

**ASSESSMENT OF POLICE-COMMUNITY PARTNERSHIP IN COMMUNITY  
POLICING INITIATIVES IN COMBATING CRIME IN KISUMU CENTRAL SUB-  
COUNTY, KENYA**

**BY  
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FOR THE DEGREE OF MASTER OF RESEARCH AND PUBLIC POLICY**

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**DECLARATION**

I declare the ownership of this thesis as my original work which has never been presented elsewhere for examination.

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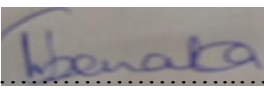
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## **DEDICATION**

This research thesis is dedicated to my father Zephania Odidi, mother Elizabeth Odero, and all my siblings Beatrice, Kenneth, Tonny, and Phoebe, my wife Leah Odidi for her fervent prayers, my children Ferdinand, Michelle, Ferrell, and Bravill for the love and moral support they offered me to ensure the completion of this course.

## ABSTRACT

Community-oriented policing (COP) is no longer a “quiet revolution” as Meese averred exactly 3 decades ago. Today, nearly every country has embedded COP principles into their policies and national police-related laws. In Kenya, this is reflected in the National Police Service Act (NPSA) 2011 and recently in a targeted regulatory piece – the Kenya COP Guideline/Booklet. One key goal is to bridge the divide between police and the community and create a partnership environment necessary for their engagement and proactive collaboration in policing. However, despite these policy and legal frameworks, crime and public disorder remain a significant challenge in Kisumu and the county is ranks way above national averages across many indicators of crime. Kisumu central bares a higher percentage of crime rate as compared to all other sub-counties as it hosts the city CBD, Kondele, Nyalenda, Obunga, and Manyatta slums all of which are categorized by the NCIC as hotspots for criminal activities. Consequently, this study investigated the assessment of police-community partnership in COP initiatives to combat crime in Kisumu Central sub-county, Kenya. Specific objectives examined the nature of community engagement in community policing policy and practice; assessed the extent of application of police-community collaborative problem-solving initiatives using a SARA model; and finally assessed the opportunities and challenges that underpin the implementation of COP in Kisumu Central sub-county. The study was guided by Systems Theory (von-Bertalanffy, 1972). An exploratory mixed-methods design was adopted, drawing respondents from each of the six administrative Wards. A sample size of 394 was drawn from the current population of Kisumu Central Sub-county based on the Fisher et al. (1991) formula. 18 Focus Group Discussions (FGDs) were with community members (6), police officers (6), and Community Policing Committee members (CPCM) (6). 16 Key Informant Interviews were held 2 with each of the 6 strata and an additional 4 with key community members, traditional leaders, youth representatives, and women representatives. Purposive and snowball sampling was used to recruit knowledgeable actors in FGDs and KIIs while simple random sampling was employed to administer household surveys. Simple descriptive statistics helped analyze survey data while qualitative data was analyzed thematically. The study revealed low levels of engagement across the five indicators used, low levels of collaboration in each other SARA model elements, and lastly that numerous challenges are responsible for this state of affairs. Together, findings revealed community perception that links lack of engagement and collaboration to be responsible for the perceived high rates of crime and disorder across the Sub-County. Fortunately, analysis shows that there are opportunities to turn the story around and make Kisumu Central Sub-County a better place to live. The study reveals the need for forging whole-of-government and whole-of-society mechanisms as well as a commitment by the Government of Kenya to walk her talks envisaged in the National Police Service Police Act 2011 by allocating resources to implement, monitor, and improve COP not only in Kisumu but across the country.

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## **LIST OF ABBREVIATIONS AND ACRONYMS**

<b>AU</b>	-	African Union
<b>COP</b>	-	Community-Oriented Policing/ Community Policing
<b>INSYDE</b>	-	Institute for Security and Democracy
<b>KHRC</b>	-	Kenya Human Rights Commission
<b>NCBD</b>	-	Nairobi Central Business District Association
<b>SDSS</b>	-	School of Graduate Studies
<b>UN</b>	-	United Nations
<b>UNDPKO</b>	-	United Nations Department of Peacekeeping Operations
<b>VIJ</b>	-	Vera Institute of Justice
<b>GoK</b>	-	Government of Kenya
<b>NPS</b>	-	National Police Service
<b>NKI</b>	-	Nyumba Kumi Initiative

## OPERATIONALIZATION OF TERMS

**Community policing:** Police and community collaboration in crime prevention, deterrence and problem solving that aims to transform the state police into a responsible, trusted, and accountable entity. This should remedy police-civilian distrust and promote an environment of collaboration in dealing with crime and public disorder.

**Police-community partnership in community policing** – these are mainly manifested through engagement and collaboration and usually underpinned by opportunities and challenges.

**Engagement:** is a form of cooperation that refers to the process of involving community members, organizations, or stakeholders in the decision-making and policy development stages. It often focuses on soliciting input, feedback, and opinions from the community: Engagement typically involves a one-way or two-way communication process. It may include activities such as surveys, public hearings, town hall meetings, or informational sessions where community members are informed about policies and asked for their thoughts or concerns. The primary purpose of engagement is to gather information, perspectives, and insights from the community. It aims to ensure that policies and decisions are informed by the needs and preferences of those who will be affected by them. In engagement, the community plays a more passive role, providing feedback or input, but may not necessarily be deeply involved in the actual decision-making or policy design.

**Collaboration in community policing:** is a form of cooperation that refers to a more active and participatory approach to community policy practice. It involves working together with community members, organizations, and stakeholders in a joint effort to develop, implement, and evaluate policies and programs. Collaboration is characterized by a higher level of involvement and cooperation. It often includes forming partnerships, task forces, or working groups where community members actively participate in all stages of policy development and implementation. The primary purpose of collaboration is to harness the collective expertise, resources, and efforts of various stakeholders to achieve common goals. In the conventional literature, collaboration takes a scan, analyze, respond and assess –SARA– approach. It seeks to create a sense of ownership and shared responsibility for policy outcomes. In collaboration, the community takes on a more active and engaged role as equal partners. They are supposed to work alongside policymakers, professionals, and other stakeholders to co-create and co-implement community policing policies and programs.

**Community policing committees:** these are committees established under the 2016 National Police Service's (NPS) Community Policing Policy Handbook and related regulations. They work at the community levels and their leadership and programs should be to support police deal with crime, not as informers but as collaborators, free participants in their own safety and peace as a community.

**Community policing patrol police:** the specific police officers assigned the duties of undertaking community policing.

**Non-traditional patrol and policing:** involve avoiding such traditional methods as police cars/vehicles and resorting to walking patrols, bicycle patrols, participation in community events, etc.

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# CHAPTER ONE

## INTRODUCTION

### 1.1 Background of the Study

The global significance of community policing (COP) is underscored by the United Nations' Sustainable Development Goal 16 which highlights the importance of community oriented policing (COP) as a sustainable means to achieve "peace, justice, and strong institutions" (United Nations Police, 2022). As a globally recognized approach to security sector reform, COP is characterized by systematic and program-oriented strategies aimed at democratizing state police forces. Regardless of the nomenclature used by policy makers, analysts, or researchers, such as "strategic policing," "problem-oriented policing," or "neighborhood-oriented policing," as articulated by Meese (1993), COP signifies a transformative shift in policing practices, not only in the United States but also worldwide. Today, the term "community policing" has become commonplace, even finding resonance in Kenya (Diphon & Stapele, 2020; Ruteere & Pommerolle, 2003; Nyaura & Ngugi, 2014).

There is a discernible convergence in the literature (Pinto & de Garay, 2014; Amadi, 2014) that the realization of COP entails the implementation of various mechanisms by both state and non-state actors. These mechanisms encompass funding priorities allocated to COP programs, the adoption of multi-sectorial approaches involving contributions from diverse stakeholders, and efforts to integrate COP principles into other aspects of security sector reform, encompassing policy and program domains (Skogan & Hartnett, 2019; Sitole, n.d; Ruteere & Pommerolle, 2003; Government of Kenya, 2017; 2020). Viewed from the perspective of law enforcement officers, Meese (1993) further posits that the attainment of effective community policing is contingent upon several critical factors: a) the realignment of traditional police roles with the new strategies and responsibilities envisaged in the COP philosophy; b) the implementation of measures aimed at transforming policing from its conventional, militaristic orientation to one rooted in community engagement and problem-solving; c) the strategic reorganization of police structures, with the aim of reducing hierarchical layers and fostering opportunities for collaboration and information sharing; d) the selection and professionalization of a specialized cadre of police officers known as community policing officers; and e) the expansion of training programs beyond conventional norms, with an emphasis on higher education, among other considerations (Aniche, 2018; Bello & Olutola, 2016; Boettke et al., 2016). These elements collectively formed the core

principles of effective community policing, which this study sought to examine in the specific context of Kisumu County in Kenya (Muchira, 2016; Ruteere, & Pommerolle, 2003).

The process of police reform, as articulated by Meese (1993), revolves around three central concerns: defining the fundamental purpose and responsibilities of the police, evaluating their capabilities, determining the contributions they can make to society, optimizing their organizational methods and deployment, and establishing the nature of their relationships with the communities they serve (p. 1). This study primarily delved into the aspect of this discourse that centers on community policing (COP) and its connection with the community, particularly in Kisumu Central sub-County. Globally, COP's role is predominantly framed within its relationship with crime prevention and is regarded as a sustainable approach to combating criminal activities (UNPOL, 2022; Pinto & de Garay, 2014; United Nations Department of Peacekeeping Operations, 2018; Boettke, Lemke & Palagashvili, 2016; Brogden & Nijhar, 2013). Consequently, a core objective of COP is to foster opportunities for engagement, cooperation, and the mitigation of policing challenges. This non-traditional approach aims to bridge the gap between the police and the community, creating a conducive environment for mutual understanding, collaboration, and trust-building. Ultimately, this process is intended to reduce incidents of public disorder, crime, and the proliferation of unsafe environments (Cross, 2013; Denney, & Jenkins, 2013; Feltes, 2014; Giacomazzi & Smithey, 2001; Giill, Weisburd, Telep, Vitter & Bennett, 2014).

Community policing (COP) serves a dual purpose, functioning both as an end in itself and as a strategy for crime reduction (Mwaura, 2014; Leting, 2017; Government of Kenya, 2017; Skilling, 2016). In its role as an end, COP envisions the establishment of positive relationships, which, over time, should enhance policing efforts and lead to a reduction in crime rates (Ruteere & Pommerolle, 2003). As a crime reduction strategy, COP is expected to create an environment where public safety is assured, and criminal incidents are minimized, as the community actively participates in securing their surroundings and addressing disruptive elements (Brogden & Nijhar, 2013; Cordner, 1997). The implementation of COP involves a range of activities aimed at achieving these objectives (Ruteere & Pommerolle, 2003; Goldstein, 1987; Greene, 2000; Imam, 2022; Islam, 2019).

Consequently, COP represents a dual-edged tool for governments: on one side, it aims to bridge the gap between the police and the community, while on the other, it entails activities



crucial for realizing COP's overarching goal—a responsive, democratic, and innovative national police service that contributes to peaceful communities (GoK, 2022; Islam, 2018; Jagwanth, 1994). This study focused on COP's as a strategy of bridging the police-community divide for crime reduction. According to Diphon and Stapelle (2020, p. 564), there is a scarcity of research on this dimension of COP in the developing world, emphasizing the need for primary data to deepen our understanding of the extent to which this strategy is comprehended as a panacea for crime reduction. The limited research in developing countries can be attributed, in part, to the multifaceted nature of COP and its relatively recent emergence. In Kenya, for instance, COP began to be formalized as a government policy in 2016 through the Inspector General of Police's Community Policing Guidelines (Lewis & Lewis, 2012). Therefore, this study explored the effectiveness of COP strategies, particularly in Kisumu City, one of Kenya's early emerging urban centers, with a focus on Kisumu Central Constituency, in achieving the goal of crime reduction. An underlying assumption is that the sustainable reduction of crime hinges on the successful implementation of COP strategies—activities designed to bridge the gap between the public/community and the police, fostering mutual collaboration and understanding (Muchira, 2016; Lurigio & Skogan, 1994).

Pinto and de Garay (2014) have contended that while a police-community divide is a recurring theme in studies related to security and police sector reforms, it is particularly pronounced in developing countries, where instances of police brutality are all too common. In the Kenyan context, a significant impediment to effective community policing (COP) is the deep-seated fear of the police (Nyaura & Ngugi, 2014; Skilling, 2016; Diphon, & van Stapele, 2021; Leting, 2017; Kiprono, 2007). This fear has been exacerbated by incidents of police brutality, especially during election periods, and their methods for combating crime, which often involve serious human rights abuses. Kisumu County is particularly a special case with Central sub-County leading with the number of hotspots areas declared by the National Cohesion and Integration Commission (NCIC) toward 2022 general elections. Additionally, there is a prevailing perception that individuals closely associated with the police serve as informants (Diphon & Stapelle, 2020; Lyons, 2002; Marks, Shearing & Wood, 2009). This perspective aligns with Sitole's (n.d) assertion that in developing countries (South Africa) the historical legacy of policing is rooted in colonialism, which institutionalized fear and division between the police and the communities they were meant to serve, something corroborated by other studies (Nyaura & Ngugi, 2014; Skilling, 2016;

Diphooorn, & van Stapele). Diphooorn and Stapelle's (2020) research on COP in Kenya echoes these findings, emphasizing the need for a granular examination of COP implementation within specific localities in Kenya to assess its successes and failures, which could, in turn, inform future policy reforms and programming. To address these gaps, the current study is conducted in a developing country, Kenya, with a specific focus on Kisumu Central sub-county, which has been declared by NCIC as a hotspot county (Meyer, Van Graan, 2011).

Furthermore, Diphooorn and Stapelle (2020) have observed that the implementation of COP in the coastal regions of Kenya lacks coherence, with multiple programs operating independently and achieving limited success in bridging the trust gap between the police and the community, as well as in achieving sustainable crime reduction. They argue that a growing trend in COP studies is the elevation of programs like the Nyumba Kumi Project to an indispensable component of COP, even though the Nyumba Kumi initiative, in light of the Inspector General's Guidelines for Community Policing in 2016, does not fully align with the comprehensive objectives of true COP, which should aim to systematically bridge the trust deficit between the police and the community as a sustainable crime prevention strategy. Furthermore, the Nyumba Kumi initiative was originally implemented within the context of counter-terrorism, potentially diverting it from the genuine trajectory that a COP initiative should follow (Minnaar, 2010; Moore, 1992)

This study, by focusing on Kisumu Central sub-county, which has experienced a high incidence of crime and public disorder and is among the most densely populated administrative areas in Kenyan cities, aimed to investigate the practical manifestations of COP (Meyer, Van Graan, 2011). The study sought to understand the initiatives employed by various stakeholders to bridge the trust deficit between the police and the community and to combat crime effectively. The study treated crime reduction as the dependent variable, while the various strategies employed by stakeholders to bridge the trust gap constitute the independent variables. An exploratory approach is deemed essential for several reasons: first, the majority of COP studies have been conducted in developed countries, with only a limited number focusing on developing countries, possibly due to the relative novelty of COP as a formalized approach to crime management; second, the few studies conducted in countries like Kenya have not specifically addressed the issue of bridging the police-community trust deficit in relation to crime reduction, resulting in a dearth of methodologically relevant

literature for this study, even though such studies may offer conceptual grounding for the research.

The United Nations Manual for Community-Oriented Policing (COP) (UNDPO, 2018) extends the scope of COP programs beyond mere mechanisms for police-community collaboration, emphasizing the establishment of a partnership-oriented environment. In this perspective, both the police and the community are viewed as essential components for the successful realization of public security, safety, and order. The Manual advances the concept of partnership, which involves a diverse range of strategies aimed at encouraging the public to act as equal partners with the police in the prevention and management of crime, as well as the maintenance of security and order based on the community's specific needs (United Nations Department of Peacekeeping Operations, 2018, p.1). This perspective underscores the need-oriented nature of state policing, highlighting that policing must be community-oriented because the very communities being policed are integral to addressing the security, safety, and order challenges facing them.

Numerous studies (Diphhoorn & Stapelle, 2020; Ngigi, 2018; Ndono, Muthama, Muigua, 2019; Njenga, 2017) highlight that community-oriented policing (COP) involves a combination of strategies aimed at fostering community-police partnerships to collaboratively enhance public safety and neighborhood well-being. Ndono, Muthama, Muigua (2019) emphasize the central concept of community policing, which is the shared responsibility between the police and the community for promoting public safety, with each entity playing a crucial role and appreciating the contributions of the other. Therefore, the success or failure of community-oriented policing largely hinges on the quality of police-community partnership and relationships, which constitutes the primary focus of this study. Applying a public policy analysis framework, this study assessed the extent to which community policing, implemented within the context of a densely populated developing country locality, Kisumu Central, is achieving its objective of bridging the police-community divide and effectively serving as a public security strategy.

From the perspective of public policy analysis, it is imperative to investigate how government commitments, as articulated in policies, are translated into operational programs. This scrutiny is essential because community-oriented policing (COP) has been widely acknowledged in both policy and practice as a significant innovation aimed at enhancing

public safety and neighborhood well-being. For instance, in the United States, relevant laws and policies have been enacted to provide guidance for the implementation of community-oriented policing. In the City of Cleveland, for example, the "Consent Decree" mandates the Cleveland Division of Police (CDP) to develop and execute a comprehensive and integrated community and problem-oriented policing model. This model aims to foster and strengthen partnerships between the police and the community while increasing community confidence in the CDP (A Framework for Community Policing in Cleveland, 2020). The implementation of this decree has led to the initiation of various programs with three primary objectives: facilitating collaboration between the community and the police, enabling the police to actively engage with community members, and promoting mutual understanding between the community and law enforcement agencies. These objectives are of paramount relevance to this study and helped define its scope.

Similarly, the policing frameworks outlined by the Government of Kenya implied that as a fundamental goal of COP, bridging the gap between the police and the community necessitates active cooperation, engagement, and an in-depth understanding of the communities by the police (GoK, 2011; 2017; 2020). Notably, the specific COP framework adopted by individual cities is a key element in the United States' approach to COP, both in policy formulation and practical implementation (Ibid).

In Mexico, community-oriented policing is not merely perceived as a strategy for achieving public safety and neighborhood well-being; it is regarded as the most crucial innovation in the ongoing battle against insecurity, violence, and crime that continue to plague Mexican society (Pinto & de Garay, 2014). Pinto & de Garay (2014) underscore the significance of community policing by stating, "The complex environment of insecurity, violence, and crime that characterizes Mexico today renders traditional crime-fighting, which relies solely on police reaction and an inquisitorial criminal system, ineffective. Community-oriented policing has been the only answer to all types of crimes for decades" (p. 1).

The role of community policing in Mexico extends beyond theoretical discussions and is yielding tangible results. Pinto & de Garay (2014) note that there has been a gradual shift in Mexico towards a more comprehensive role for the police. A police officer is no longer viewed solely as an agent responsible for maintaining public order but is increasingly seen as a potential peacemaker, a mediator, and a catalyst for social integration (p. 3).

The Institute for Security and Democracy (INSYDE) (2019), a prominent organization involved in promoting community policing through research and advisory services, has put forth five recommendations for transforming the police into a "democratic, modern, and citizen-driven" institution. These recommendations encompass understanding the perspectives of local authorities and the police before designing community-oriented policing initiatives, embracing institutional decentralization, ensuring the sustainability of the community-oriented policing vision in policies, demonstrating a willingness to efficiently manage resources, and fostering institutional commitment to promote citizen participation and democracy (p. 3-4).

