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Police Service Transformation:
Addressing the Welfare of the Police through Security Sector Reforms in Kenya

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Abstract:
Many nations of the world have been preoccupied with putting in place policies that encourage security sector reforms. In Kenya, the major police reform documents and task forces since 2000 provide for an ambitious set of reform processes aimed at addressing a long term negative perception of the police in Kenya since independence depicted as abusive, corrupt, and ineffective hence national yearning for police transformation. The specific objectives of this study were to assess how the Security Sector Reforms (SSRs) in the Police Service Transformation (PST) have addressed the welfare of police officers. The study was guided by the expectancy theory by Vroom. Ex post facto design employing mixed method approach in data collection was used. The target population was law enforcement officers of National Police Service (NPS) in Nairobi County and other stakeholders involved in Police Reforms Task. The study sample was . The study used probability and non- probability sampling methods to select respondents. The research instruments used were questionnaires, interview schedules and focus groups discussion guides. The study established that the expected implementation of SSRs had not been fully done as recommended by the task force. The envisioned reforms in addressing the welfare of police officers has thus not been realized The study findings are significant to police organization and other stakeholders working with NPS to evaluate and asses the positive aspects of the reforms, the gaps and the areas that require redress for peak performance of police officers. (242 words)

Keywords: Security sector reforms, police officer, security sector transformation, police service transformation, welfare

1. Introduction

1.1. Background to the Study
Reform or transformation of the security sector is seen as an integral part of the transition from armed conflict to peace, and is a growing focus of international assistance (Hendrickson *et al*, 2001). Security Sector Reforms (SSRs) is now the agenda that is looking on how the security agencies and stakeholders can work together to bring efficiency and effectiveness in security in different jurisdictions. SSRs refers to a plethora of issues and activities related to the reform of the elements of the public sector charged with the provision of external and internal security (Ball, 2014). One such reform is in the area of police welfare.

In many African Countries, colonialism and the cold-war international system shaped security to emphasize regime survival. This created a security and intelligence system that alienated human security but created a ring around the governing regimes. The consequence with this was the mismanagement, personalization, corruption and lack of effective civilian oversight bodies on security and intelligence agencies (Jonyo & Buchere, 2011). The scenario produced police officers who were poorly motivated and needed to supplement their megre income for survival.

Kenya began taking serious police reforms in 2003 because of the donor support through the effort of Governance, Justice, Law and Order Sectors (GJLOS). The GJLOS employed the Sector's Wider Approach which was geared towards capacity building, operation logistics and comprehensive police welfare (GoK, 2003; Ondoro, 2015).

An analysis of the reform priorities spelt out by Ransley Committee (GoK, 2009) suggested that the objective of post-2007 police reform was to address what was previously referred to as crisis in the police and security sector reform. There are concerns as to whether these crises have been addressed. The findings by Ondoro (2015) suggest varied responses. On one hand, the implementation

addressed some of the crises, while at the same time continued to deepen the crises. The fact that the process was entrenched in law provides hope that though benefits are yet to be realized, the process is on course. Today, police are confronted with the ever-changing security scenarios that demand for police reforms that would enhance efficiency and effectiveness. As such, many nations of the world have been preoccupied with putting in place policies that encourage security sector reforms (Edmunds, 2004).

Various media reports indicate that there are allegations of corruption and poor service in the police service. This leads to poor reputation for the police service which erodes public trust thereby increasing insecurity in the country. Those feelings continue to persist despite the on-going reform and transformation efforts. The study sought to find out why with so many reforms going on to improve the welfare of police, Kenya remains insecure owing to their continued poor service and commitment to duty.

1.2. Statement of the Problem

Despite supposed SSRs in Kenya, the National Police Service (NPS) public complaints against police have heightened and performance remains unsatisfactory. Some policy-makers and researchers have tended also to associate the high rates of crime and violence with the existence of economic and social inequalities (ICTJ, 2010).

Report by KNCHR (2014) shows that a total of 3060 Kenyans (both civilian and law enforcement officers) lost their lives due to insecurity in the period between 2010 and 2014. Further, Usalama Reform Forum noted that the rate of crime in Kenya increased from 245,808 in 2008 to 432,394 by December 2013, an increase of about 75% during the period (Usalama Reforms Forum, 2014). This data is an indication that, inspite of SSRs, the police are not performing their duties as expected. The current study thus sought to establish whether addressing the welfare of police officers in Kenya was realizing the envisioned outcome of having a more efficient and motivated police force.

1.3. Objective of the Study

The specific objective of this study was to assess whether addressing the welfare of the police through the SSRs was realizing the envisioned outcome of a more efficient and motivated police force.

