAPC giving a total of 510 CP members.The study used stratified random sampling and simple random sampling to select samples appropriate for the studyof 245correspondents. Questionnaires and interview guide were used as the main instrument for data collection from the respondents. Data analysis was done with the help of SPSS version 16 and Ms Excel software.

4. RESEARCH FINDINGS AND DISCUSSION

4.1 Response Rate:

Table4.1: Response Rate

Categories	Frequency	Percentage %
Responded	194	79.2
Did not respond	51	20.8
Total	**245**	**100.0**

As shown in Table 4.1, among 245 respondents sampled to participate in the study, 194 responded to the research instrument provided and this formed a response rate of 79.2%. According to Mugenda and Mugenda (2003) a response rate of 50% is adequate for analysis and reporting; a rate of 60% is good and a response rate of 70% and over is excellent. Thus, this response was adequate to evaluate the factors affecting effective implementation of community policing project in Teso South Sub-County in Busia County, Kenya.

4.2 Educational level of the Respondents

In order to evaluate CP project performance effectively the respondents were asked to state their level of education according to Table 4.2.

Table 4.2 Educational level of the Respondents

Education Level	Categories						Total	%
	CP Members%		NGAOs %		Police Officers			
Primary	103	69.1	3	16.6	2	7.4	**108**	**55.7**
Secondary	37	24.8	10	55.6	22	81.5	**69**	**35.6**
Tertiary	7	4.8	4	22.2	1	3.7	**12**	**6.2**
University	2	1.3	1	5.6	2	7.4	**5**	**2.6**
Total	**149**	**100.0**	**18**	**100.0**	**27**	**100.0**	**194**	**100.0**

Most of the respondents had attained primary level of education 108 (55.7%) followed by secondary 69 (35.6%), then tertiary 12 (6.2%) and finally university 5 (2.6%). Comparing the three groups it emerges that most of CP members 103 (69.1%) attained primary level of education whereas NGAOs were only 3 (16.6%) and the Police Officers 2 (7.4%). The respondents with university level of education are 5 (2.6%) in total. This implies that the NGAOs and Police Officers are to a large extentworking with illiterate members in CP committees and this probably contributes to the ineffective CP project implementation in Teso South Sub-County. Effective stakeholder participation is equally hindered by age, gender and low levels of education as seen in the demographics.

4.3 Community Policing Committees Structure:

The first objective of the study sought to determine how the committee structures affect the implementation of the community policing in Teso South Sub-County. To address this objective, community policing committee members were asked to indicate whether they agree or disagree to the following community policing statements. Table 4.3 presents results obtained.

Table 4.3 Community Policing Committees Structure

Statements	Opinion Results					
	Yes		No		Total	
	F	%	F	%	F	%
Is community policing active in your area	173	89.2	21	10.8	194	100.0
Do you know the structure and membership of the CP committees	139	71.6	55	28.4	194	100.0
Did you elect the CP officials	29	14.9	165	85.1	194	100.0
Is the membership of CP committees adequate	157	80.9	37	19.1	194	100.0
Is the current structure of CP appropriate	164	84.5	30	15.5	194	100.0

Majority of the respondents, that is 60.0%, indicated that they had heard about CP through public baraza's, 33.5% through word of mouth and only 6.5% through the radio. This implies that CP has been properly propagated through public barazas.

As shown in Table 4.3, 173 (89.2%) of CP members indicated that CP was active in their areas against 21 (10.8%) who did not agree with the statement. These results can be attributed to the intensive Government effort of ensuring that CP projects are adopted and cascaded to the lowest administrative unit. According to Fitzgerald (1989), community policing is designed to enhance social cohesion and integration hence prevents crime through positive social influence.