Community-oriented policing (COP) has not been limited to countries outside Africa; it has played a significant role in security sector reforms within the African context and has been closely linked to development initiatives, often receiving support from international donors, including the United Nations (UN), as part of the security-development nexus (Stern & Öjendals, 2010). In South Africa, for instance, COP has evolved into both a policy framework and a strategic approach (Sitole, n.d). The concept gained prominence following the March 4, 1994 Summit, during which South Africa committed to the vision of creating "a non-racial, non-sexist, united democratic South Africa for a better life for all" (Sitole, n.d). This commitment led to the development of a community-centered governance approach, which subsequently evolved into community-centered policing and democratic policing concepts, eventually finding its place in the country's Constitution and the National Police Service Act (Sitole, n.d).

In Kenya, state-led community policing was officially launched in 2005 by the late President Mwai Kibaki (GoK, 2017). The enactment of the National Police Service Act in 2011 was a significant milestone for COP in Kenya, as it firmly positioned the concept at the heart of policing in the country, as noted by Diphon & Stapelle (2020). Importantly, the Act draws from the Constitution of Kenya 2010 (CoK), particularly Article 244 (e), which emphasizes that the police should foster and promote relationships with the broader society. This constitutional provision is operationalized in the National Police Service Act of 2011 (NPSA 2011) and other relevant laws. Section 96 of the NPSA 2011 outlines the objectives of COP, which include:

- i. Establishing and maintaining partnerships between the community and the police service.
- ii. Promoting communication between the police service and the community.
- iii. Encouraging cooperation between the police service and the community to address community policing needs.
- iv. Enhancing the delivery of police services to the community at national, county, and local levels.
- v. Improving transparency in the police service and ensuring accountability to the community.
- vi. Promoting problem identification and problem-solving in policing by both the police service and the community.

These objectives encapsulate the core intent of COP in Kenya, aiming to democratize state policing, enhance police-community relationships, and serve as a strategy to reduce crime, public disorder, and insecurity.

In 2016 and 2017, the National Police Service Act of 2011 (NPSA 2011) received a significant boost through the implementation of three key policy guidelines: The Community Policing Inspector General's Guidelines to Police Officers, the Handbook on Community Policing Forums and Committees, and the Community Policing Information Booklet (GoK, 2017). However, NGO-funded community policing initiatives driven by citizens had already been in motion since 1999, with organizations such as the Kenya Human Rights Commission (KHRC) and the Nairobi Central Business District Association (NCBD) receiving support from entities like the Vera Institute of Justice (VIJ) (Diphorn & Stapelle, 2020). These initiatives aimed to "build safer communities together," and the state-led community policing approach sought to consolidate and formalize these earlier efforts to achieve the overarching goal of "ulinzi kwa wote" or safety for all (Ibid).

The foundation of this study rested on the observation that despite the existence of a comprehensive policy framework and legal basis for community-oriented policing (COP), government statistics on crime rates still indicate a high prevalence of crime across Kenya (GoK, 2020). Notably, Kisumu has witnessed a rising trend in crime rates, even during events like the COVID-19 pandemic, which led to reduced crime rates in other parts of the country. This incongruity prompts an exploration of the role COP has played in this context,

particularly in bridging the police-community divide within Kisumu, thereby contributing to enhanced public safety and order. This study sought to address this paradox by investigating whether COP has effectively bridged the gap between the police and the community, resulting in a more people-centered and democratic approach to policing, ultimately leading to a reduction in crime and the establishment of public order.

From an academic perspective, there is a dearth of studies that have approached the issue of crime rates in a specific Kenyan locality from a public policy standpoint, focusing on the relationship between crime rates and police-community interactions. Existing works, such as those related to the Nyumba Kumi initiative (Diphorn & Stapelle, 2020; Ngigi, 2018; Ndono, Muthama, Muigua, 2019; Njenga, 2017), have aimed to unpack the opportunities and challenges presented by community policing for law enforcement and crime reduction strategies in Kenya. However, these studies have not fully explored the broader concept of community policing, encompassing both its role as a strategy and its goal of revitalizing state policing through the enhancement of police-community relationships. Therefore, there is a scarcity of literature that assesses community-oriented policing in Kenya within the context of evidence from practice in a specific locality, employing a public policy analysis perspective and focusing on police-community relationships and associated strategies.

Therefore, there is an imperative need for empirical studies that can contribute to a deeper understanding of the practical implementation of community-oriented policing (COP) in Kenya. This need arises from the persistent vulnerability of communities to various forms of crime and the ongoing prevalence of fear and distrust characterizing the relationship between the police and these communities, as highlighted by Ngigi (2018). Ngigi's study emphasized these issues without delving into the intricacies of police-community relationships as a critical strategy for crime reduction within the framework of COP in Kenya.

Furthermore, despite the existence of COP programs across the country, an analysis of crime rates reveals that crime levels have remained high. For instance, in 2020, as indicated in the latest available National Crime Rates Report (NCR) on the National Police Service (NPS) website, there were 69,645 reported cases, reflecting a 24.5% decrease from the previous year's figure of 93,411 cases. Importantly, this decrease was not attributed to COP interventions but rather to the implementation of lockdown measures aimed at curbing the spread of COVID-19, which took effect from April 2020 (GoK, 2020). This underscores the

need for a closer examination of the effectiveness of COP in achieving its intended goals and the extent to which it has managed to bridge the gap between the police and communities in Kenya, especially within a specific local context like Kisumu Central sub-county.

Given the context outlined above, this study had undertaken the task of examining the persistence of criminal activities, with a specific focus on Kisumu County, and more narrowly, Kisumu Central Sub-county. By concentrating on Kisumu Central Sub-county, the study sought to gain insight into the challenges faced by community policing efforts, which have given rise to events such as recent instances of organized crime involving community youths, the continued presence of criminal groups like the "42 brothers gang" (as reported in The Standard Newspaper, 2019), elevated rates of burglary and break-ins (55%) compared to the national average of 42%, higher murder rates (29.3%) compared to the national average of 15.3%, increased incidents of livestock theft at 38.4% versus the national rating of 31.4%, and a surge in motorcycle theft at 6.6%, exceeding the national average of 4.3%, among other concerning statistics (National Crime Centre, 2022).

In light of these challenges and criminal activities, Kisumu Central Sub-County serves as a critical site for the assessment of community policing practices as they manifest in real-world situations. This study aims to evaluate whether the COP programs being implemented in Kisumu County are effectively contributing to the bridging of the historical divide between the police and the community, and to what extent this reconciliation has implications for the reduction of crime and incidents of public disorder. The study's objectives, which guided its investigation, are as follows:

## **1.2 Statement of the Problem**

Community policing (COP) is widely recognized as an innovative strategy aimed at fostering public safety, neighborhood well-being, and reducing crime by nurturing collaborative partnerships between law enforcement agencies and local communities. This approach, endorsed and enacted by various governments worldwide, has garnered significant attention as a promising avenue to transform traditional policing methods and enhance community trust in law enforcement. Kenya, in particular, has actively embraced COP as a central tenet of its policing framework, culminating in the enactment of the National Police Service Act in 2011. However, despite these policy efforts and the widespread acceptance of COP as a means to improve security and citizen engagement, evidence from crime rate analyses and



anecdotal observations suggests that Kenya continues to grapple with persistent criminal activities and a fractured police-community relationship. Kisumu County, specifically Kisumu Central Sub-county, stands out as an exemplar of this paradox, characterized by elevated rates of crime, including organized criminal groups, high burglary incidents, murder cases, thefts, and other security concerns (**National Crime Research Centre, 2022**). This study seeks to address the research problem posed by the persistence of criminal activities, despite the state-led community policing efforts in Kenya, with a keen focus on Kisumu Central Sub-county. It aimed to examine the challenges and dynamics that hinder the effectiveness of COP programs in bridging the traditional rift between the police and the community and to explore the implications of this fractured relationship for the reduction of crime and public disorder incidents.

While numerous studies have examined community policing from various perspectives, there is a dearth of empirical research that comprehensively investigates the practice of COP in Kenya, especially within the context of persistent criminal activities and the strained police-community relationship. Existing studies on the subject often focus on policy analysis or evaluate specific COP initiatives, such as the Nyumba Kumi Project. However, they tend to overlook the broader dynamics of police-community relationships as a crucial strategy for crime reduction within the COP framework. Despite state-led community policing efforts, citizens across the country remain vulnerable to crimes, and the trust and cooperation between the police and the communities persistently appear overshadowed by fear and distrust. Additionally, while COP initiatives have been implemented, the analysis of crime rates in Kenya indicates that criminal activities remain high. For instance, in 2020, Kenya reported a 24.5% decrease in reported crimes, attributed to lockdown measures implemented to combat the spread of COVID-19, rather than the impact of COP interventions. These disparities raise pressing questions about the efficacy of COP in practice and its ability to bridge the police-community divide, especially in regions like Kisumu Central Sub-county, and thereby contribute to public safety and order. Therefore, this study seeks to address this gap by exploring the extent to which COP programs in Kisumu County are succeeding in overcoming the historical mistrust between the police and the community and assess the implications of this reconciliation for the reduction of criminal activities and public disorder incidences.

### **1.3 Objective of the Study**

**Assess the police-community partnerships in community policing initiatives to combat crime in Kisumu Central sub-county, Kenya.**

#### **1.3.1 Specific Objectives**

- i. To establish the status of community engagement in community policing policy and practice in combating crime in Kisumu Central sub-county, Kenya.
- ii. To examine the extent of collaborative problem-solving initiatives in community policing to combat crime in Kisumu Central sub-county, Kenya.
- iii. To assess the opportunities and challenges facilitating and hindering community policing in in Kisumu Central sub-county, Kenya.

#### **1.4 Research Questions**

- i. What is the status of community engagement in policing policy and practice to combat crime in Kisumu Central sub-county, Kenya?
- ii. To what extent does community policing implement a collaborative problem-solving approach to combat crime in Kisumu Central sub-county, Kenya?
- iii. What opportunities and challenges facilitate and hinder successful implementation of community policing to combat crime in Kisumu Central sub-county, Kenya?

#### **1.5 Significance of the Study**

**Normative:** The insights from the study deepened the normative discourses surrounding the security-development nexus, security reforms, and police reforms in Kenya and beyond, and guide intervention programs related to these normative issues **like burglary, kidnapping, robbery, social disorders among others** as maybe undertaken by the Kenyan Government and her development partners. Also, very key is that empirical insights from this study may contribute to enhancing COP as an emerging (mostly in developing countries) security sector reform strategy.

**Policy:** This study identified the implementation gaps that hinder the successful implementation of community policing in Kenya. The insights may thus inform policy and programmatic initiatives at county and national levels.

**Theoretical/Academic:** The insights from the study deepened our understanding of the concept of community policing and its dynamics within a confined middle-income country.

**Empirically:** The study contributed to a real problem existing in Kenya and in Kisumu County. As already highlighted, crime rates and cases of insecurity remain high across the country. Additionally, Kisumu County did not witness a reduction of crime cases even during the COVID-19 period of 2019-2020, despite national and some counties reporting reduction in crime rates (NPS, 2018; 2019; 2020). The study, with its target of Kisumu Central sub-county, the sub-county where the Central Business District (CBD) is hosted therefore helped the researcher to generate important insights that may help decision makers and security and safety service providers reconsider COP programming and lay frameworks that could improve police-community relationships for reduction of crimes, insecurity and public disorder.

### **1.6 Scope and Limitations of the Study**

This study focused on assessing the impact of community-oriented policing on the establishment of police-community as a strategy to combat crime.

One noteworthy limitation of this study is its inability to generalize findings to other sub-counties in Kisumu and Kenya due to variations in the community policing landscape and crime dynamics, influenced by diverse factors such as social, political, infrastructural, economic, and cultural contexts. Furthermore, potential biases in respondent information may arise, including social desirability biases. These potential biases can be mitigated through awareness campaigns targeting government officers, police leaders, and community members, along with the development of guiding policies addressing these issues.

The study employs a mixed-method design, collecting data from various stakeholder categories to facilitate data triangulation and provide a comprehensive understanding of the research questions.

### **1.7 Theoretical and Conceptual Model**

Owing to the complex nature of COP as a phenomenon (see e.g., Skogan & Hartnett, 2019 for a comprehensive analysis of this assertion), Systems Theory (ST) was selected as the theoretical guideline in this enquiry. Von Bertalanffy (1972) argue that ST is a holistic approach to understanding complex systems by analyzing their interrelated components and

interactions. It emerged as a prominent framework for studying complex phenomena and has been applied across various disciplines, including sociology, political science phenomena, biology, and organizational management. Von Bertalanffy (1972) describes two types of systems, open systems and closed systems. Open systems imply a social context where naturally components interact to share “energy”, “material”, “information” (Kiprono, 2007) while closed systems entail autonomous entities operating in a vacuum sort of arrangement. Brogden & Nijhar (2013) assert that the context of law enforcement requires an open systems perspective. Actually, they argue that at the very heart of reforming the police force to service is the quest to make policing as open as possible. Community policing thus fits seamlessly in this assertion (see Diphon & Stapelle, 2020). The Inspector General COP Guideline for Kenya and many other such guidelines across the globe confirm the view that COP is an open system with actors being the police, community and all their formations, government, donors, among any others (GoK, 2017: Vera Institute of Justice, 2016).

Some of the key tenets of systems theory and how they find their usability in this study are as follows.

**Holism:** Systems theory emphasizes the importance of studying systems as a whole rather than focusing solely on individual components. Traditionally, the police have been the main players in policing. However, since the 1980s, there has been a concerted effort reform the police and add into policing new actors (See Meese, 1993; Diphon & Stapelle, 2020). In his contribution, Ludwig von Bertalanffy, who introduced the concept of "general systems theory" asserts that holism recognizes that the behavior of a system cannot be fully understood by analyzing its parts in isolation. Therefore, to fully comprehend the dynamics of COP in an urban setting like Kisumu Central, the study was driven by the holism concept, involving key actors in policing in this context such as the donors, the police, the grassroots policing initiatives such as Nyumba Kumi, the community representations such as women, youth, religious organizations among many others, through in-depth interviewing and/or survey questionnaire. Diverse respondents enabled a holistic view of the subject.

**Interconnectedness:** Norbert Wiener, who developed cybernetics, a branch of systems theory focused on feedback loops and control mechanisms. Through his contributions, Systems Theory highlights the interconnectedness of components within a system (Galison, 1994). It emphasizes that changes in one part of a system can have ripple effects throughout

the entire system. In this study this notion is key in operationalizing engagement and collaboration in COP. The idea is that as law enforcement transforms to be more democratic, the traditional disconnectedness between actors' key to law enforcement blurs (ideally) and a complex scenario of relationships emerge. This implies the inescapable situation of partnership between actors, which occur, as conceived in this study through engagement and collaboration. As collaboration and engagement unfolds, intended and also unintended forms of interconnectedness unfolds. In deed previous studies show that unintended forms of interconnections have emerged in COP practice in Kenya (e.g., Kiprono et al. 2016; Wanjohi, 2014). These interconnections and how they impact engagement and collaboration to influence the manner in which crime in combatted in Kisumu Central sub-County were examined.

Emergence: Arthur Koestler, who explored the idea of hollows, entities that are simultaneously whole systems and parts of the larger systems, has familiarized the notion that Systems Theory recognizes that systems often exhibit emergent properties, where the behavior of the whole system is more than the sum of its individual parts (Koestler, 1969). These emergent properties can be unpredictable and require a systems-level perspective. Utility of ST in this study thus provides a framework for the researcher to undertake a critical analysis of the COP implementation and how it manifests in the study site. What are the emergent issues, partnerships, connections, actors, power relations and so on, that drive or impede COP in Kisumu central?

Feedback and Adaptation: Citing Senge (1990), who borrows from Forrester (1994) concepts of feedback and adaptability, Kiprono (2007) argues that an activity within a system results from one element influencing another, known as feedback, which can be either positive (amplifying) or negative (balancing). He adds that systems are intricate networks of interconnections, not linear chains of cause-and-effect relationships. In analyzing engagement and collaboration in COP, the study was able to apply this assertion and securitize the feedback mechanism obtaining in COP and how these mechanisms influence interaction at different levels of COP meetings such as households, Nyumba Kumi, Ward Level Community Policing Committee (CPC0 meetings, sub-level levels and County levels. How does feedback influence adaptation at these levels, and impact on engagement and collaboration, hence influencing COP's ability to act as a strategy to combatting crime in Kisumu Central sub-County.

Generally, taking Kisumu Central sub-County as largely a busy city community. The theories can be stated as follows. First, ST encourages viewing community policing as a holistic system rather than as isolated components. In a busy city setting like Kisumu Central sub-County (KCSC), community policing involves numerous interconnected elements, including law enforcement agencies, community organizations, residents, and local government. Systems theory allows for a comprehensive examination of how these components interact and influence one another, leading to a deeper understanding of the overall system of community policing. Secondly, the Kisumu Community policing involves a wide range of stakeholders, each with its own interests and goals.

Systems theory can help the researcher to identify the interconnectedness of these stakeholders and how their actions impact the effectiveness of community policing efforts. For example, it revealed how engagement and collaboration between the police, social services, and community groups lead to more successful crime prevention initiatives and/or hamper it. Thirdly, Systems theory acknowledges the emergence of unexpected properties within complex systems. In a busy city setting like KCSC, emergent community dynamics play a significant role in shaping the success of community policing programs. By applying systems thinking, the better understood how these emergent properties, such as shifts in social norms or the formation of neighborhood watch groups such as youth vigilantes, impact community safety, and are perceived by stakeholders.

Lastly, Systems theory underscores the importance of feedback loops and adaptation. In city settings, community policing strategies must evolve to address changing crime patterns, community needs, and demographic shifts. By using systems thinking, the researcher examined how law enforcement agencies working in concert with community members implement or ignore feedback mechanisms to continuously assess the effectiveness of their strategies and adapt them based on real-time data and community input.