2. Literature Review

Ebo (2010) states that Security Sector Transformation (SST) is a fundamental shift in the way security is concerned and the pursuit of a governance agenda that puts citizens at the center of security planning and provision. Gacond and Okey, (2010) says that SST should entail a fundamental shift in the way security is perceived, managed, controlled and overseen, coupled with positive change in the attitude and conduct of security actors. Bryden and Olonisakin, (2010) says also that a central prank of the transformation discourse is the need to alter the culture and character of security actors and it involves transformation which encompasses the change of heart, mind and spirit that touch all aspects of security organizations. It also involves the systematic overhaul that affects the orientation, values, principles and practices of the security sector. Part of this overhaul has to do with how the police officers' welfare is addressed.

The Kenya's Police Reforms Task Force (2005) proposed career development and welfare of police officers so as to respond to human resource development challenges and corporate competitiveness. It also proposed the establishment a comprehensive new scheme of service with an aim to attract, retain and motivate staff. Further, propositions to establish a comprehensive medical scheme, group life insurance as well as the establishment of a special fund to cater for dependents of police officers killed in their line of duty were made. These recommendations were because of the feeling that continued payment of low salaries will contribute highly to the police officers' predisposition to corruption, lethargy and inefficiency in the execution of their duties. While better pay may not directly translate to lower levels of corruption, it would certainly raise the stakes high enough for officers to feel worried about losing their jobs on account of misconduct or poor performance (Ransley, 2009).

Ransley (2009) proposed a scheme of service which, if implemented, will address ills that bedevil policing in Kenya. The implementation promised high performance and job satisfaction which can be achieved by improving pay, providing opportunities for promotion and ensuring proper supervision and co-worker relationships (Makin, Cary & Charles,1996). Bryson, *et al.*, (2012) supports this assertion arguing that, the compensation packages include pay schemes that are linked to employee or company performance. By motivating individual workers to be more efficient at work and increasing their attachment and identification with the interests of the enterprise and proper incentives, the schemes are expected to improve relationships at work, increase job satisfaction rates, lower absenteeism, lower turnover rates which can ultimately improve sector performance. The current study sought to establish whether the implementation of the scheme had realized the envisioned benefits in the KPS.

2.1. Theoretical Framework

This study was guided by the expectancy theory. The theory is based on the premise that, it is the internal state as well as external forces impinging on individuals that will cause them to act in a specific manner. A worker will thus be motivated to put forth the necessary effort when it will result in the attainment of desired goals. There are four basic assumptions about human behavior that serve as the foundation of expectancy theory. They demonstrate the complexity of not only human behavior, but also of motivation. The first assumption is that behavior is not determined exclusively by individual. It is a product of the vitality of an individual and the environment, and with its context, everyone will develop a preference for available objectives. In relation to this study, the expectations of the officers about the reforms will be mediated by the environment. If the officers find that the environment remains harsh and insensitive to their psychosocial well-being, they may not be enthusiastic about them. On the other hand, when the preference is high, the acceptance will be greater. Second, employees have expectancies about outcomes. If the results are not

compatible with efforts, then the activity is ignored or avoided. Expectations vary from individual to individual. What one police officer thinks is important might be unimportant to another officer.

The factors affecting an individual's expectancy perception include self-esteem, previous experience in similar situations, one's capability, and the stake of supervision. This list is not meant to be comprehensive, but it does illustrate the range of such factors. It is believed that everyone seeks to increase self-esteem by searching for psychological success (Handy, 1993).

When a police officer experiences psychological success, one feels more competent. The more competent one feels, the more likely that person is to take risks in perceived areas of importance. On the other hand, when one is psychological successful, it can lead to the lowering of personal goals as the person strives to protect his or her self- concept. While the importance of self-esteem is evident, the whole process should be approached with some degree of caution, especially if there are other influencing factors, such as limited manpower or inadequate equipment. A police officer would therefore be more motivated if they are provided with adequate facilities to enable them carry out their duties with ease.

3. Research Methodology

The research design used was the mixed method also called multi-strategy design (Robson, 2011) that was more inclined on qualitative method. Qualitative research utilizes non-probability samples. Cases or subjects are therefore handpicked because they are informative or they possess the required characteristics (Mugenda and Mugenda, 2003). The study further employed survey research design which entailed the use of *ex post facto* design (retrospection) employing mixed method approach in data collection (Okoth, 2012). *Ex post facto* design was employed to establish from a dependent variable (police performance) to identify possible causal independent variables (security sector reforms).