Similarly, 139 (71.6%) agreed knowing the structure and membership of CP committees, while 55 (28.4%) disagreed with the question. However, when asked to explain their answer, majority 62.1% were not in position to do so adequately partly because public baraza's and word of mouth information was not adequate enough for them to comprehend the membership and structure of CP. Equally, the respondents agreed that both the structure and membership of CP committees was appropriate for its effective implementation. That is 84.5% against 15.5% for structure and 80.9% against 19.1% for membership. The partnership structure for community policing is built on Community Policing forums established at every level of the community with membership drawn from the community, law enforcement agencies and other stakeholders (GOK, 2009).

Table 4.4 Laws and Procedures governing CP implementation

Awareness Level	Frequency	Percentage %
Fully Satisfied	2	1.0
Satisfied	27	13.9
Neutral	5	2.6
Dissatisfied	97	50.0
Extremely Dissatisfied	63	32.5
Total	**194**	**100.0**

As shown in Table 4.4, 2 (1.0%) of the respondents were fully satisfied, 27 (13.9%) were satisfied, 5 (2.6%) were neutral, 97 (50.0%) were dissatisfied and 63 (32.5%) were extremely dissatisfied. Thus, 82.5% were dissatisfied or extremely dissatisfied with the question seeking their opinion on laws and procedures governing CP implementation.Further, by working with the police, the community can assume 'legal' authority for their activities, despite the fact that CP is not incorporated into law.

Table 4.5 Monitoring and Evaluation framework used in CP

Awareness Level	Frequency	Percentage %
Fully Satisfied	0	0.0
Neutral	4	2.0
Dissatisfied	107	55.2
Extremely Dissatisfied	52	26.8
Total	**194**	**100.0**

Table 4.5 shows that 159 (82.0%) of the respondents were dissatisfied or extremely dissatisfied, 4 (2.0%) were neutral while only 31 (16.0%) were satisfied with monitoring and evaluation framework used in CP. The study results indicated that there is no clear institutional framework for doing monitoring and evaluation. There was also low awareness for guidelines for monitoring and evaluation among the committee members.

The study found that essential skills for monitoring and evaluation lack within the CP members and therefore training needs to be done. There is also little top down oversight of CP activities by police and the community so as reducing potential abuse of policing powers CP groups (Baker

4.4 Discussions and Findings:

4.4.1 Community Policing Committee Structures:

Majority of the respondents, that is 60.0%, indicated that they had heard about CP through public baraza's, 33.5% through word of mouth and only 6.5% through the radio. This implies that CP had been properly propagated through public baraza's by NGAOs.

The research further indicated that CP was active in the areas of 173 (89.2%) respondents against 21 (10.8%) who did not agree with the statement. These results can be attributed to the intensive Government effort of ensuring that CP projects are adopted and cascaded to the lowest administrative unit. According to Fitzgerald (1989), community policing is designed to enhance social cohesion and integration hence prevents crime through positive social influence. Similarly, 139 (71.6%) agreed knowing the structure and membership of CP committees, while 55 (28.4%) disagreed with the question. However, when asked to explain their answer majority 62.1% were not in position to do so adequately partly because public baraza's and word of mouth information was not adequate enough for them to comprehend the membership and structure of CP. Equally, the respondents agreed that both the structure and membership of CP committees was appropriate for its effective implementation. That is 84.5% against 15.5% for structure and 80.9% against 19.1% for membership. The partnership structure for community policing is built on Community Policing forums established at every level of the community with membership drawn from the community, law enforcement agencies and other stakeholders (GOK, 2009).

Generally, the respondents who knew the membership and structure of CP, 37.9% had come across the handbook manual for CP and stated the membership as follows: Community members, NGAOs, Police Officers, NGO representative and Religious leaders. They further added that youths participate in ensuring security and they are part of committee members. Other committee members were people with physical disabilities. These people were involved in the committee to ensure that they give out their needs and opinions on how they can be supported.