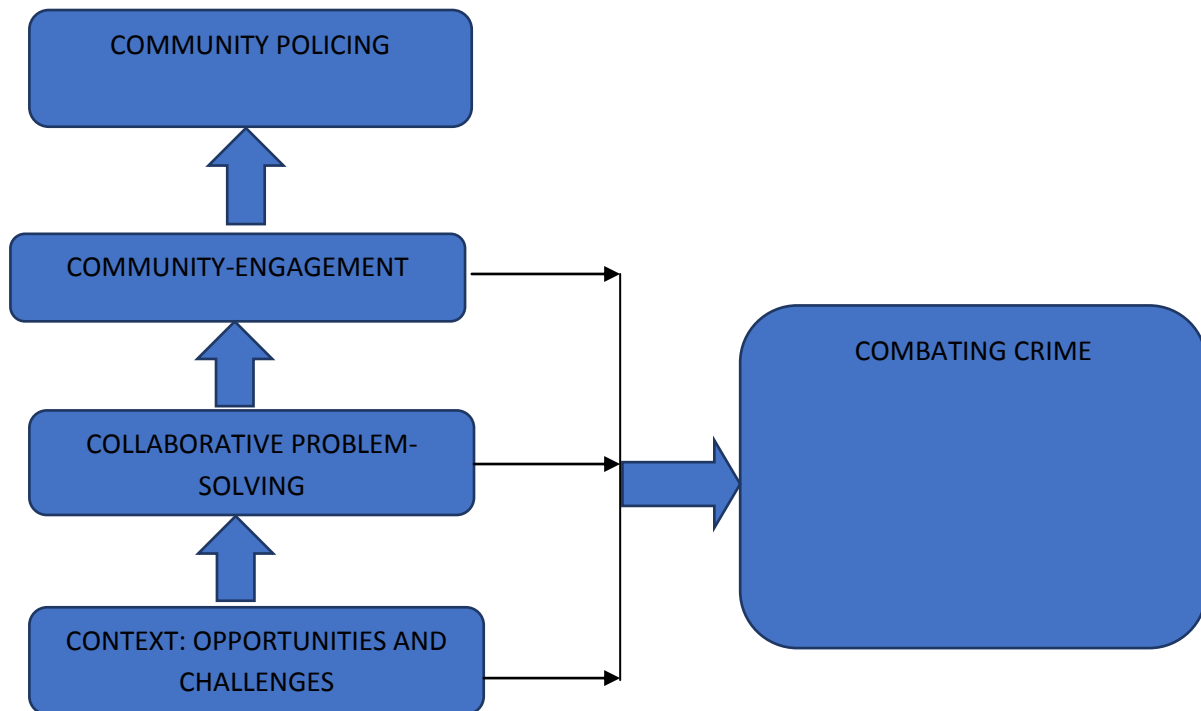
Compared to other theories, such as traditional top-down policing models, systems theory provides a more dynamic and flexible framework for studying the complexities of community policing especially in busy city environments like KCSC. It recognizes the multifaceted nature of urban communities and the need for adaptive strategies that consider the interplay of various stakeholders and emergent properties within the system. Based on the foregoing discussion on the study theoretical framework, I was able to advance a conceptual

model presented and discussed below. The conceptual model is not standing alone, neither is it the focus analytical framework guiding the study, but an expression of the study variables and their interactions.

### 1.8 Conceptual Model

#### INDEPENDENT VARIABLES

#### DEPENDENT



**Figure 1.1: Conceptual Diagram**

As visible in the flowchart diagram above, the independent variable of the study is the community policing. To attain community policing, however, as shown in the background and in literature review in the next chapter, a collaborative problem solving, community engagement and contextual factors which determine opportunities and challenges to community policing are important variables. Additionally, the goal for the study, the dependent variable is combating crime which depended on whether strategies engagement and collaboration strategies put in place work or fail.

## **CHAPTER TWO**

### **LITERATURE REVIEW**

#### **2.1 Introduction**

This section of the study summarizes and critiques relevant existing literature to the specific objectives of the study. The essence of the review is to highlight COP approaches in countries and regions of countries that have implemented successfully more immediate police reforms to facilitate COP visions through strategies that are aimed at bridging police-community relationships for collaboration in policing; highlight the trajectory of COP research in Kenya; and identify research gaps that are critical within the geographical scope of my study. The summary of the section then highlights the key points and gaps in the context of the chosen research site.

#### **2.2 Community Police Partnership as the Philosophy of Community Policing**

Friedmann (1990) and Goetz (2022) put forth a foundational concept of community policing, which they succinctly described as the collaborative effort between law enforcement and the public to jointly enhance safety and maintain order. They articulated that the core premise of community policing revolves around the idea that public safety cannot be solely the responsibility of the police or the criminal justice system. Instead, both the police and the public should be regarded as equal partners or "co-producers" of safety and order. This perspective places a novel obligation on law enforcement agencies to develop effective strategies for involving the community in matters related to law enforcement and the preservation of order (Friedmann, 1990; Goetz, 2022; Ngoveni, Maluleke & Mabasa, 2022; Nyaura & Ngugi, 2014; Ordu & Nnam, 2017). Implemented in Kenya officially from 2017, it remains unclear to what extent this form of partnership happens and manifests in Kisumu County, a county that hosts one of the fastest growing cities in Africa, Kisumu City.

Minnaar (2010) assert that in 1997, the Department of Safety and Security in South Africa introduced a Community Policing Policy Framework and Guidelines, outlining the fundamental components of community policing. The Guidelines place partnership as the core transformative ideology of COP and argued that Community policing in South Africa promotes a cooperative and consultative approach to problem-solving which encourages collaboration between law enforcement agencies and the community to jointly address issues and concerns. Such a view is widely shared among other scholars (Rosenbaum, 1994; Schneider, 1998; Scrivner, 2013; Skogan & Hartnett, 2019). Minnaar (2010) highlight certain



elements of COP, which constitute the foundation of community policing in South Africa, encompass the following.

**Service Orientation:** This component emphasized the provision of a professional policing service that is not only responsive to the specific needs of the community but is also accountable for effectively addressing those needs.

**Problem Solving:** A key aspect of community policing involves the shared identification and analysis of the root causes of crime and conflict within the community. Moreover, it encourages the development of innovative strategies and measures to tackle these issues effectively.

**Empowerment:** Community policing seeks to empower both the community and law enforcement agencies. It involves building a sense of joint responsibility and capacity within the community to actively participate in addressing and preventing crime.

**Accountability:** Lastly, community policing in South Africa promotes a culture of accountability. It holds law enforcement agencies responsible for addressing the needs and concerns of the communities they serve, thereby fostering trust and transparency in the policing process.

These four core components collectively form the framework for community policing in South Africa, emphasizing a collaborative and community-centric approach to law enforcement and crime prevention (Minnaar, 2010; Skolnick & Bayley, 1988; Sulaiman, Othman, Samah, Yero, D'Silva & Ortega, 2014). According to Kiprono (2007), in practical terms, the concept of community policing can be understood along a spectrum akin to the well-known "ladder of participation." At one end of this spectrum, it involves a mutual exchange of information between the police and the public, with the public occasionally assisting the police when needed. On the other end, it places a strong emphasis on empowering the community, where the community takes a more active role in shaping and influencing policing decisions. However, it's important to note that both of these extremes may not be realistic in terms of establishing a successful and effective partnership between law enforcement and the community (Kiprono, 2007; Wassan, R., Bhatti, Ahmed, Oad & Detho, 2023; Weisburd, & Eck, 2004; Xu, Fiedler & Flaming, 2005; Zhao, Scheider &

Thurman, 2002). This study examined how these conventional expectations manifest in Kisumu County, Kisumu Central sub-County.

Patten et al. (1999) assert that a primary component of COP is engagement. A significant shift towards emphasizing community-police partnership in community policing engagement in policing was witnessed in a pivotal report on Policing in Northern Ireland, authored by Patten et al. (1999). This report underscored the importance of "policing with the community" and recommended that it should become the core function of the police service, extending to every police station. Patten et al. (1999) primarily focused on the concept of neighborhood policing, viewing the devolution of policing functions to this level as imperative. They argued that neighborhood policing should be the central pillar of police work, necessitating corresponding adjustments in the structure of the police service, staffing arrangements, and resource deployment.

This shift in perspective towards neighborhood policing reflects a commitment to fostering closer ties between the police and the communities they serve, recognizing that community empowerment and engagement are vital components of effective policing (Independent Commission on Policing for Northern Ireland (Great Britain), & Patten, 1999).

Independent Commission on Policing for Northern Ireland (Great Britain) & Patten (1999) made significant recommendations regarding the empowerment of neighborhood policing teams. They proposed that these teams should have the authority to determine their own local priorities and establish objectives. This autonomy, however, would be within the framework of the Annual Policing Plan and in consultation with community representatives. The idea of neighborhood policing, is that such an approach is far more likely to be responsive to the specific needs of local communities compared to directives coming from higher-ranking officials removed from the neighborhood. While there are strategies on policing and the Government of Kenya has in place the COP booklet, studies are yet to examine the extent to which COP has empowered communities in Kisumu County to alongside the police engage and formulate strategies of neighborhood policing to handle their own crime issues and other insecurity issues.

Additionally, Independent Commission on Policing for Northern Ireland (Great Britain) & Patten (1999) defined partnership between the police and the community as a collaborative effort focused on long-term problem-solving, grounded in shifts in attitudes within both the

police force and the community itself. This partnership entails the police actively working alongside the community, enabling community participation in their own policing, and mutually harnessing resources to address public safety concerns over the long run, as opposed to a reactive approach solely addressing short-term incidents.

Beyond just a matter of policing style, partnership represents a mindset and an attitude, both for police officers and the public. It signifies a profound shift in the way the police and the community think about their roles and responsibilities, emphasizing a collaborative and philosophically driven approach rather than merely a change in methods (Independent Commission on Policing for Northern Ireland (Great Britain) & Patten, 1999). In this sense, Community-based policing is a multifaceted concept encompassing both a philosophical approach, which is essentially a way of thinking, and an organizational strategy, which serves as a means to implement this philosophy effectively. This approach facilitates a novel collaboration between law enforcement and the community, forging innovative methods for jointly addressing issues related to crime, disorder, and safety. At its core, community-based policing revolves around two fundamental components: the transformation of police methods and practices, and the establishment of a robust relationship between the police and the public (Kiprono, 2007).

The essence of COP is encapsulated in three indispensable and interrelated elements:

**First, is partnerships as it** foster close engagement and collaboration and mutual involvement between the police and the community. They enable joint efforts to address various concerns, thereby strengthening the bond between law enforcement agencies and the public;

**Secondly, is problem solving where community-**based policing employs problem-solving as a systematic approach for identifying and resolving issues that are of paramount concern to the community. This method encourages the active participation of both the police and community members in finding innovative solutions;

**And lastly, is change Management** where Implementing community-based policing requires a transformative shift within the police organization. This involves adapting to and accommodating increased community involvement in law enforcement activities. Hendrickx & Ryckeghem (1999) succinctly summarize these vital components that constitute the

foundation of community-based policing, highlighting the importance of collaboration, problem-solving, and organizational adaptability in this approach.

However, Kiprono (2007) assert that the efficacy of COP is intrinsically tied to the broader context of security sector reform, with a pivotal focus on police reform as its linchpin. To ensure the effectiveness of police reform, it must be intricately linked with the transformation of other components within the criminal justice system. The police serve as the primary point of contact between the justice system and the public, making their role critical. A just, proficient, impartial, non-discriminatory, and respectful police force is fundamental in upholding the rule of law, emphasizing a service-oriented approach over a coercive one. In conjunction with the courts and correctional services, the police constitute an indispensable part of the 'triad' of institutions necessary for the seamless functioning of a justice system (Meese, 1993). It's imperative to recognize that genuine success can only be achieved when all three components of this triad—the police, the courts, and the correctional services—are subject to comprehensive reform and transformation. This holistic approach, as emphasized by Dixon (2000), underscores the interdependence of these institutions in ensuring the effectiveness and fairness of the justice system.

### **2.3 Kenya's Context of Community Policing**

Community policing strategies began to take shape and were implemented in Western countries starting in the 1980s (Njiri, Ngari & Maina, 2014; Omanga, 2015). In more recent times, these strategies have been embraced by developing nations, including Kenya (Kiprono, 2017). When viewed against the backdrop of the authoritarian policing models that have prevailed in Kenya since the colonial era, community policing may appear as a transformative and progressive model. In essence, it serves as the gateway for introducing democratic values into the realm of law enforcement, carrying the potential to bring about fundamental changes in the political culture within the police force (Kiprono, 2007). Such a radical change is not merely superficial. Community policing has the capacity to reshape not only the language and terminology used in policing but, more profoundly, to challenge the conventional definitions of crimes and criminals. These conventional definitions have often been a source of criticism from the public and civil society groups towards the police force in Kenya (Biwott, 2017).

The promotion of community policing gained prominence in Kenya with the involvement of the Vera Institute of Justice, a New York-based organization, which proposed support for related projects in the country in 1999 (Diphon & Stapelle, 2020). These initiatives were carried out in collaboration with two civic organizations, namely the Kenya Human Rights Commission (KHRC) and the Nairobi Central Business District Association (NCBDA). Notably, NCBDA was established in 1997 by six businessmen with the objective of advocating for improved public services, particularly in the realm of security. Over the years, it has expanded to include more than a hundred business institutions and individuals operating within Nairobi (Kiprono, 2007). The Vera Institute has a notable history of engagement with policing matters, particularly in the development of innovative policing tools and principles within the United States. In the 1990s, the institute initiated a project titled 'Policing in Democratic Societies,' which aimed to assist in the reform of police systems in newly established democratic nations, including South Africa. Subsequently, Kenyan actors adapted and implemented the community policing project based on these principles (Muchira, 2016).

The Kenya Police's interpretation of community policing appears to align closely with that of their South African counterparts. Based on available police reports, community policing emerged as a concept within the police force in the 1990s, predating the Vera Institute's involvement in 1999 (Kiptoo, A. (2017; Karuri & Muna, 2019; Kiprono & Karungari, 2016). In the introduction to the police service's Annual Report for 1997, the then Police Commissioner outlined the police's perception of community policing, stating that it involved the recruitment of civilians as police reserve officers and the construction of police facilities and residential houses through communal fundraising efforts (Harambee). This perspective closely resembles the 'broken windows' version of community policing (Kiprono, 2007). However, a number of Kenya-based COP studies continue to show that in its practical implementation, it tends to be hierarchical, primarily focused on maintaining order, and tends to overlook the principles of trust, cooperation, and accountability that civic organizations emphasize, making COP in Kenya largely divergent from COP practices in USA (Diphon & Stapelle, 2020; Kiprono & Karungari, 2016; Njiri, Ngari & Maina, 2014; Omanga, 2015; Biwott, 2017; Muchira, 2016).

The breakthrough in terms of COP came in 2011 with the incorporation of the concept of COP into the National Police Act 2011 (GoK, 2011). The police Act particularly provided

that police force be transformed into police service and that community becomes the focus of all policing. In essence, the Act asserts that without genuine partnership, community policing will remain a farce and police reform for that matter cannot be attained. In 2016 and 2017, a regulatory policy was passed by the Government of Kenya again through the Inspector General of Police's Community Policing Guideline and Booklet. These two documents outline the scope of COP and its relationship with previous frameworks such as the Nyumba Kumi Initiative. These frameworks formed the bedrock upon which this study was rested. As they call for police-community partnership through engagement and collaboration, this study examined these avenues within Kisumu Central sub-County to unpack the stent the policy framework has been informative on the ground. Especially in a context like Kisumu Central sub-County which hosts more than four areas declared as hotspots<sup>1</sup> (National Cohesion and Integrity Commission [NCIC], 2022).

#### **2.4 Engagement in community policing policy and practice**

As the review in section 2.2 shows, partnership can take many forms, but two main forms serve as a useful analytical lens in appraising partnership in COP – engagement and collaboration. This sub-section reviews theoretical literature on engagement. The concept of community policing encompasses various critical components, one of which involves fostering structured and consistent police-community engagement concerning policing policies and practices (Gjelsvik, 2020; Onyango & Natarajan, 2022). This engagement empowers the community to actively shape how law enforcement operates within its boundaries. Such involvement not only nurtures trust and legitimacy but is also instrumental in enhancing the effectiveness of policing strategies (A Framework for Community Policing in Cleveland, n.d, p. 5; Mwachidudu & Likaka, 2014; Kiptoo, 2017).

This approach to community policing is not confined to a specific region; it has been implemented in various countries, including Mexico and the United States. In these contexts, police divisions are mandated to ensure that individual community members and "community asset groups" have a platform to contribute their insights on substantive policing issues. These inputs are then considered and responded to by the police divisions. For instance, in the United States, the establishment of a Community Police Commission (CPC) is required, comprising 13 members tasked with collaborating with diverse communities to formulate

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<sup>1</sup> These include Obunga, Manyatta, Kondele, and Nyalenda all of which are major slums in Kisumu and Kenya raking as well.

recommendations for police practices that align with the values and priorities of the city's residents (Mwachidudu & Likaka, 2014; Kiptoo, 2017).

Furthermore, this ongoing reform process actively seeks community input on various issues, including body-worn cameras, use of force policies, and community policing. As part of their community policing plan, the Cleveland Division of Police (CDP) is responsible for developing a strategy for continual public engagement on policy matters. This underscores the importance of transparency and responsiveness to community concerns (A Framework for Community Policing in Cleveland, n.d, p. 5).

Effective community engagement in policing policy and practice entails several key elements: Inclusion of a diverse array of communities and stakeholder groups is fundamental to ensuring comprehensive perspectives are considered; Efforts to inform community members about policy choices and tradeoffs are essential for facilitating informed discussions, enabling individuals to make meaningful contributions; Providing meaningful opportunities for public input on policies and practices ensures that community voices are heard and that the process is not merely tokenistic.; Serious consideration by the agency of the input received, coupled with transparent communication of decisions and action steps, is vital for maintaining trust and accountability; Community input on policies and practices can be gathered through various methods, such as online surveys, community forums, and focus groups, which can be combined as needed to ensure comprehensive participation (Sitole, n.d; Taylor, 2019; Tyrone, 2003; Reynolds, 2016).

For instance, in Portland, OR, the police department established an online portal to gather comments and organized community forums to facilitate in-person feedback from residents. Similarly, in Cleveland, the Monitoring Team and the CPC utilized a range of outreach and engagement strategies, encompassing forums, online and paper questionnaires, and study groups to engage with various communities (A Framework for Community Policing in Cleveland, n.d, p. 6).

In cases where complex or contentious issues are at stake, the establishment of taskforces that involve both community members and police are a frequently employed approach. These taskforces play a crucial role in generating recommendations for addressing identified problems. For example, the Vera Institute of Justice (2016) reports that following a high-profile officer-involved shooting in Dane County, WI, the Law Enforcement and Leaders of

Color Collaboration (LELCC) was formed. This collaborative taskforce included command staff, officers from city and county police departments, representatives from city agencies, and community members. Over several months, they collaborated to formulate recommendations covering a wide range of issues, from recruitment to use of force policies. The taskforce also conducted listening sessions throughout the community to gather input from a diverse cross-section of residents (Vera Institute of Justice, 2016, p. 46).

In conclusion, regardless of the approach taken, it is imperative that the public assumes an active and meaningful role in shaping the content of specific policies or practices that directly impact them. This necessitates a genuine consideration of the input received by the agency and transparent communication of decisions back to the community. Community engagement in policing policy and practice serves multiple purposes.

It helps identify obstacles to broad-based engagement and participation, allowing for the removal of barriers to inclusivity. Community engagement strategies also provide insights on how to reach out to communities that do not typically engage with the police or community policing programs, ensuring a more comprehensive approach. Furthermore, these strategies offer valuable suggestions for improving the effectiveness of community forums and town halls to ensure meaningful and substantive engagement (Diphoun & Stapelle, 2020).

## **2.5 Collaborative problem-solving initiatives in community policing: The SARA Model**

Collaborative problem-solving, often referred to as problem-oriented policing, is another key conceptual category under police-community partnership for COP. It is rooted in the recognition that issues of insecurity and public disorder within a community are not merely the result of individual acts, but rather stem from underlying conditions. These conditions can range from systemic concerns like infrastructure and public health to more specific issues such as abandoned vehicles and vacant lots (Skogan & Hartnett, 2019; Brogden & Nijhar, 2013; Fielding, 1995; Cordner, 1997). Community-oriented policing (COP) is seen as a strategy aimed at identifying these contributing conditions and addressing them before they escalate into criminal activities, setting it apart from traditional reactive law enforcement (Pinto & de Garay2014).