The study site was Nairobi County. The location was chosen because Nairobi is the capital city of Kenya and it is a metropolitan city with different police units and establishments such as General Service Unit (GSU), Kenya Police Service (KPS), Administration Police Service (APS), Anti-terror Units, Very Important People (VIP) protection among others. Further, it is the administrative headquarter of the Kenya government with offices that house Commissions of Police Reforms and agencies charged with the mandate to look into police welfare. The target population were officers from Nairobi County. These included OCPDs, DAPCs, Commissioner of Task Forces on Police Reforms, Oversight Authority (IPOA), and Civil Society. These gave a target population of 3,560 people.

The study used both probability and non-probability sampling methods to determine the sample size. Mugenda and Mugenda (2003) aver that, the minimum acceptable sample for descriptive and explorative research is 10% of population. Stratified random sampling technique was used to draw respondents from the study population. Stratified random samples provide detailed information (Kothari, 2004). Multistage cluster sampling was used where every station/sub-county was a sampling unit while officers were units of analysis. Divisions and Sub-counties were clustered to select the stations for KPS and equivalent for APS and the researcher used simple random sampling to pick the officers. The members of Commissions were selected purposively. The three-focus group discussion (FGDs) consisted of 10 members who were selected purposively from APS sub-counties and KPS stations.

Data collection was done using questionnaires and interview guides for individuals and FGDs. The total number of questionnaires administered was 150 representing police officers of APS in Nairobi County and 200 representing officers of KPS of Nairobi County and a focus group of ten junior officers of different formations in NPS. Hence 350 questionnaires formed the sample size. Also interviewed were the two Directors of NPS (APS and KPS) in charge of reforms and five senior officers of above the rank of chief inspector of both services involved in the National Police Directorates. Nine (9) key informants were purposively selected for their expert information. These were drawn from the Commissions and Civil Societies.

To ensure validity of the research instruments, Cronbach's Alpha coefficient was computed from the data collection tools administered to target group. A coefficient of 0.79 was obtained which implied that the instruments were valid. A reliability coefficient of 0.5 was assumed to reflect the internal reliability of the instruments as recommended by Fraenkel and Wallen, (2000).

Quantitative data were analyzed using descriptive statistics by use of the Statistical Package for Social Sciences (SPSS) programme. The data were presented in the form of frequency distribution tables, graphs and pie charts. Critical discourse analysis and narrative analysis as advanced by Wheeler (1995) were employed to analyze qualitative data from open ended questions from the questionnaire. Data was then analyzed through organizing emerging themes according to the information gathered on security sector reforms and their influence on police performance.

4. Findings and Discussion

In examining the influence of SSRs on improved welfare of the police officers in Kenya, the study sought to assess the areas addressed by police reforms. The respondents were asked to indicate the level to which different areas had been handled. The findings are as presented in Table 1.

	Very well		Well		Moderate		Poor		Very poor		Total	
	F	%										
Pay package	2	0.7	2	0.7	72	24.4	129	43.7	90	30.5	295	100
Police Vetting as Part of Police Reforms	2	0.7	42	14.2	111	37.6	85	28.8	55	18.6	295	100
Departmental Methods and Systems on Police Reforms	0	0	38	12.9	136	46.1	90	30.5	31	10.5	295	100.0
Feedback Mechanisms	0	0	19	6.4	128	43.4	104	35.3	44	14.9	295	100.0
Police Welfare	2	.7	12	4.1	71	24.1	116	39.3	94	31.9	295	100.0
Police mobility/vehicles	53	18.0	123	41.7	106	35.9	2	.7	11	3.7	295	100.0
Housing	0	0	4	1.4	40	13.6	86	29.2	165	55.9	295	100.0
Retirement package	3	1.0	34	11.5	110	37.3	102	34.6	46	15.6	295	100.0
Promotions	2	.7	16	5.4	132	44.7	70	23.7	75	25.4	295	100.0
Transfers	2	.7	11	3.7	106	35.9	78	26.4	98	33.2	295	100.0

Table 1: Areas addressed by Police Reforms
Source: Field Data (2016)

The findings in Table 1 show that 129 of respondent representing 43.7% indicated that pay package had been poorly addressed. It was also found that 136 of respondents 46.1% indicated that departmental methods and systems on police reforms had been moderately addressed. The study further revealed that 41.7% indicated that police mobility/vehicles had been well addressed. Police welfare was indicated to have been very poorly addressed as indicated by 94 of respondents representing 31.9%. This has demotivated and motivated police officers depending on their experience in police and their perception.