Previous studies have shown that in the composition of CP committees, it is very important to make sure that minority groups, low status groups and poorer groups in the community are not left out and that women, men and the youth are specified in consultation processes (Reed, 2002). However, Wambugha (2010), in his study on community policing in a pastoral community established that there was total silence from respondents and documents about the policing activities of women and other special interest groups among the Pokot.

The study results further indicates that there is no clear institutional framework for CP monitoring and evaluation. There is also low awareness on monitoring and evaluation guidelines among the CP members. The committee members were not only dissatisfied with these guidelines but also did not approve of how they were implemented.

The study found that essential skills for monitoring and evaluation lack within the CP members and therefore training needs to be done. There is also little top down oversight of CP activities by police and the community so as reducing potential abuse of policing by CP groups (Baker 2010). Webb and Elliot, (2002) argues this means not just training, but a whole suite of learning approaches should be undertaken before the project commences so that the condition prior to the implementation of the project is determined. The monitoring and evaluation plan which should be prepared as an integral part of project plan and design, Passia, (2004): and McCoy et al., (2005) is never in place.

5. SUMMARY, CONCLUSION AND RECOMMENDATIONS

5.1 Summary of the Findings:

5.1.1 Community Policing Committee Structures:

Majority of the respondents, that is 60.0%, indicated that they had heard about CP through public baraza's, and word of mouth. This implies that CP had been properly propagated through public baraza's by NGAOs. Equally 89.2% indicated that CP was active in their areas against 10.8% who did not agree with the statement. These results can be attributed to the intensive Government effort of ensuring that CP projects are adopted and cascaded to the lowest administrative unit.

According to Fitzgerald (1989), community policing is designed to enhance social cohesion and integration hence prevents crime through positive social influence. Similarly, 71.6% agreed knowing the structure and membership of CP committees, while 28.4% disagreed with the question. However, when asked to explain their answer majority 62.1% were not in position to do so adequately partly because public baraza's and word of mouth information is not adequate enough for them to comprehend the membership and structure of CP.

The respondents also agreed that both the structure and membership of CP committees were appropriate for effective CP implementation. The partnership structure for community policing is built on Community Policing forums established at every level of the community with membership drawn from the community, law enforcement agencies and other stakeholders (GOK, 2009). Generally, the respondents who knew the membership and structure of CP, 37.9% had come across the handbook manual for CP and they fully outlined the membership.

The study further established that the distribution of the CP committee members in terms of age, gender, education level and occupation included the following: 80.4% were males while 19.6% were females. With regards to age, 10.3% were below 30 years whereas 89.7% were above 30 years. This shows that most of the committee members were males, aged above 30 years, It was also apparent the majority 55.7% had low level of education (primary) which is a hindrance to their meaningful contribution in CP activities such as monitoring and evaluation and report writing. The composition is inclusive of discernible interests in society as it incorporates the female, the youth, those with disability and it has brought on board people of diverse religions. All segments of community may thus identify with and own the programme making its implementation easier.

In addition, 82.5% of the respondents were dissatisfied or extremely dissatisfied with the question seeking their opinion on laws and procedures governing CP implementation. Further, 82.0% of the respondents were dissatisfied or extremely dissatisfied with monitoring and evaluation framework used in CP. The study found that essential skills for monitoring and evaluation lack within the CP members and therefore training needs to be done.

5.2 Conclusion:

The study found thatmajority of the respondents had heard about CP through public baraza's and word of mouth and were actively involved in it. Thus, all segments of community identify with it because its composition is inclusive of all the various interest groups. Further, the study indicates that there is no clear institutional framework for CP monitoring and evaluation yet monitoring and evaluation should be prepared as an integral part of project plan and design.

5.3 Recommendations:

There should be a comprehensive membership in Community Policing committees by ensuring that at least one third of the members represent women, youth and the disables in compliance with the constitution. A clear legal and institutional framework for monitoring and evaluation need to be put in place.

5.4. Suggestion for further study:

A further study should be undertaken to look at how to strengthen community member's effective participation in CP projects.

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