In the United States, this approach has been widely adopted across cities. In Cleveland, for example, the Cleveland Division of Police (CDP) is mandated by the Consent Decree to engage in problem identification and collaborative community-based crime prevention across



all neighborhoods in the city (OCOPS, 2011). Collaborative problem-solving has taken various forms, effectively addressing conditions that contribute to crime and public disorder through innovative policing solutions (Sitole, n.d). For instance, in Plano, Texas, residents raised concerns about traffic issues near a local elementary school (*Ibid*). The police developed a comprehensive strategy, including parent education, increased traffic enforcement, and infrastructure improvements. Similarly, in Concord, CA, an analysis of crime data revealed that repeat offenders were responsible for a significant portion of crimes reported. The Concord police department, in collaboration with various stakeholders, devised an intervention combining enhanced enforcement and targeted victim assistance (OCOPS, 2011; OCOPS, 2009).

Successful problem-oriented policing models rely on two critical factors: systematic processes for identifying and addressing problems and close collaboration with community partners throughout the entire process (A Framework for Community Policing in Cleveland, n.d, p. 3). One widely adopted framework for structuring this process is the SARA model, which stands for Scan, Analyze, Respond, and Assess. Each phase of this model contributes to a comprehensive problem-solving approach. The first phase, Scan, involves a meticulous examination of the community's conditions, identifying issues that may require police attention. This step goes beyond merely assessing crime statistics, aiming to uncover hidden quality-of-life concerns and underlying conditions that might contribute to crime and disorder.

The Analyze phase delves into the root causes and contributing factors of identified problems. It requires an in-depth analysis to understand why these issues persist. By uncovering the underlying causes through collaborating with the community, law enforcement can tailor their responses effectively (Cordner, 1997). Following analysis, the Respond phase involves crafting a strategic and holistic approach to address the problems. This phase encourages the use of both traditional enforcement tactics and innovative non-enforcement strategies. It aims to develop a comprehensive solution that addresses the problem at its core (Skogan & Hartnett, 2019). The final phase, Assess, evaluates the effectiveness of the responses implemented during the previous phases. It gauges whether the interventions successfully resolved the identified issues and whether any adjustments or improvements are necessary (*Ibid*).

While the SARA model provides a structured framework for problem-solving, its implementation may vary across different jurisdictions. For example, Concord, CA, mandates that officers document problems within their respective areas, create plans for resolution, and rigorously assess the outcomes of their interventions. Similarly, in Newport News, VA, officers are required to submit monthly narratives detailing their community policing and problem-solving activities. However, in the context of community-oriented policing (COP) in Kenya, the extent to which the SARA framework has been effectively put into practice to guide community-police collaboration remains unclear. This knowledge gap prompted the initiation of the current study, which focuses on Kisumu Central sub-County. By investigating the implementation of the SARA model and its impact on COP in this specific region, the study aims to shed light on the practical application of problem-oriented policing principles within the Kenyan context. This research endeavor seeks to contribute valuable insights into the effectiveness of problem-solving strategies employed by law enforcement agencies and their collaborative efforts with the community in addressing local issues.

For an operational SARA model, Skogan & Hartnett (2019) add that collaborative problem-solving as a partnership framework, includes the systematic identification and collaboration with the community. Community partners include residents, local businesses, non-profit organizations, community and faith-based leaders, and government agencies, among others (UN Department of Peacekeeping Operations, 2018). Collaborating with these community partners offers advantages that traditional enforcement cannot provide. Brogden & Nijhar (2013) assert that police-community partnerships through collaborative problem-solving serves several vital roles that are indispensable in modern policing. First, it acts as a crucial early warning system, alerting law enforcement agencies to quality-of-life issues and underlying conditions that might not be immediately apparent from crime statistics alone. While crime data provide valuable insights, they may not capture the nuances of neighborhood dynamics or emerging issues that affect community well-being. By collaborating closely with the community, the police gain valuable information that can help them proactively address concerns before they escalate into criminal activities (Brogden & Nijhar, 2013).

Second, community members play a pivotal role in helping law enforcement prioritize their efforts. They can provide insights into which concerns are of the utmost importance to the community. This collaborative approach ensures that policing efforts align with the actual

needs and priorities of the neighborhoods they serve. It allows the police to focus their resources on issues that matter most to the community, making their efforts more effective and responsive (Cordner, 1997; Ruteere & Pommerolle, 2003). Third, police-community collaboration empowers residents to identify the most effective approaches for their neighborhoods. Local residents possess unique knowledge about their communities, including their strengths and challenges. By involving them in problem-solving discussions, the police can tap into this expertise to develop strategies that are tailored to the specific needs of each neighborhood. This localized approach enhances the relevance and efficiency of policing efforts (OCOPS, 2009).

Fourth, community members actively participate in neighborhood watch programs and other public safety initiatives. These initiatives foster a sense of shared responsibility for community safety. Residents become partners in crime prevention, working alongside law enforcement to create safer environments. Their vigilance and collaboration contribute to the overall effectiveness of community policing strategies. Lastly, community engagement allows for the implementation of non-enforcement strategies to address neighborhood concerns. Policing extends beyond traditional law enforcement practices (Diphooon & Stapele, 2020; Nyaura & Ngugi, 2014). It involves finding innovative, non-punitive solutions to community challenges. Community members often have creative ideas for addressing issues without resorting to punitive measures. By involving them in the process, the police can explore alternative approaches that emphasize community well-being and problem resolution rather than punitive action. In essence, community-police in collaborative problem-solving is a multifaceted and essential component of modern policing. It harnesses the collective wisdom, expertise, and commitment of community members to address a wide range of issues affecting neighborhoods. By actively involving the community, law enforcement agencies can enhance their effectiveness, responsiveness, and overall impact on public safety (Vera Institute of Justice, 2016). Nonetheless, current studies on COP in Kenya show that these advantages like total involvement of the community members associated with SARA model are yet to be realized (Diphooon & van Stapele, 2021; Leting, 2017; Mwaura, 2014; Kiprono, 2007). This necessitates empirical analysis into how and why, especially in the context of Kisumu County's Central sub-County where despite existence of such programs from 2017 (GoK, 2017), empirical analysis into what has transpired remain dearth.

However, this situation underscores the need for rigorous empirical analysis to comprehensively understand the extent to which the SARA model has been implemented and why it may not have achieved its full potential, particularly within the specific context of Kisumu County's Central sub-County. Several studies have pointed to the existence of challenges and gaps in the implementation of COP in Kenya (Kiprono, 2007; Brankamp, 2020; Gjelsvik, 2020; Onyango & Natarajan, 2022; Lid & Okwany, 2020). These issues range from limited community involvement and insufficient problem-solving initiatives to a lack of systematic processes for addressing underlying conditions contributing to crime and disorder. Despite the Kenyan government's introduction of COP programs in 2017 (GoK, 2017), there remains a notable scarcity of empirical research examining the concrete outcomes and progress achieved within these programs, particularly in Kisumu Central sub-County.

To bridge this knowledge gap, there is a compelling need for empirical research that delves into the actual practices and experiences within Kisumu Central sub-County. Such research should aim to unravel the specific barriers and challenges that have hindered the effective application of the SARA model and problem-oriented policing principles. Moreover, it should explore the dynamics of community-police collaboration in this region and the factors that may have influenced its success or limitations. By conducting such empirical analysis, we can gain valuable insights into the nuances of COP implementation in Kenya and provide evidence-based recommendations for improving the effectiveness of community policing strategies in the future.

The concept of a SARA model in problem-oriented policing extends beyond the basic framework of Scan, Analyze, Respond, and Assess. According to the Vera Institute of Justice (2016), a comprehensive SARA model should incorporate the practice of 'asset mapping.' This approach involves the systematic identification and collaboration with various community partners by creating an inventory of a community's existing resources. The aim is to establish relationships and address conditions that may contribute to crimes and disorder within the community. Skogan & Hartnett (2019) argues that asset mapping serves as a valuable tool in community-oriented policing as it enables law enforcement agencies to tap into the wealth of resources available within the community itself. By identifying and leveraging these resources, police can enhance their problem-solving capabilities and foster stronger collaborations with community stakeholders. This proactive approach aligns with the

core principles of community policing, emphasizing the importance of involving the community in shaping public safety strategies.

Additionally, Vera Institute of Justice (2016) asserts that formal structures such as neighborhood advisory groups can play a pivotal role in promoting community participation in problem-solving activities. These groups serve as platforms for community members to actively engage with law enforcement agencies and contribute to the development of strategies aimed at improving safety and reducing crime. They provide a space for open dialogue and cooperation between the police and the community, fostering a sense of shared responsibility for public safety. However, it is essential to acknowledge that the effectiveness of collaborative problem-solving structures hinges on their representativeness. As highlighted in *A Framework for Community Policing in Cleveland* (n.d) and the Presidential Taskforce on 21st Century Policing (2015), these structures must be inclusive and reflective of the broader community. Excluding certain segments of the population from these groups can result in their perspectives and concerns being overlooked. In practice, this means that while organized sources of information, such as advisory groups, can provide valuable insights, they may not fully capture the views and needs of the entire community. Law enforcement personnel must be aware of this potential limitation and actively seek input from diverse community members, ensuring that all voices are heard in the collaborative problem-solving process. By doing so, police agencies can work towards more comprehensive and community-centered approaches to addressing crime and disorder.

In Cleveland, for instance, District Policing Committees (DPCs) have been established to facilitate communication and cooperation between the CDP and local community leaders. These committees are mandated to include a representative cross-section of community members, aiming to identify crime and safety strategies in their respective districts (Cleveland Consent Decree, n.d). Generally, community engagement in collaborative problem-solving offers several benefits, including the identification of potential partners, the removal of obstacles to collaboration, and ensuring that committee members truly represent the community at large (*A Framework for Community Policing in Cleveland*, n. d). This study aims to undertake an in-depth analysis of how these ideas about the COP play put in Kisumu Central sub-County. As Lid and Okwany possess: has it led to a more democratized approach to policing, or has its decentralized police suppression? (Lid & Okwany, 2020). This question remains unanswered in Kisumu County despite attempts to give an answer in

other part of Kenya such as Kirinyaga County (Muchira, 2016), Nyeri County (Biwott, 2017), Nakuru County (Njiri, Ngari & Maina, 2014; Mwachidudu & Likaka, 2014), Kakamega County (Karuri & Muna, 2019) among others.

## **2.6 Challenges and Opportunities for Community Policing**

In their investigation of the community policing programs facilitated by the Vera Institute of Justice in Nairobi, Mutuma and Marie-Emmanuelle (2003, cited in Kiprono, 2007) discern a fundamental issue. They find that within the execution of these community policing initiatives, the civic organizations either neglect or intentionally disregard the broader political backdrop. This backdrop, is marked by instances of clientelism, corruption, and coercion. Kiprono (2007) lament that the police force has never truly embraced a culture of accountability, and both the organizations that implemented the COP initiatives - KHRC and the NCBDA – recognized that it is mired in extensive corruption. The corrupt nature of the police service is also discernible from public opinion pieces. According to the 2002 and recently 2022 Kenya Bribery Index, which were studies undertaken by Transparency International-Kenya, the law enforcement sector was identified as the most corrupt in Kenya. The index revealed that respondents faced demands for bribes in nine out of ten cases when interacting with the police. Furthermore, the detrimental interplay between the proliferation of violence and corruption within the police forces was documented in a report by Africa Watch (African Watch, 2003). However, these initiatives did not include specific strategies for tackling the pervasive culture of corruption within the police force. In attempting to unpack COP manifestations as regards to crime reduction, this study examined how the political environment informs COP implementation, presenting challenges and opportunities.

A second aspect of challenges faced in community policing raises questions about the concept of democratization within the realm of policing. A study conducted by Mutuma and Marie-Emmanuelle (2003, cited in Kiprono, 2007) shed light on the sentiments of the Kangemi community. The scholars report that the community members exhibited a deep distrust of the police force and, in fact, preferred to conduct patrols independently. The secretary of the coordinating committee in Kangemi, in an interview dated July 3, 2002, as cited by Mutuma and Marie-Emmanuelle (2003, in Kiprono, 2007), articulated this sentiment. The secretary expressed concerns about police officers extorting money from residents during patrols and highlighted the community's desire for justice. Consequently, they had adopted a policy of not allowing the police to patrol alone but rather invited them as

a backup support when needed. This mistrust and fear of extortion by the police had led to a reluctance among landowners and property owners in Kangemi's neighborhood to collaborate with the police.

They actively opposed the night police patrols and were hesitant to participate in the Kenya Human Rights Commission (KHRC)-backed initiative. This reluctance stemmed from the history of police harassment experienced by Kangemi's residents, which had led to a prevailing sentiment against close cooperation with the police force (Mutuma and Marie-Emmanuelle, 2003). These assertions have also been made by other studies in other sites for example Wanjohi, D. M. (2014). And Diphon & Stapelle (2020) made similar observations while studying coastal communities and Kiprono while studying Kibra slums made very similar observations. This is evident of widespread trend of mistrust. In the context of this study, Kisumu Central has more or less history of police brutality as reported by various reports of Kenya National Human Rights Commission (KNHRC, 2017). However, whether this history of police-community struggles affect COP implementation or not remain a puzzle not yet examined. This study aimed to fill this gap. A revelation about challenges facing effective community collaboration is critical to forge a useful inclusive path for COP and remedy rising crime cases in the sub-County as well as County.

Community policing often encounters significant obstacles that can impede its effective implementation in crime prevention. According to Diphorn and Stapele (2020), one of the most formidable challenges lies in establishing a trustful environment where both the community members know their officers and the officers are familiar with the community they serve. In this context, community policing necessitates that law enforcement officers have regular opportunities to become acquainted with the residents and gain insight into local issues and concerns (Diphorn & Stapele, 2020). Officers who spend most of their time patrolling in cars may find it challenging to establish the meaningful partnerships with residents that are crucial for fostering collaborative problem-solving and engagement (A Framework for Community Policing in Cleveland, n.d, p. 8).

One way to address these hindrances to community policing is by encouraging officers to engage with residents in non-enforcement capacities – use of mini stations, social media engagement, athletics/police-community sports activities, coffee with cops, foot patrols, participating in community programs such as cleaning days, bicycle patrols among other

avenues (Vera Institute of Justice, 2016).). This approach serves multiple purposes, including promoting trust and mutual understanding between officers and community members. Additionally, it empowers officers to identify and take responsibility for problems within their communities, fostering a sense of ownership. Furthermore, such interactions can make residents more inclined to report crimes or raise public safety concerns with the police, creating a more open and cooperative atmosphere within the community (Diphooon & Stapella, 2020).

Diphooon and Stapella (2020) emphasize the critical importance of selecting new strategies to effectively transform the police into a valuable tool for Community-Oriented Policing (COP). They argue that police departments must carefully choose the appropriate mix of programs and strategies, tailoring their approach to address the unique needs of various neighborhoods and communities. Additionally, it is imperative to ensure that officers have ample opportunities to engage with a diverse cross-section of community members. However, both Diphooon and Stapella (2020) and Kiprono (2007) have identified this as a significant challenge in the context of community policing in both coastal Kenya and Nairobi's Kibera area, respectively.

One promising alternative to traditional motorized patrols is foot patrol, which can foster an environment conducive to cross-sectional interactions between the police and the community while building trust. Officers who engage in foot patrol tend to establish stronger connections with the communities they serve (Vera Institute of Justice [VIJ], 2016). They are better positioned to swiftly and effectively identify and address a wide range of quality-of-life issues. Research findings indicate that foot patrol has the potential to yield several positive outcomes, including the improvement of police-community relations, the reduction of crime rates, enhanced perceptions of neighborhood safety among citizens, and increased job satisfaction among officers (Police Foundation, 2016; Radcliffe et al., 2011).

Nonetheless, Western part of the world based studies (Police Foundation, 2016; Radcliffe et al., 2011; VIJ, 2016; A Framework for Community Policing in Cleveland, n.d, p. 8) emphasize that the effectiveness of a foot patrol program is contingent upon its proper implementation. Agencies that primarily deploy foot patrol officers for traditional enforcement tasks or fail to allocate adequate resources to sustain foot patrol consistently may reap few of the associated benefits. A recent survey conducted by the Police Foundation,



focusing on foot patrol studies and existing programs, underscores that the primary objective of a foot patrol initiative should be to facilitate police-community interaction (Police Foundation, 2016). For instance, in Cambridge, Massachusetts, patrol officers are expected to actively participate in community events, engage in sports activities with children, and introduce themselves to residents and business owners. Furthermore, officers are required to dedicate time to address the concerns and issues raised by residents (Police Foundation, 2016). Similarly, in Portland, Oregon, foot patrol officers are instructed to respond to minor quality-of-life offenses by engaging in conversations with individuals and urging them "to cease the behavior at issue," reserving enforcement actions like arrests and citations as a last resort (Ibid).

However, a major hurdle in implementing foot patrol programs is their cost-effectiveness. Officers on foot cover a significantly smaller area compared to their counterparts in patrol cars and are typically not available to respond to service calls. To mitigate these costs, agencies have employed various strategies, such as:

*Concentrating foot patrols in specific areas, such as business districts or higher-crime neighborhoods where regular engagement holds particular significance. For example, Portland, Oregon, deploys officers on foot exclusively in its central business district, which has a sizable homeless and transient population (Police Executive Research Forum, 2004).*

Incorporating community input is invaluable in determining the most suitable combination of strategies and approaches to foster positive interactions between officers and residents. Community members can offer insights into tailoring these approaches to meet the specific needs of distinct neighborhoods. Their input can contribute to:

*Resource allocation decisions among various alternatives to motorized patrol, including foot patrols, bicycle patrols, and mini-stations.*

*Identifying locations where mini-stations or foot patrols can be most effective in sustaining consistent engagement with residents.*

Prioritizing social and community engagement programs within the police department's range of possibilities.

However, despite the good reports from USA and other developed countries, Kenyan-based studies show the reverse trend and a story of utility of new/COP based strategies for extortion rather than police-community interaction. For example, Kiprono (2007) finds the reverse is

his, study of Kibra slums, with patrols serving the selfish interests of the police. This finding is dated, and may not reflect the case across Kenya. The current study examined COP within Kisumu to unravel the extent to which such new strategies for community policing as Meese (1993) calls them are a blessing or a curse to community policing. For example the engagement nexus, broad based collaboration levels and opportunities and the challenges that is present.

## **2.7 Summary of Literature Review**

This chapter reviewed literature relevant to community policing. It started by underscoring the theoretical/philosophical basis of COP and showed that partnership is the main goal which is mainly double-edged – involving engagement, a rather passive but critical component of police-community partnership, and collaboration, an advanced level of community involvement in policing; a move proactive role of the community in matters pertaining to their policing in order to mitigate and reduce crime and public disorder. Gaps in the literature can be restated as follow. Firstly, the literature review chapter identifies significant research gaps related to the practical implementation of community engagement, collaborative problem-solving, and the SARA model within the context of COP in Kisumu Central sub-County, Kenya. Conducting empirical research in this specific region can contribute to a better understanding of the challenges, opportunities, and outcomes of COP initiatives, ultimately informing more effective community policing strategies and policies. Secondly, the literature review chapter shows that community policing faces challenges related to corruption, lack of accountability, and community mistrust. However, there are opportunities to overcome these challenges through tailored community engagement strategies, community-oriented foot patrols, and community input in decision-making processes. Addressing corruption and empowering communities can also contribute to more effective community policing. While USA and other developed countries have undertaken steps to ensure COP is beneficial to communities and the overall state security reform agenda, the same cannot be said in developing countries like Kenya where studies show corruption, extortion, mistrust and upcoming of alternative policing mechanisms by community members. The study aimed to examine how COP manifest within the context of Kisumu Central sub-County in Kenya, especially as relates to combating crime. Particularly, the study examined the extent to which engagement, collaborative frameworks manifest challenges and opportunities that facilitate and hinder COP as a strategy for combating crime.