During FGD, one junior officer said:

- The high expectations and the optimism that was vested upon police reform agenda by the police officers, following many years of oppression and lack of attachment between the higher and lower police cadre seemed to be light at end of the tunnel in the police fraternity. However, the slow rate and selective implementation has gone a long way in diminishing the high hopes and morale amongst police ranks and file. The National police commission for instance was swift to commence police vetting but the process seems to be taking ages and at the same time seems to be targeting financial aspect of officers at the expense of all the rest. A question going around is, is it wrong for a police officer to have a fat bank or "*mpesa*" (system of mobile money transfer) account? As the saying goes to whom much is given much is expected, the reforms team need to engage with officers file and rank if they want to get their priorities right. The issue of re-equipping the service, housing, training, welfare, among others needs to be implemented in the order of priority if the morale must be kept high otherwise for now the morale seems below par. (Source: Field data, 2016).

Another officer in the FGD with police officers had the following observations:

- Issuing of police uniform is one of the things that has boosted police morale, previously one would wear torn police uniform or the uniforms really were faded. You can even notice that the police are being used as an example in some adverts like that one of TOSS which is a detergent company in Kenya, they are displaying the neatness of police because they are now well groomed and their uniform is unique. (Source: Field data, 2016).

On the issue of police morale, one officer said:

- The morale of the police has really improved. They are the same people some time back in history who used to go for patrol or rioting grounds with '*rungus'* (sticks) but are now equipped and the government has really tried even in making sure they have presentable uniforms. The police are now respected after reformation since they not only maintain order and peace but also ensure they practice consumer treatment rights by ensuring that good service reach the common '*Mwananchi'* (citizen) leading to a favorable relationship. Due to the fluctuation of our economy, many police officers had not able to meet their financial budget but after the raise in salary, at least, we can say they are better than before thus boosting their morale. (Source: Field data, 2016).

Still on morale, another observed that:

- The police morale has increased, since the leadership of President Mwai Kibaki, various reforms were carried in law enforcement agencies. They were needed to increase police salary and incentives, appreciate what they do to the community and the whole country. The government has also invested heavily in purchasing of modern weapons, good housing conditions… We all know how the condition of the police houses has been since independence but the relevant stakeholders are trying to help improve the housing conditions of the Kenya police. The community is also growing trust with the police where they can rely on each other. (Source: Field data, 2016).

Another observed:

- Improvement in transport is one of the morale to the police since reforms were introduced. More vehicles for the police service have been purchased and hired to make easy transportation. The service has also tried on the issue of housing even though not up to date in some areas. Uniforms are no longer a problem to the police as it was in the past. (Source: Field data, 2016).

The above observations send mixed signals on how the officers perceive the reform agenda. Issues raised needs to be considered and addressed. Graetz, Malcolm, Ann and Aaron (2006) says that empowerment has been preached as a solution to change resistance because it is designed to liberate employees, improve financial performance, enhance customer relations and increase job satisfaction.

The evaluation of job-performance is a managerial task that is normally delegated to first-line supervisors in healthy, work-based organizations. Formal (objective) performance appraisal has been emphasized in government and has become the standard by which we judge the legitimacy of any public-sector personnel system (More & Larry, 2007) that means the systems should be improved to bring high performance and transformation. In interview with DAPC on police welfare, he says:

- Most of the things have been addressed but the issue of salary and housing, lack of consistence in promotion, lack of meritocracy in promotion, arbitrary transfers and nepotism has demoralized the police officers and if they address it will lift the morale of officers. It is like the officers in high echelon don't understand what is happening on the ground. They should practice management by walking around. We have never seen the senior officers in our posts for them to see the conditions in which our officers live. The houses are makeshifts and many officers has built them with their meager incomes. They don't have toilets and even the space to build them. (DAPC1, 2016).

This agrees with Woods (2008) who says police leaders can become effective innovators if they build leverage for reform not only from the top-down but also from the bottom-up. It also agrees with Emmons (2006) and Buckner (2008) who says Leaders and managers must also embrace Management by Walking Around (MBWA) which enables the leader to know what is going on around them where they remain in direct contact with employees to identify the real needs and to hear multiple viewpoints, which supports work and achieve its objectives. Such visits break the barriers that may impede communication between workers and the leader through his interaction and continuous meeting with them and talking with them which implies to employees the interest and commitment of the leader which drives them to respond to their instructions. The findings show the recommendations of Ransley Report of 2009 have not been implemented though the recommendation was to implement within five years from the date of release. On salary and allowances the report says:

- It is therefore necessary that the police salary levels are overhauled and a significant portion of the national budget be dedicated to improving police salary levels within the next five years (Ransley, 2009, p.120).

On vetting the 28.8 % said it was poor, which also corresponded with the one member of the a community policing FGD who said:

- The concept of police reforms and vetting was conceived wrongly. They could have started by addressing the causes of police behaviors then address them and show the reasons for police reforms. After that that to give timelines for change and those who will not hearken to the call for change punitive actions to be taken instead of being reactive in firing the officer's enmass who will become threat to national security and the citizens. They need to be proactive and no vindictive. (Source: Field data, 2016).

Another on in the group asserted that:

- The vetting of police officers is superficial in terms of making the police officers accountable. We thought by now the officers would be transparent in their dealing with the members of the public. For the recruitment of police officers is not transparent. It is done in one day not many days as it is a process to conceal the malpractice. The highest bidder gets the stake in police service. (Source, Field data, 2016).

Another officer argued that:

- The police reforms were conceived wrongly as its intension was to fire police from the service. They could have given them their agenda and then a timeline for them to change for they had their own culture which was highly ingrained instead of the reactive police reforms which make them lethargic, cynic, demoralized and fearful in performance of their duties. (Source, Field data, 2016).

The above agrees with the with Lutterbeck (2012) on reforming of the police which should be a process and not an event and who says it require changes at three levels, the legislative level, the institutional level and the level of attitudes and culture of police forces. At the legislative level, there is a need to establish clearer regulations for practically all areas of police work and organization, as well as to abolish repressive laws of the former regime. At the institutional level, reforms should focus on the establishment of greater transparency and accountability of police forces. Finally, there is a need to change the "culture" of police forces from a culture of repression and abuse with impunity to a culture of the rule of law and respect of citizens' rights. There must be a conviction of the need of this reform on all levels and an understanding of democratic policing's core values and the purpose of the reform. The core value is community-centric policing instead of state-centric policing (Harris, 2005). His approach is proactive and gradual. If the above foregoing can be put into account it will reverse the above notions by the respondents

In an interview with the Director of Police Reforms (DPR) on the concept of police reforms and transformation, the following observations were made:

- Reforms deals with change and they have been there before independence. Transformation is geared towards making police civil police. Reforms is scratching the surface below while transformation is a complete metamorphosis. It goal is to transform the Police to a professional, efficient and accountable police service that is trusted by the public. (Source: DPR, 2016).

This also agrees with the Inspector General (IG) of Police during a one day Police Transformation sensitization workshop for senior security officers in Nairobi County at Kenyatta International Conference Centre (KICC) Nairobi.

- Kenya is changing and the police officers must change the way they do the policing work. All police officers must embrace the transformation process which requires change of the mind-set and attitude among the police officers in the ever-changing society. The Kenyan public is now more enlightened than ever before hence need to change approach in dealing with the public. My advice to all officers is to embrace the People Centered Policing (PCP) and remain civil while firmly dealing with policing matters. (Boinnet, 2015).

On wider spectrum of Security Sector Transformation (SST) the above observation agrees with Ebo (2010) who states that SST is a fundamental shift in the way security is concerned and the pursuit of a governance agenda that puts citizens at the center of security planning and provision.

5. Summary, Conclusions and Recommendations
The general objective of this study was to investigate how Security Sector Reforms and particularly police reforms influence transformation of National Police Service of Kenya. The study was, therefore, guided by the following specific objectives:

5.1. Summary of Findings
On areas addressed by the reforms, the study established that the pay package was poorly addressed represented by 129 or (43.7%), departmental methods and systems on police reforms had been moderately addressed represented by 136 or (46.1%), police mobility/vehicles had been well addressed represented by 123 or (41.7%) and that police welfare had been poorly addressed represented by 94 or (31.9%.)

5.2. Conclusion
The study concludes that SSRs have had very little impact of the transformation of the NPS. This is evidenced by the fact that commissions given the mandate to steer and oversee police reforms are doing very little in dealing with the welfare of police officers resulting to de-motivation. The level of public confidence with the police is still low given that, the public had not realized much change in the police reform. The reforms were not felt on the local areas and were centralized in Nairobi. The IPOA was not doing enough to support policing. Its witch hunting and intimidation of police officers was impeding their performance.

5.3. Recommendations
The study recommends that the government should treat the issue of improving the welfare of police officers much more seriously than its doing at the moment. More resources need to be allocated towards improvement of the psychosocial aspects represented by motivation in terms of salaries, regular promotions which considers merits not whims of individuals, improvements of working environments, consistent transfer and training which is consistent.

5.4. Suggestion for Further Research
This study was carried out in Nairobi County to investigate how Security Sector Reforms and particularly police reforms influences transformation of NPS of Kenya. The study suggests that this study be replicated in other Counties in Kenya to assess the effectiveness of strategies adopted by the national government to address the Security Sector Reforms.

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