## **CHAPTER THREE**

### **RESEARCH METHODOLOGY**

#### **3.1 Introduction**

The chapters contain the research methods used in the study and the rationale for their choice. Specifically, it elaborates on: research design; research area; research population; sampling designs, procedures, and size; forms of data and data collection methods; data analysis; reliability and validity, and ethical considerations to guide the study.

#### **3.2 Research Design**

The study utilized an exploratory mixed methods design. Exploratory design was key to provide a flexible framework to study emerging and un-thought of aspects and actors during the study. In deed this really worked well and important yet unplanned for respondents were able to be traced through referrals. Mixed methods design on the other part was critical because the researcher was able to study and contextualize the complex issues that underpin the subject of COP in dynamic space such as Kisumu County.

In this study, combating crime was the dependent variable, while the police-community partnerships in community policing initiatives constituted the independent variables. The indicators for independent variable were police-community engagement and police-community collaboration. The approach was considered key, because community policing research is only at its nascent stages in Kenya. For example, despite being a key host of the conflict hotspots know Kenya-wide, KCSC COP implementation has not received attention of researchers. The lack of established research approaches to understanding COP facilitated the choice of exploratory designs it offers flexible avenues for data collection. The mixed method design enabled the study to employ different data collection methods and instruments to reach out to the different actors who were involved in the implementation of community policing within the selected study sites. The mixed-methods design facilitated the triangulation of data from different sources and methods for in-depth analysis and interpretation of findings.

A qualitative approach was employed to collect qualitative data through focus group discussions and key informant interviews. The study engaged representatives from categories of the population including: law and enforcement officers, community policing committee members, members and leaders of grassroots policing structures such as Nyumba Kumi

Initiative (NKI), National Government Administration Officers (NGAOs) were involved in FGD, while policy-level actors from these categories participated in in-depth key informant interviews. A quantitative design was employed to collect numerical data through surveys from households/residents that helped to answer questionnaires based on the variables measuring the objectives in Kisumu Central Sub-County.

### **3.3. Study Area**

The study was undertaken in Kisumu Central Sub-County (KCSC) and specifically focused on six wards within this sub-county. These wards, namely Migosi, Shaurimoyo-Kaloleni, Manyatta, Kondele, Railways, Market Mlimani, and Nyalenda B Wards, were selected based on their administrative significance within the Sub-County, as outlined in the Kisumu County Integrated Development Plan for 2018-2022 (County Government of Kisumu, 2018). As per the latest National Housing and Population Census (NHPC) data, Kisumu Central Sub-County had a total population of 174,145 individuals, comprising 84,155 males, 89,985 females, and 5 individuals classified as intersex. The selection of KCSC was informed by the special crime dynamics that obtain in the sub-county. Notably, areas such as Kondele, Manyatta, Obunga, and Nyalenda all hosted within KCSC have a historical association with criminal activities and incidents of public order disruption (National Cohesion and Integration Commission, 2022), making them particularly relevant for the examination of Community-Oriented Policing (COP) as a strategy to address and mitigate such criminal behavior.

Additionally, Kisumu Central Sub-County hosts the Central Business District (CBD), which is a significant economic and social hub in the region. A notable observation was that a significant proportion of crimes reported in Kisumu County were found to be perpetrated by residents originating from Kisumu Central sub-County, which includes the CBD. This observation was substantiated through anecdotal evidence and interviews with senior police officers. The choice of Kisumu Central sub-county for this study was also influenced by several factors related to crime. These factors include the presence of informal settlements like Nyalenda, Kondele, and Manyatta, high levels of poverty, a dense population, and a history of riots and conflicts in these particular slum areas. These factors were identified based on the 2022 crime hotspot analysis report for Kenya, specifically for Kisumu County, as published by the National Cohesion and Integration Commission (NCIC, 2022). These

areas were consistently highlighted as hotspot regions in terms of crime and public safety concerns.

### 3.4 Study Population

The study recruited participants into the study based on the complex nature of the COP system, as already highlighted under the theoretical framework. Thus, the study targeted residents of Kisumu Central Sub-County, Nyumba Kumi members, members representing the traditional/cultural leadership, the police officers – patrol, and administrators (OCPD, and OCS). Population strata was selected from each of the six Wards and included: law and order enforcement officers, community policing committee members, members and leaders of grassroots policing units such as NKI, politicians, and National Government Administration Officers (NGAOs) within the Sub-County and specific study-sites. The sample size from each section (for qualitative participants – that is key informants’ interviews (KIIs) and Focus Group Discussions (FGDs) of the target population was identified through a purposive sampling design and composed as follows;

**Table 3.1: Target Population**

Section/Population Strata	Composition	Rationale/Justification
Law and order enforcement officers	Police officers trained and deployed to implement COP; police officers not concerned with COP implementation	COP should be including all police office officers. Reaching the two categories deepened our understanding of the dynamics of a non-inclusive approach to COP.
Community policing committee members	Targeted the civilians sitting, and/or chairing those committees; concerned OCS/s were also targeted	These are the core of COP. Their experiences directly answered the research questions.
Members and leaders of grassroots policing units and traditional leaders	There are established traditional policing units (such as elders and their councils) across Kisumu County as well as grassroots policing units, NKI, traditional leadership.	These provide the basis/the starting point for policing KCSC.
National Government Administration Officers (NGAOs)	These include the chiefs and assistant chiefs, assistant county commissioners (ACC), deputy county commissioners (DCCs) County Commissioners (CCs)	The NGAOs, particularly the chiefs/ass. Chiefs and ACC directly deal with public safety and neighborhood well-being issues. Their comments helped balance those from police, civilians, and other sections.

*Source: Researcher (2022)*

### 3.5 Sample Size and Sampling Procedure

The determination of the sample size and the sampling procedure was conducted with precision to ensure efficiency, resource optimization, and the generation of accurate and broadly applicable findings, as advocated by Kothari (2004). To establish the sample size, the formula proposed by Fisher et al. (1991) was employed, considering that populations exceeding ten thousand can be treated as infinite. The formula used for this purpose is as follows:

$$n = (z^2 * p * q) / d^2$$

Where:

- **n** represents the sample size
- **z** corresponds to the critical value at the selected confidence level (1.962), ensuring a 95% confidence interval
- **p** denotes the estimated population proportion with attributes of interest (0.5, assuming an even distribution)
- **q** is the complementary proportion (1 - p)
- **d** signifies the desired level of precision (0.05)

Plugging in these values yields the following calculation:

$$n = (1.962 * 1.962 * 0.5 * 0.5) / (0.05 * 0.05) = 384.16$$

To account for potential unforeseen circumstances during data collection, an additional ten respondents were added, bringing the total sample size to 394. This sample size is considered sufficient for generalization.

Given that the total population of Kisumu Central sub-county is 174,155 (Kenya National Bureau of Statistics [KNBS], 2019), which qualifies as an infinite population for sampling purposes, the sample distribution across the wards within the sub-county was determined as follows: Railways Ward: Total population of 44,138, with a corresponding total ward sample of 81. Migosi Ward: Total population of 25,057, with a corresponding total ward sample of 46. Shaurimoyo-Kaloleni Ward: Total population of 18,712, with a corresponding total ward sample of 35. Market Mlimani Ward: Total population of 23,889, with a corresponding total ward sample of 44. Kondele Ward: Total population of 60,669, with a corresponding total

ward sample of 113. Nyalenda B Ward: Total population of 40,986, with a corresponding total ward sample of 75. In sum, the total population across the selected wards in Kisumu Central sub-county amounts to 213,450, and the established sample size for the study is 394, as outlined in Table 3.2, derived from KNBS (2019) data. This is summarized as below.

**Table 3.2: Population and sample size**

<b>Ward</b>	<b>Total population</b>	<b>Total Ward sample<sup>2</sup></b>
Railways	44, 138	81
Migosi	25, 057	46
Shaurimoyo-Kaloleni	18, 712	35
Market Mlimani	23, 889	44
Kondele	60, 669	113
Nyalenda B	40, 986	75
Totals	213,450 <sup>3</sup>	394

*Source: Derived from KNBS (2019)*

### **3.6 Data and Data Collection Techniques**

The study harnessed the advantages of mixed-methods data collection techniques to comprehensively explore the facets of the researched issue. Both qualitative and quantitative data were employed to provide a holistic understanding of the subject matter.

#### **3.6.1 Primary Data**

To ensure a holistic understanding of the research phenomenon, the study employed both qualitative and quantitative primary data collection methods.

#### **3.6.2 Secondary Data**

**Data Sources:** Extensive secondary data were sourced from a meticulous review of various scholarly theses, comprehensive policy and legal documents, authoritative UN publications on Community-Oriented Policing (COP), valuable national archives, pertinent journal articles, and institutional records from leading national advocacy organizations. This comprehensive secondary data gathering process was pivotal in anchoring the study and refining its conceptualization by tapping into existing knowledge and insights (Babbie, 2008).

**Methods:** The secondary data acquisition process primarily entailed documentary analysis, which was closely aligned with the research objectives and the conceptual and theoretical

<sup>2</sup> The formula is total ward population (TWP) times total finite sample divided by summation of the wards populations [i.e.,  $TWP \times 394 / 213$ ].

<sup>3</sup> The latest KNBS Census does not reflect the administrative units as per CIDP II of Kisumu County. Hence the ward population is based on Kisumu County CIDP II rather than the KNBS (2019).

frameworks underpinning the study (Kothari, 2004). This methodological choice facilitated the examination of prior research endeavors, identification of research gaps, and the integration of pertinent theoretical concepts into the study's analytical framework (*Ibid*).

### **3.6.2.1 Questionnaires**

The study harnessed the potential of semi-structured questionnaires to collect quantitative data, a method supported by prior research (Babbie, 2008). In order to optimize the effectiveness of this data collection approach, the study selected and rigorously trained two research assistants. These assistants underwent a two-day comprehensive training program focusing on data collection tools and methodologies. This rigorous training regime was essential in mitigating potential issues such as incomplete questionnaires, data storage challenges, and other common pitfalls associated with traditional data collection methods (*Ibid*).

The questionnaire was designed in a way that it contained a Yes and No questions as well as categorical questions examining extent of a given aspect of COP. The questionnaire also entailed open-ended questions to help follow-up on respondent's own interpretation of their quantitative responses. The administration of the questionnaire followed the interviews, providing the researcher with a valuable opportunity to refine the quantitative questions in a highly precise manner. This refinement process was guided by realizations and insights gained from the in-depth interviews, allowing for a deeper alignment of the quantitative instrument with the research objectives and the emerging nuances uncovered during the qualitative phase of the study.

### **3.6.2.2 Qualitative Methods**

Qualitative methods of data collection have demonstrated their effectiveness in the realm of security studies, as noted by Diphooorn and Stapele (2020). In line with this recognition, the study employed two primary qualitative data collection techniques like the Focus Group Discussions (FGDs) and Key Informant Interviews (KIIs). These methods were chosen for their capacity to foster trust-building within the community and with the police, given the potential concerns that researchers conducting the study might be perceived as engaging in investigative activities, particularly in situations where there may be suspicions of collusion between the police and the community in criminal activities (Wanjohi, 2014; Kiprono, 2007).



The FGDs were designed to accommodate a homogenous sub-group of size ranging from 6 to 15 participants, with a minimum of 6 individuals in each FGD, aligning with the guidance provided by Bhattacharjee (2012). This approach allowed for focused discussions centered on specific questions aimed at gaining a deeper understanding of the perspectives held by various stakeholder groups regarding the dynamics of community policing. Drawing from Kothari (2004) principles, the FGDs adhered to the concept of homogeneity, ensuring that participants within each group shared a similar cadre or role. This deliberate grouping strategy aimed to maximize openness among participants by minimizing potential power differentials and creating an environment conducive to candid discussion. In total, the study conducted 18 FGDs, distributed across different locations within the sub-county. This was done with three groups namely, 6 with police officers who were reached through snowballing and were engaged in patrolling the sites the study was undertaken (that is 1 with a group of officers from each ward). Another six (6) with CPC members and another five with common community members, 1 from each of the wards, and another 6 with Nyumba Kumi Initiative members.

Additionally, the study engaged a total of 16 key informants, with two individuals selected from each of the six targeted population cadres (as in table 1), and 4 with vocal and experienced members of the community (1-woman, 1 man, one youth, and one traditional leader/village elder). The selection of key informants was purposeful, identifying individuals with in-depth knowledge of community policing, particularly within the context of the targeted sub-county. These key informants were purposively identified during

### **3.7 Reliability and Validity**

The researcher took all necessary steps to ensure that in the end, the results of the study are reliable and valid. Three important actions were employed as follows:

Expert Consultations and Instrumentalization where the researcher worked with assigned supervisors to reshape the idea behind the proposal and to define and re-define research instruments – survey questionnaires, Key Informant Interviews, and Focus Group Discussions (FGDs) to ensure that the construct which are supposed to measure the variables are as clear as possible. This step ensured internal validity of the study.

Pre-visit/field mapping exercise, the researcher made two rounds of pre-study field work, one during the writing of the initial drafts of the proposal, and the second after the first review of

the proposal by the School of Graduate Studies (SGS). The first, conducted in terms of key informant interviews, by the security cohort of the study – 3 (Officers Commanding Stations (OCS) – who are also the deputy chair persons of COP according to the Inspector General’s COP Guidelines 2016, helped the researcher to shape the study based on the practicalities of how COP has been implemented. The second round, also conducted in terms of key informant interviews, with representatives from six civilian population cohorts – 2 leaders of Nyumba Kumi, 3 Chiefs/Assistant Chiefs, 3 Chairpersons of COP, 2 representatives from CSO dealing with COP, 2 youth organization leaders, and 2 religious’ leaders, helped the researcher establish the realities of the COP programs in Kisumu Central from the civilian angle. Together the two programs played a key role in refining the study, and its objectives, based on both what is in the literature and practical things going on. This increased the collection of relevant data along research objectives.

Pre-test and re-instrumentalization whereby, upon receiving the MUSERC permit, the researcher, undertook a pre-test study of the questionnaires among 20 police officers at the Kisumu central sub county Offices and 20 members of the civilian community and with 10 FGD participants. This enabled informed revisions of the study question questions and redefinition of the study participants. This ensured all relevant target groups are reached, questions are revised to be precise and unnecessary ones deleted, hence saving also on time and finances.

Triangulation, as upon collection of qualitative and quantitative data, the two forms of data were triangulated – explained jointly. The statistical summaries derived from analysis of questionnaire collected data – closed questions e explained using textual analysis of qualitative data emerging from the thematic content analysis of QUAL. This way, convergences and divergences were detected and reasons underneath any of such cases explained as was witnessed and recorded during interviews and self-administered questionnaires.

### **3.8 Data Analysis and Presentation**

In the context of data analysis and presentation, both secondary and primary qualitative data underwent a rigorous process of thematic content analysis. This analysis was anchored in the study's specific objectives and guided by the systems theory and themes from the existing literature and from resulting material. Each of the main thematic areas corresponds to the

study's objectives, effectively creating an alignment between the objectives and the thematic analysis.

For each objective, the sub-themes served as the foundation for framing the research questions, as outlined in Appendix 2 and 3. These research questions, in turn, formed the basis for the discussions in the findings section under each objective. Additionally, emerging themes that surfaced during the analysis were methodically captured and presented thematically to highlight their significance and relevance within the context of the study. Regarding the analysis of primary quantitative data, the Statistical Package for Social Sciences (SPSS v. 26) was employed as the primary tool. The quantitative aspect was informed by the sub-themes derived from the qualitative data, thereby establishing a comprehensive link between the two data sources. This approach allowed for triangulation, which involved a comprehensive joint analysis of data from both qualitative and quantitative sources.

To illustrate this approach further, Objective One, focusing on the nature of community members' engagement in community-oriented policing (COP) policies and practices, encompassed several variables. These variables included community members' understanding of policing in their community, their approval of ongoing processes, the degree of cooperation observed during joint meetings, communication levels, the types of issues they were engaged in, and the methods through which they engaged. Moreover, the level of engagement, spanning design, implementation, and monitoring and evaluation, was also assessed, as outlined in Appendix 4 for Objective One.

Objective Two, examining community perspectives on whether problem-solving approaches in policing are cooperative, involved variables such as the community's viewpoint on whether these approaches catered to their interests and unique security concerns as a community. Additionally, their perceptions of the benefits and drawbacks of such problem-solving approaches were explored. Objective Three, focusing on challenges and opportunities facing COP delved into variables such as whether the police used new or traditional methods to acquaint themselves with the communities they served. Community ratings of mutual understanding between the police and the community, as well as the likelihood of collaborative efforts between the police and the community in addressing specific crime cases, were also investigated.

### **3.9 Ethical Considerations**

Ethical considerations played a pivotal role in guiding this study, and the following measures were implemented to ensure ethical conduct and minimize potential risks:

**Authorization**, the study was initiated only after obtaining the necessary authorizations from the National Commission for Science, Technology, and Innovation (NACOSTI) and the Maseno University Scientific and Ethics Review Committee (MUERC). This approach aimed to establish legal and ethical grounds for the research, fostering trust among participants and adhering to established scientific norms.

**Doing No Harm and Avoiding Risks**, the principle of "doing no harm" was upheld through several strategies. First, survey and interview locations were selected in consultation with the target audience, ensuring that research activities were conducted in a manner sensitive to the local context. Second, research assistants (RAs) received comprehensive training on the dynamics of security studies and the specific context of the county under investigation. Third, sensitive questions were excluded from the survey tool, and FGDs and KIIs were conducted openly to build trust and facilitate candid discussions. Additionally, the principle of beneficence was applied to maximize benefits to participants and minimize harm, particularly in sensitive areas like Kondele and Obunga.

**Informed Consent**, participants were provided with the opportunity to give informed consent, granting them the autonomy to decide their level of involvement in the study. The informed consent process ensured that participants were fully informed, had a clear understanding of the study's objectives, and volunteered to participate. All participant information was coded to protect privacy.

**Confidentiality and Anonymity**, measures were taken to maintain the confidentiality and anonymity of participants. Sensitive interviews were conducted by the researcher alone, without the presence of research assistants. The researcher also established contact with key informants in advance to ensure their comfort with the process. Personal information about participants did not appear in any study outputs or publications, as outlined in the Consent Form (Appendix 1). Signed consent forms served as binding agreements between the researcher and participants.

**Data Storage and Protection**, questionnaire data were securely stored at the SDSS office, and close collaboration with the school administration ensured the safekeeping of these materials

throughout the research period. Audio data, when consented to by participants, were stored securely in cloud storage via a Google Drive.

Positionality, was achieved through flexibility, use of research assistants who were neither police officers nor community policing committee member, the rigor in which tools underwent, the approvals from the research bodies' i.e NACOSTI, MUSERC and SGS, reviewing the tools by the supervisors as this was being employed to overcome the act of biasness.

Scribbr (2023) discusses several types of biases, two of which are key to this study. These include: researcher bias, selection bias, and interviewer bias. Researcher bias Researcher bias happens when a researcher's personal beliefs or expectations impact how they design the study or gather data. It can be intentional, like saying an intervention was successful even if it wasn't, or unintentional, like letting personal feelings or assumptions shape the research questions. The unconscious type of bias is linked to the Pygmalion effect (or Rosenthal effect), where the researcher's high expectations, such as believing that patients in a treatment group will do well, result in improved performance and outcomes (*Ibid*). The researcher was able to mitigate this weakness by involving extensively with supervisors from the study conceptualization to study the writing of the thesis. The researcher also engaged with peer students who helped to review the work and gave important comments. These intellectual engagements helped to diminish elements of researcher biasness to a greater extent.

Interviewer bias arises from the individual conducting the research. It can manifest through the manner in which questions are posed or reactions to responses, as well as any facet of the interviewer's identity, including gender, ethnicity, social class, or perceived attractiveness.

This bias has the potential to skew responses, particularly when these characteristics are relevant to the research subject. Additionally, interviewer bias may hinder the establishment of rapport with interviewees, making them less inclined to openly share their honest opinions on sensitive or personal matters. To deal with this bias, the researcher recruited and trained research assistants for two days and the training involved a simulation research from which the researcher and RAs were able to identify elements of bias and mitigate them through additional simulation study. This helped in RAs and researcher asking relevant questions and minimizing questioning in a discriminative way.

## **CHAPTER FOUR**

### **COMMUNITY ENGAGEMENT IN COMMUNITY POLICING FOR EFFECTIVE CRIME REDUCTION IN KISUMU CENTRAL SUB-COUNTY**

#### **4.1 Introduction**

This thesis research set out to assess police community partnership in community policing initiatives to combat crime in Kisumu Central sub-county, Kenya. The investigation was motivated by a research gap that exists in current research which exhibits a lack of scholarly approach to examining the manifestations of Government of Kenya's community policing policy, despite the policy having been in formal operations since 2016. The specific objectives were set to undertake this investigation, namely:

- i. To establish the status of community engagement in community policing policy and practice in combating crime in Kisumu Central sub-county, Kenya.
- ii. To examine the extent of collaborative problem-solving initiatives in community policing to combat crime in Kisumu Central sub-county, Kenya.
- iii. To assess the opportunities and challenges facilitating and hindering community policing in Kisumu Central sub-county, Kenya.

This chapter is composed of findings for the first objective. Additionally, before presenting the objective one findings, socio-demographic variables are presented. The socio-demographic variables cut across the rest of the finding chapters.

#### **4.2 Socio-demographic Factors**

Muganda & Muganda (2013) argue that socio-demographic variables play a key role in a scientific study due to two major reasons. This allowed statistical analysis through inferential statistics to test for relationships between variables and secondly, they allow for readers to contextualize the findings being presented by the researcher. In this study, socio-demographic variables served a key purpose of enabling the researcher to study trends within different categories of socio-demographic variables so as to analyze and explain the different perceptions on the manner in which community policing (COP) has manifested in Kisumu Central sub-County. Demographic information provides the background information of the participants; it helps with understanding the context of the study and obtaining a real picture of the population under study (Connelly, 2013). Seven socio-demographic variables were investigated in this study: gender, name of ward a respondent was coming from, the age of

the respondent, employment status, level of education, and how long one had stayed in the ward at the time of the interview.

#### 4.2.1 Distribution by Gender

As the table below summarizes, most of the respondents who participated in this study were females who were 241 (63.3%) while males were 140 (36.7%). This is tandem with the unit of analysis chosen for this study which was household level. Hence most of the respondents who were in the house were women in especially in slum wards such Railways (particularly in localities such as Manyatta Arabs and Obunga), Nyalenda B and Kondele. Most women who were found in the households were housewives. However, to balance the study and get gender-balance study, even within the slum areas where men had gone for *Jua Kali* works and women were taking care of the households, the researcher with his assistants were able to apply a skipping technique that could allow for administering questionnaire to men as well (either at the households or nearby shops and Juakali sites where they worked. This is exemplified by the fact that 36.7% of the participants were still males.

**Table 4.1: Respondent Distribution by Gender**

2. Gender of the Respondent					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Male	140	36.7	36.7	36.7
	Female	241	63.3	63.3	100.0
	<b>Total</b>	<b>381</b>	<b>100.0</b>	<b>100.0</b>	

*Source: Author (2023)*

#### 4.2.2 Distribution by Ward

The study aimed to proportionally recruit respondents into this study as evidence in the sampling procedure and size table in chapter 3. The Ward with the highest population was Kondele and from which 113 people were sampled. However, at the end of the study out of the returned questionnaires, 109 (28.6% of the total sample for the study) were found usable. In Railways, out of the 88-original target, 80 (21% of the total sample for the study) were usable. In Shaurimoyo 44 (11.5%) were usable, Market Milimani 35 (9.2%), which Migosi, and Nyalenda B 42 (11%) and 71 (18.6%) of the returned questionnaires were usable. Overall, the return rate was 96.7% ( $381/394 \times 100$ ). This shows that the findings are scientific

in terms of their generalizability since according to Mugenda & Mugenda (2013) a return of 50% is just but good enough.

**Table 4.2: Distribution by Ward of Residence**

1. What is the Name of your ward				
	Frequency	Percent	Valid Percent	Cumulative Percent
	Railways	80	21.0	21.0
	Migosi	42	11.0	32.0
	Shaurimoyo-Kaloleni	44	11.5	43.6
Valid	Market Mlimani	35	9.2	52.8
	Kondele	109	28.6	81.4
	Nyalenda B	71	18.6	100.0
	<b>Total</b>	<b>381</b>	<b>100.0</b>	<b>100.0</b>

*Source: Author (2023)*

#### 4.2.3 Respondents by Distribution by Age

The study involved different age categories: 18 – 25, 26 – 33, 34 – 41, 42 – 49, 50 – 57, and 60 and above. It was important to engage different age cohorts in the study so as to undertake a holistic examination of resident’s perspectives on COP. As the table below summarizes, majority of the participants were people in the active ages. The distribution shows that between 18 – 25 were 31.5%, 26 – 33 were 44.1%, 34 – 41 were 11.3%, 42 – 49, were 11.0%, 50 – 57 were 1.05% while 6 and were also 1.05%. The targeting in terms of age shows that the study findings showcase a balance in the voices of different ages experiencing COP at the different wards within Kisumu Central sub-County.

**Table 4.3: Respondents Distribution by Age**

4. Age of respondent				
	Frequency	Percent	Valid Percent	Cumulative Percent
	18 - 25	120	31.5	31.5
	26 - 33	168	44.1	75.6
	34 - 41	43	11.3	86.9
Valid	42 - 49	42	11.0	97.9
	50 – 57	4	1.05	
	60 and above	4	1.05	100.0
	<b>Total</b>	<b>381</b>	<b>100.0</b>	<b>100.0</b>

*Source: Author (2023)*



#### 4.2.4 Respondents Distribution by Employment Status

An important socio-demographic variable in the study was employment status. One's employment status is key to understanding his safety and ability to participate in community activities (Police Executive Research Forum (PERF), 2004). PERF (2004) for example established that those with stable incomes tend to be pro-policing and engage in community policing activities while the contrast is exactly true. This study found that 30.7% were not employed. 95% of these who were unemployed belonged to the 18 – 25 age cohort. This symbolizes the danger which faces the country since a youthful cohort which is not engaged in any income generating activity may serve as a threat to policing as they seek illegal activity to eke a living. A senior officer was very categorical when he mentioned that:

*“..... We are facing a great challenge from Youth employment in Obunga, for example. The youths are not doing anything useful yet are engaging in thievery and drug and substance abuse. This is a hinderance to community policing....” (A senior officer, Key Informant Interviewee, 20 May, 2023).*

However, cohort were housewives 132 (34.6%) depending almost entirely on their husband's majority of whom were in the Juakali sector (30.7%) while only 3.9% (15) were salaried and permanently employed people. This shows important it is to engage women in policing work at the community level. However, women mostly argued that they are treated as people not people not able to engage in security matters because their men were seen as the major participants. One woman said during the household survey:

*“.... We are in the house most of the times, and we see what is happening here. We understand the security dynamics in this area but yet we are not involved in COP reason being traditionally men are seen as the people capable in that area. So, we also just keep quiet and let them attend Barraza's and things like that.....” (Housewife during Household Survey, Nyalenda B, 24, May 2023).*

**Table 4.4: Respondents Distribution by Employment Status**

5. What is your employment status?					
	Frequency	Percent	Valid Percent	Cumulative Percent	
Valid	Not employed at all	117	30.7	30.7	30.7
	House-wife	132	34.6	34.6	65.4
	Juakali/Informal sector	117	30.7	30.7	96.1
	Salaried and Permanent	15	3.9	3.9	100.0
	<b>Total</b>	<b>381</b>	<b>100.0</b>	<b>100.0</b>	

*Source: Author (2023)*

#### 4.2.5 Respondents Distribution by Education Level

The table below shows that only 0.8% of the respondents had formal education. Majority 161 (42.3%) had only managed to complete primary education, 2.4% had not completed Primary education, 21% had completed secondary education while 29.9% had not completed primary education, only 3.4% had completed college and University education. This data agrees with the previous data on employment as most people had not attained the requisite education for formal employment. This also shows that most of the youths staying in the areas where the research was done were partly unemployed because of lack of the market skills.

**Table 4.5: Respondents Distribution by Education Level**

<b>6. What is your level of education?</b>					
		<b>Frequency</b>	<b>Percent</b>	<b>Valid Percent</b>	<b>Cumulative Percent</b>
Valid	No formal education	3	.8	.8	.8
	Primary completed	161	42.3	42.3	43.0
	Primary not completed	9	2.4	2.4	45.4
	Secondary completed	81	21.3	21.3	66.7
	Secondary not completed	114	29.9	29.9	96.6
	College/University completed	13	3.4	3.4	100.0
	<b>Total</b>	<b>381</b>	<b>100.0</b>	<b>100.0</b>	

*Source: Author (2023)*

#### 4.2.6 Respondents Distribution by Number of Years Stayed in the Ward of Residence

The study also sought to understand the number of years a respondent had stayed in the ward where they were at the time they were participating in the study. COP was officially started in 2016 with the launching of the Inspector General’s Guidelines on Community Policing. To understand where it was working in Kisumu Central, it was imperative to ask the question below (on number of years stayed in the ward) as those who had stayed for a good time could give reliable data. As the summarized below, majority 243 (64.3%) had stayed in their wards for over 10 years, followed by 6 – 10 years, 102 (28.8%). This shows that the responses given by the respondents’ bout the manifestations of community policing in their wards were reliable enough to draw conclusions made in this study.

**Table 4.6: Respondents Distribution by Number of Years Stayed in the Ward of Residence**

<b>7. How long have you stayed in this ward?</b>				
	<b>Frequency</b>	<b>Percent</b>	<b>Valid Percent</b>	<b>Cumulative Percent</b>
Valid	1 - 5 years	34	8.9	8.9
	6 - 10 years	102	26.8	35.7
	10 years and above	243	64.3	100.0
	<b>Total</b>	<b>381</b>	<b>100.0</b>	<b>100.0</b>

*Source: Author (2023)*

### **4.3 Community Policing through Community Engagement to Combat Crime in Kisumu Central sub-County**

This chapter presents the chapter one findings. Qualitative data was corroborated with quantitative data leading to a discussion of the study findings. Community engagement serves as an indispensable means and strategy for the efficacious implementation of community policing (Diphorn & Stapele, 2020). This assertion is reinforced by the Wanjohi (2014), which underscores that in communities where historical antipathy, distrust, and direct conflicts between law enforcement and community members prevail, engagement emerges as a pivotal element in transforming these police-community dynamics. By doing so, engagement becomes the catalyst for collaborative crime prevention efforts, thereby restoring public order and ensuring long-term safety. Kisumu Central fits within this description as the police and community have been in a state of antipathy, distrust, and direct exchanges for a long time (NCIC, 2022).

As articulated in A Framework for Community Policing in Cleveland (n.d, p. 5), community engagement encapsulates the notion of structured and routine police-community interaction concerning policing policies and practices and encompasses activities through which community members are engaged. The primary impetus behind this engagement is to empower the community with the agency to influence how law enforcement operates within their vicinity (Ibid). The initial goal of this study is to assess the degree to which Community-Oriented Policing (COP) is guided by informed and engagement-focused practices in Kisumu Central. This inquiry is guided by a framework derived from Diphorn and Stapelle (2020) and A Framework for Community Policing in Cleveland (n.d, p. 5), which delineates four central domains crucial force effective community engagement within community policing.

These areas are harmoniously aligned with Kenya's COP policy documents, particularly the Inspector General of Police's Community Policing Guidelines (p. 6-8):

- i. Broad-based participation from a variety of communities and stakeholder groups: Successful community engagement necessitates the active involvement of diverse communities and stakeholders, promoting a comprehensive and inclusive approach.
- ii. Efforts to educate community members about policy choices and tradeoffs to ensure informed discussion: Educating the community about the nuances and trade-offs inherent in policing policies facilitates meaningful and well-informed discussions.
- iii. Meaningful opportunities for members of the public to provide substantive input: Providing genuine platforms for the public to contribute substantive insights fosters a sense of ownership and collaboration in shaping policing strategies.
- iv. Serious consideration by the agency of the input it receives, and communication back to the community of the decisions made and the steps the agency plans to take to address community concerns: The legitimacy of community engagement lies in the commitment of law enforcement agencies to earnestly consider community input, coupled with transparent communication regarding decisions and subsequent actions taken.

By anchoring the study within these comprehensive dimensions of community engagement, the chapter sought to ascertain the extent to which COP practices in Kisumu Central align with the aforementioned principles. The overall aim is to illuminate the efficacy of community engagement in community policing endeavors and its implications for crime reduction and the maintenance of public order.

#### **4.4 Level of Awareness of Community Members of Community Policing**

In order to establish a foundation for investigating the role of community engagement in combatting crime through community policing in Kisumu Central Sub-County, the study initially delved into preliminary inquiries. This approach aimed to prevent any presumptions that Community-Oriented Policing (COP) was universally recognized and operational within the selected study sites, and consequently, every respondent possessed the capability to assess and comment on COP-related matters. The primary query within this context sought to gauge the level of awareness among the respondents. As evidenced below, only 32.5% (124

respondents) were familiar with COP within their communities. In contrast, a significant 67.5% (257 individuals) had not encountered or heard of COP.

**Table 4.7: Level of Awareness of Community Members of Community Policing**

<b>8. Have you ever heard of community policing?</b>				
	Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	124	32.5	32.5
	No	257	67.5	100.0
	<b>Total</b>	<b>381</b>	<b>100.0</b>	<b>100.0</b>

*Source: Author (2023)*

While it is possible that COP may adopt diverse manifestations and potentially be confused with other policing initiatives (Sitole, n.d.), this finding still accentuates that the penetration of COP into the wards of Kisumu Central remains limited. Notably, a female respondent, who herself is a member of the Community Policing Committee (CPC) in Tom Mboya Estate, confirmed the lack of awareness regarding COP. She recounted that COP was often misperceived by community members as synonymous with police surveillance-oriented approaches. She candidly expressed:

*".... Here, only a handful of us are acquainted with what COP entails. Myself and merely three others from this community were selected to undergo COP training. While the training was beneficial, the tangible impact of COP remains elusive within our community. The truth is, that a significant portion of people remains unaware of its existence. This misconception prevails mainly due to the visible utilization of individuals, typically CPC members, by the police for surveillance purposes. To the police, COP seems more of a surveillance tool than a method for genuine community engagement...." - A CPC Member and a former COP Trainee during Key Informant Interview, 12<sup>th</sup> May 2023.*

This insight from the CPC member was corroborated by counterparts from other wards, who indicated that in their awareness, only a meager representation, perhaps themselves or three individuals from their wards, had been trained in matters related to the CPC. This observation was further substantiated by a non-governmental organization (NGO) working in conjunction with the Police Inspector General's Office.

This discovery runs in contrast with the core tenet of the *holism as used in Systems theory that argues for involvement of all stakeholders concerned with COP*. Evidently, the crafting

and execution of public security policies, including COP, represent complex, multi-stakeholder endeavors. The evident lack of awareness shows a lack of engagement with community members, substantiated by both qualitative findings and the survey, underscores that policy-makers possibly adopted a rational comprehensive approach. This approach involved the participation of only a select few elite policy-makers during policy formulation and a limited number of individuals from the affected communities during its execution. Subsequent findings further corroborate that the mode of implementation is CPC-driven, diverging from the intended community-oriented approach.

These revelations confirm Kiprono (2007) who found that only about 23 percent had experienced participation in COP in Kibra slums. However, this study findings adds a new layer to issue of awareness as it shows that the lack of awareness by members in related to the sustained high levels of crimes. Through qualitative assessments of the relationship between awareness and crime reduction, community members across the wards asserted in the FGDs that their lack of involvement by the police department was responsible for the rising crime rates. Respondents in Manyatta Arabs area, a section of Railways Ward, argued that police officers who sent to the area just did their own staff, and the manner of their patrol and interventions never dealt with the criminal cases, because they did not understand the security dynamics of the area. One respondent argued that:

*“.... We are facing breakages like every two days. The police come late after the thieves have gone, and when they arrest, they arrest the wrong people. They think they know and can wok successfully but we know our area better ....” (Manyatta Arab resident, May 2023).*

Respondents from other wards also reported crime activities happening on average at least one very two days and they thought this was record high. Talking the Officer in-charge of station X, he disagreed with community members assertions and counter argued that things had changed in the area and he had taken charge. Asking him about whether the officers doing patrol were identified and trained particularly for COP duties, and whether he had a framework of ensuring they working under clear COP terms and engaging the members, they officer could not give any tangible responses, further corroborating the assertions made by residents. In other words, Officer in charge of stations accepted that in deed awareness was low, but shifted rational away from the officers to structural issues such funding, and a near-complete donor driven COP.

#### 4.5 Manifestations of Community Policing within the Communities

To unravel the varying facets through which community policing is understood at the grassroots level, the study engaged respondents in further probing. The outcomes, as portrayed in the subsequent table, shed light on distinct perspectives held by respondents. A notable 63.5% (243) of respondents believed that community policing equated to police presence within their community. This notion was substantiated through dialogues with police officers who affirmed the police's role in working within the community to restore peace and order. However, working in collaboration with the community was perceived as challenging, with most officers emphasizing the complex nature of this endeavor and expressing skepticism about its feasibility, especially within the Kenyan context of policing which he described as “structurally complicated and predicated on the idea of policing and community as separate and irreconcilable factions”.

In contrast, 36.2% (138) of respondents associated community policing with vigilante activities. This alignment with vigilantes stemmed primarily from the failure of the police department to actively engage the community in policing efforts. Consequently, the void left by such non-engagement fostered not only enduring mistrust and antipathy but also an increase in criminal activities, particularly within slum areas.

**Table 4.8: Manifestations of Community Policing within the Communities**

<b>9. If yes in 9 above, how does it manifest in this community?</b>				
	Frequency	Percent	Valid Percent	Cumulative Percent
Police working in the community	243	63.8	63.8	63.8
Valid Community policing through vigilantes	138	36.2	36.2	100.0
<b>Total</b>	<b>381</b>	<b>100.0</b>	<b>100.0</b>	

*Source: Author (2023)*

In response to the survey, many male and youthful respondents emphasized vigilantes as their preferred recourse for establishing order and safety within their communities. Their reasoning converged around three core factors: The police's perceived failure to restore order, coupled with allegations of corrupt practices and misuse of authority, led many to view them negatively; Heightened crime rates fueled disillusionment with the police's approach of working within the community, rather than collaboratively; Vigilantes had gained widespread familiarity within these communities, garnering trust and even soliciting police endorsement

for their involvement; Conversely, the police vehemently opposed the notion that vigilantes could contribute positively to community well-being. According to many officers, vigilantes were perceived as conduits for criminal activities, with youths using them as cover for their transgressions. One Officer in Charge of the Police station elucidated during an interview that:

*".... To be clear, the vigilantes are the very groups exacerbating insecurity in Kisumu Central Sub-County. Youths exploit their guise to carry out heinous acts. We do not endorse them, and if they operate, it is under close supervision by our officers...." - Key Informant Interview, 13<sup>th</sup> May 2023*

These viewpoints align with prevailing realities. For instance, in Manyatta Arabs and its environs, youths conveyed a distinct dissatisfaction with the police's conduct, accusing them of disrupting vigilante operations that once maintained a degree of order. Since then, these youths perceived that the police had failed to assume their responsibilities and were instead engaging in extortive practices within the community. This deficiency in community engagement has pushed active community members, especially youths, towards seeking alternative policing solutions.

This finding converges with previous studies. Researcher in Machakos, Diphoon & Stapele (2020) and Wanjohi (2014) both establish that community members were dissatisfied with police way of policing and as result had started their own mechanisms of policing, which involved Community vigilantes. In Kibra, Kiprono (2007) finds that instead of starting their own, the community members having been dissatisfied with the manner of policing insisted that police could not undertake night patrols without their watch through community appointed guides. However, this study though confirmed that community members create alternative policing mechanisms due to COP's failure to deliver crime reduction, it found that these alternatives are often resorted to and supported by youthful members. Older members of the communities in in KCSC asserted that they did not approve of community vigilantes because the members were themselves thieves hiding as community police. Recounting this point, one member reiterated a common example given throughout the study whereby the County Government of Kisumu had even an order for closure of all *Boda Boda* driven policing due to the understanding that the very people (largely youthful unemployed form four dropouts and University graduates) that claimed to restore order were the very thugs.



“..... The County Government stopped this thing called community vigilantes. They had turned themselves into criminal gangs killing people in the name of policing. They themselves were killing their fellow thieves to avoid the dying thieves mentioning their names. I agree with the action to finish them. The challenge is that they are back. In Kondele here they are here. In this area, they exist. I don't think it is a need alternative. COP needs to be operational. Its philosophy is good. Not vigilantes.....” – Key Informant from Kondele Ward, May 2023.

Engagement inherently empowers the community with a voice (Government of Kenya, 2017; Kiprono, 20017; Diphon & Stapele, 2020). The COP policy explicitly tasks policy-makers with ensuring that COP differentiates itself by placing community members at the forefront of decision-making, shifting the locus of control from the police to the community. Despite this conventionally accepted approach, as indicated in the table, this objective appears to be distant within Kisumu County. Among the respondents, a mere 18.5% felt they had a say in the policing approach within their community. Contrastingly, the majority, 83.5% (318), perceived their voices as inconsequential, with policing strategies aligned with the dictates and plans of the police department.

**Table 4.9: Having a Say in the Manner of Your Policing**

<b>11. Do you have a say in the manner of policing your community?</b>				
	Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	63	16.5	16.5
	No	318	83.5	100.0
	<b>Total</b>	<b>381</b>	<b>100.0</b>	

*Source: Author (2023)*

Continuing this line of inquiry, the research probed respondents' approval of the current policing approach within their community. Astonishingly, a lower number of those asserting to have a say in the policing expressed approval of its manner. A mere 5.5% indicated approval, whereas an overwhelming 94.5% (360) voiced their disapproval of the existing policing practices.

Conversations with members of the Community Policing Committees (CPCs) during one-on-one interviews delved further into this aspect of approval. Varied perspectives emerged within different sub-groups. The youth cohort contended that the police were the root cause of their community's security issues, and vigilantes represented a viable solution. Conversely, non-youthful respondents, regardless of gender, posited that neither vigilantes nor the

prevailing policing methods aligned with the community's interests. Thus, their disapproval extended to both facets. This sentiment mirrored the characterization of vigilantes as expressed by top police leaders at the sub-county headquarters. One respondent encapsulated this viewpoint:

*".... The essence is Community-Oriented Policing (COP), not vigilantes and not the status quo. When the community members are adequately engaged, and the police acknowledge us as stakeholders, COP can be established and succeed. At present, we are stuck in a quagmire...." – Senior Police Officer, 11<sup>th</sup> April 2023.*

These findings converge with Kiprono's (2016), Mwaura, R.M (2014) study. Their findings likewise indicated community disapproval of prevailing policing methods, and while some community members saw vigilantes as a plausible alternative, others disagreed. Ruteere & Pommerolle (2003) also argue that instead of democratizing state police, COP was only an opportunity for the GoK to decentralize community depression. This divergence underscored the broader absence of community engagement by the police, spurring the search for alternative policing measures.

**Table 4.10: Community Approval of the Manner of Policing**

<b>12. Do you approve of the manner of policing in your community?</b>					
		<b>Frequency</b>	<b>Percent</b>	<b>Valid Percent</b>	<b>Cumulative Percent</b>
Valid	Yes	21	5.5	5.5	5.5
	No	360	94.5	94.5	100.0
	<b>Total</b>	<b>381</b>	<b>100.0</b>	<b>100.0</b>	

*Source: Author (2023)*

#### **4.6 Mechanisms for Community Engagement**

A critical aspect of engagement in COP is through soughting for community input (Brogden & Nijhar, 2013; Fielding, 1995; Cordner, 1997). This phase of the study delved into the extent to which policing departments actively sought community input on matters pertaining to safety and order within the community. The results, encapsulated in the ensuing table, reveal that a mere 24.4% (94) of respondents reported their views being solicited. Conversely, the majority, constituting 75.6% (288), claimed to have never encountered any such endeavors by the police departments.

**Table 4.11: Engagement through Community Views Gathering**

<b>13. Have the policing departments ever sought for your views on any policing and community safety &amp; and order issues relating to this community?</b>					
		<b>Frequency</b>	<b>Percent</b>	<b>Valid Percent</b>	<b>Cumulative Percent</b>
Valid	Yes	93	24.4	24.4	24.4
	No	288	75.6	75.6	100.0
	<b>Total</b>	<b>381</b>	<b>100.0</b>	<b>100.0</b>	

*Source: Author (2023)*

To scrutinize whether this community input translated into actual changes in policing strategies, respondents were queried further. Specifically, they were asked if the solicited views contributed to enhanced community safety and order. The outcome painted a dismal picture, as only 12% of those whose views were collected believed their opinions influenced any changes. Astonishingly, a staggering 88% (81) contended that despite their views being solicited, no evidence indicated that these inputs were integrated into policing practices.

The study then inquired into the platforms through which respondents had shared their perspectives. The data revealed that the Chief's Barazas (64% or 69) and the CPC (26% or 24) were the sole existing platforms for community engagement. Subsequently, participants were asked whether these avenues proved effective in facilitating participation and discourse for bolstering COP across the Kisumu Central sub-county. In-depth interviews and Focus Group Discussions (FGDs) involving representatives from various groups that engaged in these existing arrangements unearthed inherent dysfunctions. Insights from NGOs divulged irregular participation in CPC meetings, riddled with lapses in communication and inadequate planning. An NGO leader who played an instrumental role in COP programs expressed:

*".... Attending CPC meetings is often an exercise in futility. These meetings lack the seriousness required for genuine engagement with the community on policing policy and practice. Agendas are nonexistent or communicated haphazardly, primarily addressing urgent security concerns that have arisen...." – Key NGO Player in COP in Kisumu Central sub-County – 12<sup>th</sup> April 2023.*

Corroborating this, a CPC member at Central Station disclosed that the platform, despite its civilian-led design, was subverted by the CPC deputy Chair, the OCS, who dominated discussions and stifled genuine community input. This revealed a discrepancy between the intended and actual dynamics of CPC leadership. It was noted that CPC chairs were often selected due to their affiliations with the OCS, rather than through authentic community

election, as corroborated by findings in other regions of Kenya. Similar challenges were evident with the Chief's Barraza's. A participant who regularly attended these sessions bemoaned the sporadic presence of the OCS or their representatives and the minimal impact of the sessions on problem-solving. He shared:

*".... I never miss a Barraza, but their effectiveness is questionable. The OCS may or may not attend, and the intervals between sessions are often prolonged. Even when they do convene, attendees fear retribution from the police. Suggestions hardly hold value, rendering it a futile exercise...."* – A frequent Chief Barraza Attendee, 6<sup>th</sup> June 2023.

These revelations echo the challenges found in Diphorn & Stapelle's (2020) exploration of COP in coastal Kenya. Their research revealed a pattern of CPC leadership imposition by the OCS, hindering genuine community engagement. Such dynamics in leadership have repercussions for effective community input and engagement in policing policies and practices within Kisumu Central sub-county.

#### 4.7 Strategic Engagement

The Inspector General's COP Booklet (GoK, 2017) emphasize the importance of adapting COP to the local context and underlining the necessity of a guiding strategy. Echoing this sentiment, A Framework for Community Policing in Cleveland (n.d) underscores that community engagement requires a tailored strategy for each community. Considering Kisumu Central sub-County as a community and its constituent wards as sub-communities, this study sought to ascertain whether a strategy encompassing goals, objectives, activities, stakeholders, and other pertinent aspects existed at either the sub-county or ward level. To the study's astonishment, neither CPC members nor community members were aware of such a strategy. Overwhelmingly, 98% of respondents indicated the absence of any strategy underpinning COP practices within wards and the sub-county.

**Table 4.12: Availability of a Community Engagement Strategy**

<b>18. Do you feel that the policing department in this county has a clear locally relevant community policing strategy for engaging community members?</b>					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	5	1.3	1.3	6.6
	No	376	98.0	98.0	100.0
	Total	381	100.0	100.0	

*Source: Author (2023)*

A respondent from the academic sector and a prominent figure in Kisumu's COP landscape reinforced this discovery during an interview. He highlighted a structural impediment obstructing robust COP efforts by raising pivotal questions:

*".... Strategy is imperative, but its execution needs thorough contemplation. Who funds it? Who covers the consultancy costs? COP remains a disregarded endeavor due to inadequate funding. It's unlikely to yield results without proper funding....." (Mr. X, during a key informant interview, 3rd June, 2023).*

Kiprono's (2016) study buttresses Dr. X's assertion, unveiling that COP programs in Kibera often rely on NGOs' support, with the government's involvement limited to the articulation of comprehensive COP policies. Government is just good on formulating policies but the implementation is left for the actors like NGO's who conducts training and awareness to the partners involved. Diphorn & Stapelle (2020), on a broader scale, argue that COP's failure is interlinked with larger security sector reform movements, which frequently garner donor support. After policy formulation, donor interest wanes, and the government's priorities revert to their original state, leaving COP in limbo, as in deed this study confirmed.

#### **4.8 Breadth of Community Engagement in Community Policing**

The Presidential Task Force on 21st Century Policing (2015) stipulates that authentic community engagement necessitates a broad-based approach. Similarly, A Framework for Community Policing in Cleveland (n.d) designates "broad-based participation from a variety of communities and stakeholder groups" as a fundamental tenet of community engagement in COP and the COP Booklet from the Inspector General of Police's framework outlined clearly at least fifteen categories to be part of COP CPC. This study aimed to gauge the breadth of community engagement in Kisumu Central. As depicted in the subsequent table, none of the respondents (who were relevant to answering this question) believed that participants in the CPC did comprehensively represent the requisite categories.

**Table 4.13: Breadth of Community Engagement in Community Policing**

<b>19. Are the levels of community engagement broad-based [Does it involve all the required actors as per the Government of Kenya COP Policy?</b>				
	<b>Frequency</b>	<b>Percent</b>	<b>Valid Percent</b>	<b>Cumulative Percent</b>
No	15	4.0	18.1	18.1
Valid N/A	364	96.0	81.9	100.0
Total	381	100.0	100.0	

*Source: Author (2023).*

To illuminate the specific attendees that were common during CPC meetings, the study conducted interviews and FGDs. Analysis of the transcripts revealed that prevalent attendees included the OCS and or his/her representative, Chairperson (often from the business community), Boda Boda leader, and Youth representative. Other categories of stakeholders were conspicuously underrepresented in these gatherings.

These findings are in line with that of Diphoon & Stapele (2020) who established that the participation into the CPC framework was largely affected by the fact that it was a volunteering-based activity leading to any of the expected representations to miss. This study however, established that on top of the fact that it was remunerable, it was also based on reactive intensions, with focus for engagement only on issues that required quick attention.

#### 4.9 Pathways to Community Engagement

A Framework for Community Policing in Cleveland (n.d) underscores the importance of enhancing community engagement by initially identifying community needs and subsequently conducting education and awareness initiatives. Awareness creation and education strategies are the key primary pathway to genuine engagement (Nyaura, J. E., & Ngugi, 2014; Cordner, 1997). Diphoorn & Stapelle (2020) add that in communities where COP emerges as a result of security sector reforms, education and awareness should be prioritized at the outset and integrated as COP programs and projects unfold. Summarizing the responses from the survey, the subsequent table delineates the outcomes of the inquiry. A mere 15.5% indicated that some form of education and awareness had been undertaken to familiarize individuals with COP and the rationale for engaging in it. In stark contrast, a staggering 84.5% reported no exposure to such activities in their communities.

**Table 4.14: Community Education and Awareness Creation for COP Engagement**

<b>22. Have the police ever conducted community education and awareness creation on this strategy in this community?</b>				
	<b>Frequency</b>	<b>Percent</b>	<b>Valid Percent</b>	<b>Cumulative Percent</b>
Valid Yes	59	15.5	15.5	15.5
Valid No	322	84.5	84.5	100.0
<b>Total</b>	<b>381</b>	<b>100.0</b>	<b>100.0</b>	

*Source: Author (2023)*

Further scrutiny of the responses through cross-tabulation unveiled that those affirming the existence of education and awareness initiatives on COP were exclusively members of the CPC. Subsequently, through interviews and FGDs with both CPC and non-CPC respondents, the researcher delved deeper into this aspect. Key informant interviews (KII) unveiled that CPC members interpreted education and awareness creation as their initial training when Kisumu embarked on COP circa 2017, supplemented by ad hoc community meetings addressing security concerns. In contrast, respondents not affiliated with the CPC considered education and awareness creation for COP to encompass organized, regular programs targeting wards and intended for the broader community, not a select group of elites. Overall, the study identified this as a deficiency, serving as a pivotal barrier to effective community engagement. Kiprono (2007) also established similar findings where attempts at awareness and sensitization on COP was done only at the initial stages by a donor after which all awareness related programmed fizzled into the air. The same scenario existed in Machakos (Diphon & Stapele, 2020), Kakamega (Karuri & Muna, 2019), and Nakuru (Mwachidudu & Likaka, 2014). The donor perspectives on COP were explored in-depth in the last objective.

#### **4.10 Chapter Summary**

The chapter's focus was centered around five key indicators, revealing compelling findings: Awareness and Manifestation: Merely 32.5% were aware of COP, with 64% regarding vigilantes as a response to perceived COP absence. Community Views Collection: A meager 18.5% felt their views were acknowledged, and only 5.5% approved of prevailing policing methods. Strategic Engagement: A staggering 98% were unaware of tailored COP strategies for their respective wards. Broad-Based Representation: Unlike the COP guidelines, which advocate for comprehensive representation across 15 categories, this practice was not evident in Kisumu Central. Education and Awareness: An astonishing 84.5% reported no exposure to COP education and awareness initiatives. Recommendations include: systematic awareness campaigns, policy design for community-oriented policing (COP), stakeholder analysis, and innovative strategies. These findings can revitalize police reforms and inform policymaking at national and local levels in Kenya, improving community policing for safer neighborhoods and crime prevention.

In conclusion, the findings reveal significant challenges in the implementation of Community-Oriented Policing (COP) in Kisumu Central. Community engagement, a key element for the success of COP, is limited, with only a minority of respondents aware of COP

in their communities. Many associate community policing with either police presence or vigilante activities, indicating a lack of understanding and trust in the COP approach. Additionally, the study highlights that community members have little say in policing matters, and the majority disapprove of current policing practices.

Furthermore, the study shows that the solicitation of community views by the police is rare, and when it occurs, it often does not lead to changes in policing strategies. Existing platforms for community engagement, such as Chief's Barazas and Community Policing Committees (CPCs), suffer from irregular participation and a lack of effectiveness. The absence of a clear, locally relevant community policing strategy and limited breadth of community engagement, as outlined in government policy, further hinder COP implementation. Most critically, there is a lack of education and awareness creation about COP in the community, contributing to misconceptions and a failure to engage the broader community effectively. In summary, the study underscores the need for comprehensive reform and revitalization of COP in Kisumu Central, including improving community education, enhancing community engagement platforms, and building trust between law enforcement and community members. These steps are crucial for the successful implementation of COP and the promotion of community safety and order in the region.



## CHAPTER FIVE

### COMMUNITY-POLICE COLLABORATION IN COMMUNITY POLICING FOR CRIME REDUCTION IN KISUMU CENTRAL SUB-COUNTY

#### 5.1 Introduction

The idea behind collaboration in community policing is the fact crime in the communities reflect underlying security, safety, and developmental issues – street lighting, drug and substance abuse, congestion, illegal parking and so on - that affect the community and which act as causative agents from criminal acts. To solve these underlying problems, the police and the community must work together, in a collaborative framework (Pinto & de Garay, 2014). It involves police-community “engage in problem identification and solving activities,” and “engage with these partnerships in a way that facilitates collaborative, community-based crime prevention.” (*A Framework for Community Policing in Cleveland*, n.d, p. 2).

To understand the extent of collaboration for crime prevention, this study examined the manner of manifestation of collaborative endeavors within Kisumu Central sub-County. Of importance as an approach of investigation in this chapter was the framework borrowed from the literature, particularly the Office of Community Oriented Policing Services [OCOPS] (2011) that provides a SARA model to collaborative problem solving and *A Framework for Community Policing in Cleveland* that identifies five core roles that community members can play in a collaborative framework. The following findings were established, as juxtaposed alongside previous research and the models. The findings of this chapter constitute a major contribution to community policing research in Kenya and other similar contexts because such models which have been successfully employed in developed countries, have not been examined with priory studies (Kiprono, 2017; GoK, 2020; Diphon & Stapelle, 2020).

#### 5.2 Collaborative Scanning of Underlying Policing Issues

The study established that most 339 (89%) of the community members in Kisumu Central sub-County were not involved in scanning community underlying security issues, as only meagre 11% (42 respondents) said they involved.

**Table 5.1: Extent of Collaborative Scanning of Underlying Insecurity Issues**

<b>25. In your view, do the police departments collaborate with the community members to scan underlying problems that require police attention?</b>				
	<b>Frequenc y</b>	<b>Percent</b>	<b>Valid Percent</b>	<b>Cumulative Percent</b>
Yes	42	11.0	11.0	11.0
Valid No	339	89.0	89.0	100.0
<b>Total</b>	<b>381</b>	<b>100.0</b>	<b>100.0</b>	

*Source: Author (2023)*

According to OCOPS (2011), in the SARA model, scanning is the very first stage for implementing collaborative problem-solving mechanisms. To understand the rationale behind these worrying statistics, the study undertook in-depth key informant interviews with patrol police officers and police station leadership and key CPC members (as was perceived by CPC members themselves and thus referred [snowballing] to unravel the dynamics of scanning along three main stages according to OCOPS (2011), namely: conducting community meetings, reviewing crime data, and conducting surveys.

Concerning conducting community meetings, the study established that the CPC and Chiefs Barraza’s meetings conducted within the framework of COP were not always informed by the need to scan underlying insecurity per se but to react to current insecurity issues. Thus, one CPC member revealed that:

*“.....Most of the times our meetings are not regularized but when they happen, we often deal with urgent issues. Actually, to the CPC, it doesn’t matter whether we have quorum or not because we dealing with urgent security issues any time we are at that meetings. It is either a child rape case, a boda boda issue, parking and/or matatu problem, and robbery with violence issue or something like that. These are issues which we cannot postpone....” (CPC Member during a Key Informant Interview at Victoria Hotel, 9<sup>TH</sup> April 2023).*

This is clearly in contrast with scanning technique of community meetings which hopes that the t police would engage with community members, local leaders, and organizations to identify concerns, gather feedback, and understand the community's priorities. Another activity involve in scanning is the review/analysis of crime data. To understand how this is part of the COP collaborative problem-solving in Kisumu Central sub-County, the study sought to establish the perspectives of OCS and OCPDs. The key informant interviews with these station police leaders revealed that collaboration in COP was not as much driven by

crime data, as it was with the reactive feedback that the OCS particularly received from the members of his CPC. An OCS responding during a KII said:

*“.... The way it works is simple. The CPC members are our eyes and ears. You cannot work with all community members and because the CPC members come from within the communities, we believe they have credible data. So, what we do is our phones are on and they can call us anytime and react to their requests ...”– [intervening to stop crime (OCS during a key informant interview, 25<sup>th</sup> May 2023).*

This sits in the non-opposite direction with what is conventionally expected about utilizing crime data for preventive purposes and to mitigate traditional shortcomings which is basically reactive. This shows that COP has failed on this ground as while analyzing crime statistics and patterns helps identify recurring issues and areas of concern in the community, this is not the case in Kisumu Central sub-County.

A third critical activity involved in scanning applicable to this study is the observing community dynamics. Here, the police officers spend time in the community, getting to know the residents, understanding local dynamics, and building trust (Pinto & de Garay, 2014; Diphoon & Stapelle, 2020). However, this study found that the police who work in the communities were having personal goals beyond those related to meeting this objective for scanning underlying problems. Many residents, and the members of the CPC agreed that police were in the community not to observe the community dynamics but to collect bribes, ‘sleep with our women’ and perpetuate drug and substance abuse by collecting bribes from the brewers and sellers of the same. Even a more worrying trend was that some CPC members had become brokers in the process, acting as police and collecting bribes and illegally masquerading as arresters of criminal actors. One honest CPC members argued:

*“.... The police are in this village yes, but what are they here for? To collect bribes from the bar owners and those old women making the traditional hard drink called Chang’aa. Some of our CPC members especially the chairpersons have even gone ahead to assume these roles. Such a dire situation....”! (CPC Member during a KII at Kondele Ward, 25<sup>th</sup> May, 2023).*

The final stages in collaborative scanning for COP is collecting fresh data through surveys and interviews. This sub-activity and how it manifests in the study area, qualitative interviews were undertaken with police officers and community members (through open ended questions in the questionnaire). The interviews revealed that the police departments are far from achieving collaborative scanning through this activity. All the police officers and the community members agreed that there has never been an objective inquiry in the form of

survey or qualitative research to understanding underlying insecurity problem. This begs the million-dollar question, what has the interventions been based on?

### **5.3 Collaborative Crime Problems Analysis**

After scanning existing problems with community members and/or through their representations, the police should move to collaboratively analyze the results of the scanning. OCOPS (2011) identifies five activities involved at this stage of the SARA model:

- a. Identifying root causes: Using collected data to determine the underlying factors contributing to the identified issues, such as drug activity, lack of social services, or economic disparities;
- b. Mapping crime patterns: Creating visual representations of crime hotspots and trends to identify areas requiring targeted intervention;
- c. Conducting risk assessments: Assessing the potential risks associated with different interventions and strategies to ensure they are safe and effective;
- d. Identifying community assets: Recognizing and leveraging existing community resources, including local organizations, community leaders, and volunteer groups, to aid in problem-solving efforts and finally;
- e. Collaborating with experts: Partnering with social workers, psychologists, or other professionals to gain insights into the underlying social issues affecting the community.

To understand whether this conventional knowledge applies to the Kenyan [Kisumu Central sub-County] context quantitatively, the question below was shot to the community members. As the results show, only 11% (34) had witnessed or partook of such an activity. Moreover, when those who made this response were scrutinized through cross-tabulation, they were CPC chairpersons and their secretaries implying if it existed only a few members of the community not even the entire CPC membership.

**Table 5.2: Extent of Collaborative Crime Analysis for Community Policing**

<b>26. In your view, do the police departments collaborate with the community members to analyze underlying problems that require police attention?</b>				
	Frequency	Percent	Valid Percent	Cumulative Percent
Yes	34	8.9	8.9	8.9
Valid No	347	91.1	91.1	100.0
Total	381	100.0	100.0	

*Source: Author (2023)*

Based on the challenges already highlighted with scanning-based activities in the foregoing paragraphs, it is logical to make the assertion that analysis-based activities such identification of root causes, mapping crime patterns, identifying community assets and collaborating with experts are not a common thing for COP in Kisumu Central sub-County. One respondent in Migosi ward, confirmed this claim when she highlighted that:

*“.....The police do their work themselves. To begin with, we don’t look eye to eye and they cannot come here to involve with us in identifying community problems which most of us by the way feel the police are responsible for....” (Female respondent to the open-ended Survey Questionnaire, 24<sup>th</sup> June 2023).*

Both Kiprono (2007) and Mwachidudu & Likaka (2014) made similar observations in their studies, arguing that police were reluctant to involve community members in analyzing crime issues. Moreover, this study found that crime analysis in each of the wards was not something taken seriously, for example, the crime rate ranking and analysis put on the boards were at least four months and the OCS’s could not verify with any evidence what were the common crime issues by ranking. This helps to explain why community collaboration for crime management in KCSC was low – that the police departments themselves were not concerned with such information. This further explains why response to crimes in KCSC were reported to be unsystematic and reactive perhaps because of the lack of crime data analysis and its usage for preventive means (more under response below).

#### **5.4 Collaborative Response in Community Policing**

The third stage in the SARA model is collaborative response. According to OCOPS (2011) constitute the Implementation stage of problem-solving initiatives. It involves five activities namely, Developing and executing action plans based on the analysis to address the root causes of the identified issues; Deploying community policing officers: Assigning specific

officers to work closely with the community, building relationships, and maintaining ongoing communication; Engaging in community outreach programs: Organizing events, workshops, and activities that foster positive interactions between police officers and community members; Targeted enforcement strategies: Using data-driven approaches to deploy resources and focus enforcement efforts in high-crime areas; Encouraging community involvement: Encouraging residents to take an active role in addressing problems and promoting safety within their neighborhoods.

To unpack how response in COP manifests in Kisumu Central sub-County, one quantitative question and five thematic areas [informed by OCOPS (2011) five –one excluded as seem redundant to previous discussions - activities in collaborative response] were examined qualitatively. The table below summarizes the quantitative finding. It shows that only 8.9% of the respondents had witnessed or partook of the response to underlying actual insecurity issues their communities.

**Table 5.3: Extent of Collaborative Response in Community Policing**

<b>26. In your view, do the police departments collaborate with the community members to respond to underlying or actual insecurity and safety issues that require police attention [the respondent has witnessed or partaken of such activity]?</b>				
	Frequency	Percent	Valid Percent	Cumulative Percent
Yes	34	8.9	8.9	8.9
Total	347	91.1	91.1	100.0
No				
Total	381	100.0	100.0	

*Source: Author (2023)*

As with the previous question, the study established this category composed of the CPC Chairpersons and their secretaries. To unravel this quantitative finding, interviews came in handy. The first thematic area for the interviews was on the development and execution of action plans as the first step to response. Here the study found that action plans for intervention in communities were undertaken within the traditional frameworks and that this was largely police-driven, and through armored police vehicles. The police and the community/community representatives did not often sit and lay out such an action plan, and wherever it worked, it was reactive and not pre-designed as a preventive measure, which is at the core of COP (Diphon & Stapelle, 2020).

The second area related to the second activity concerned with collaborative response – deploying community policing officers. This study through interviews established two insightful points under this theme: *First, there exists nothing like community policing officers.* Unlike on developed world where COP is fully furnished department within the Police departments, this is not the case in Kisumu Central. As a result, any police officer can move and intervene in a community regardless of whether he or she has ever set foot in the community before, hence have an idea of the community security dynamics; Secondly, usually the deployment is based on calls from so-called police spies (CPC chairpersons/or selected CPC members) and not on the basis of scanning and analysis (first two stages). This leaves COP at the mercy of the spies. A community member and a member of CPC confirmed this when she argued that:

*“.... The police only come to our rescue when they receive the calls from just a select few of our members, especially the Chairs and/or the members of the CPC they good relationship with, otherwise they don't come and crime happens or they come later and after the incident is already done.....”* (Respondent during a KII discussion, 21th May 2023).

The third activity under response is engagement in community outreach problems. The study established through interviews with community members and police officers that community engagement was a big gap in COP for two main reasons as captured directly in the following verbatim excerpts:

*“.... COP requires huge funding. Sports, community cleaning services, among others are good activities and avenues for implementing COP programs but who will fund? That is why such things come during elections when NGOs fund them as peace-building forums...”* (OCS during a Key Informant Interview [KII], 23<sup>RD</sup> May, 2023).

*“.....While there is allocation for such activities, whether they are done also depends with the leadership at the police station. We used to have an OCS who was really hands-on, he could look for finances and collaborate with donors, and himself he was always on the ground. This is key for such community outreaches to be implemented. Leadership is key I can tell. During Mr. X times, even crime rates were very low....”* (A community Member discussion during Survey at Market Milimani Ward [Jubilee Market], 23<sup>rd</sup> June 2023).

Targeted enforcement strategies are another element of collaborative response. This should involve using data-driven approaches to deploy resources and focus enforcement efforts in high-crime areas. Interviews in this study revealed there were some progress in this direction, especially from the perspective of the police officers. For example, Kondele, Obunga, and Nyalenda which were viewed as hotspots were allocated quick response police and a car and the OCS's responsible narrated how COP had helped them to be responsive to the needs.

However, from the citizen's side, this is not the only version of the truth. Community members from these areas, especially the youths, countered such assertions by showing that the police even when they were responsive, did not lead any genuine changes they only 'came to their usual things' - take bribes or arrest and release once they pay the bribes. One bitter youth said:

*".... We are very disgusted by the police acts. I mean we know who is bad in this community but we continue to see them. Why? COP should make us watchdogs, but police are very difficult to work with....."!* (Youthful respondent during a Survey, 26<sup>th</sup> June 2023).

### **5.5 Collaborative Assessment in Community Policing**

Conventionally, assessment is the last stage of COP as related to the collaborative aspect. It involves evaluating the effectiveness of the interventions and strategies implemented during the response stage. The assessment stage is crucial as it allows law enforcement agencies to determine the impact of their efforts and make informed decisions about future actions (Spokane City Police Advisory Committee, 2016). The main objectives of the assessment stage are to measure the outcomes of the implemented initiatives, gather feedback from the community, and use this information to improve and refine future problem-solving approaches. It constitutes the following activities:

Evaluating program effectiveness by measuring the impact of implemented interventions through quantitative and qualitative data analysis; Gathering feedback from the community through conducting surveys or focus groups to gauge community perceptions of the effectiveness of the police initiatives;

Adjusting strategies in modifying or refining the response based on feedback and evaluation results to improve effectiveness; Monitoring long-term trends by continuously tracking crime data and community indicators to identify any emerging issues or changes in the community's safety and; Celebrating successes by acknowledging and publicizing successful initiatives to maintain community engagement and support. To understand how this conventional guidance takes form in Kisumu Central sub-County, a quantitative exploration was undertaken. The table below summarizes the study findings. It shows that none of the respondents had involved themselves the monitoring of the COP programs implemented in their communities. Not even the CPC members who answered the questionnaires. This shows that the five parts of the assessment stage above are null and void in the research areas – wards.



**Table 5.4: Extent of Collaborative Assessment in Community Policing**

<b>30. Do you collaborate to systemically monitor [document activities undertaken, challenges and opportunities during the process of implementation] progress with implementation of community policing programs?</b>					
		<b>Frequency</b>	<b>Percent</b>	<b>Valid Percent</b>	<b>Cumulative Percent</b>
Valid	No	381	100.0	100.0	100.0

*Source: Author (2023).*

From the qualitative findings, reasons for this state of affairs were around lack of funding, lack of professional COP officers, lack of collaboration and superiority battles between actors. These questions were systematically examined in the third objective through the lens of challenges and opportunities.

### **5.6 Chapter Summary and Theoretical Reflections**

In summary, the chapter examined the extent to which the SARA Model, a framework for collaborative problem-solving in community policing, was implemented in Kisumu Central sub-County. The findings indicated that community policing in this area fell short of the expected collaborative practices outlined in the model. This shortfall likely contributed to the less-than-ideal crime reduction outcomes and the failure to achieve the benefits associated with true collaboration in community policing.

The chapter's findings underscore the need for reevaluating and strengthening community-police collaboration efforts in Kisumu Central sub-County. Addressing the identified challenges, such as limited community engagement, lack of systematic analysis, and insufficient resources, is crucial for enhancing the effectiveness of community policing initiatives. Moreover, there is a need for a shift towards proactive, data-driven, and community-centered approaches to ensure that community policing fulfills its intended purpose of reducing crime and enhancing community safety. In the context of the theory used, Systems Theory, it is evident that while ST propose for new models, strategies, engagement, collaboration, and diminished hierarchy within the policing system, the case of KCSC appears to go against these goals with the police remaining the key actor and the community still remain to occupy their traditional space of recipient of policing policies and practices. This needs to be reformed. This study encompasses necessary data that drive policy agendas in this direction.

## **CHAPTER SIX**

### **OPPORTUNITIES AND CHALLENGES FOR COMMUNITY POLICING IN KISUMU CENTRAL SUB-COUNTY, KENYA**

#### **6.1 Introduction**

This final chapter in regard to the objectives of the study presents the findings regarding the third objective of the study. The first and the second objectives (chapter four and five respectively) have revealed that COP has not only been characterized by some unconventional manifestations in Kisumu Central sub-County but also that there are a few opportunities that can serve as policy drivers if treated as such by policy makers and implementers. This chapter aimed to systematically examine these few opportunities and the myriad challenges and reveal lessons that are critical as part of policy learning. Such lessons are key for COP policy reconceptualization for enhanced policy outcomes.

Empirically the areas of opportunities and challenges examined in this chapter include;

The structures of COP, either created as provided for in the policy, or preceding the policy. These are mainly the Nyumba Kumi Initiative, the Community Policing Committee (CPC), and community-based peace-building structures;

Multi-agency cooperation for COP as conceived by the COP Policy, especially the Inspector General's COP Guidelines;

And finally, the indispensable role of the non-governmental organizations (NGOs), the business sector, and other private entities. The idea underlining this chapter is that structures were in place before 2016 or formal beginning of COP are critical as building blocks for the success of COP. This notion is informed by the Incremental perspective of public policy, and argued by Lindlom in the *Science of Muddling Through* (Lindblom, 1959).

#### **6.2 The Structures for Community Policing in Kisumu County**

##### **6.2.1 Community Policing Committee**

An important structure for COP is the community policing committee. To establish whether this structure was operational statistically, the study explored whether the community members or residents were part of it. As evident in the table below, many community members (317/83%) are not part of it and only a handful (17% or just 64) reported to participate in it.

**Table 6.1: Membership into the Community Policing Committee**

<b>32. Do you belong to the Community Policing Committee in this Community/Ward?</b>				
	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Yes	64	17.0	17.0	17.0
No	317	83.0	83.0	100.0
Total	381	100.0	100.0	

*Source: Author (2023)*

This structure is an important opportunity for success of COP policy in Kisumu Central sub-County for three major reasons that emerged from the study:

The CPC is the platform gives the community members in their various representation cohorts to meet to scan underlying community policing problems; analyze strategies and dynamics of these problems; respond to these problems; and assess COP activities for betterment of future actions.

The CPC itself is an opportunity for stakeholder mapping for COP as CPC members have the chance to suggest new memberships and representations of categories of the populations from the communities they have come from not currently part of the CPC but whose inclusion would bolster COP activities.

CPC provides the rare opportunity for members to ventilate on innovative ideas such as around potential funders/donors of the COP, so that COP programs can run even amidst financing challenges by the Government of Kenya.

With these immense significance of CPC as revealed by the study participants themselves during in-depth interviews with CPC members (CPC-specific survey questions), it is important for policy makers concerned to understand the manner in which these opportunities have not been harnessed to achieve intended outcomes for the COP policy – reduced crime rates in Kisumu Central sub-County. These were examined along three areas: regularity of CPC meetings; attendance of CPC meetings; and the discussions undertaken at the CPC. These were explored qualitatively.

Concerning the regularity of CPC meetings, as the table below summarizes, only 2% (6 respondents) thought that the CPC meetings were regularized 15% (58) were of the opinion that these meetings did not happen monthly, though they expressed during the interviews that when need be, they convened to discuss emergency security issues affecting the wars and the sub-County.

**Table 6.2: Regularity of CPC Meetings**

<b>32. Are the Community Policing Committee meetings regularized (conducted monthly or when need requires even before a month elapses) in this Community/Ward?</b>					
		<b>Frequency</b>	<b>Percent</b>	<b>Valid Percent</b>	<b>Cumulative Percent</b>
Valid	Yes	6	2.0	2.0	2.0
	No	58	15	15.0	17.0
	N/A	317	83.0	83.0	100.0
	<b>Total</b>	<b>381</b>	<b>100.0</b>	<b>100.0</b>	

*Source: Author (2023)*

This further reinforces observations already made in chapter five, that COP is largely not a preventive policing strategy as it should be, but largely reactive more or less the same as the traditional policing.

One CPC member showed in this regard that:

*“.....Most of meetings are on need basis. We meet to discuss way forward for the urgent situations facing us. That is why we can’t even wait for the thing called quorum....” (CPC Member during a Key Informant Interview, 23<sup>rd</sup> April 2023).*

This excerpt also covers another thematic area concerning CPC meetings – attendance of those meetings. Obviously, many other CPC members agreed with the assertion in the excerpt above that the meetings were attended just by a few of the expected members, and because the members perceived themselves to be meeting on ‘very urgent security issues’, there was no space to wait, trace or follow-up on the reasons why this was not the case. In case, a CPC secretary confirmed during a one-on-one in-depth interview even adding an important addition that:

*“.....Many members don’t attend those meetings, neither do they send apologies. This thing is on volition, no one is paying us anything and one can attend or not at their own will ....” (CPC Secretary during a Key Informant Interview, 27<sup>th</sup> May, 2023).*

The aspect of volition calls into sharp focus the need for motivation and this is critical for policymakers. Nearly everyone attending to CPC or a member by nomination but a frequent non-attende agreed that motivation was key to successful implementation of the COP. One member from the NGO sector asserted so powerfully that:

*“.....The reason is simple why COP has not worked in Kisumu Central and in many parts of the country. The Government did the policy and stopped there. But successful policies are those that are accompanied by funding....” (Key Informant Interview with NGO practitioner who has been key in supporting COP activities in Kisumu County 27<sup>th</sup> May, 2023).*

Finally, regarding the content of the discussions at CPC, the study revealed that these discussions were only around emergency actions to be taken by the police. This implies that the three values CPC avails as a transformative sustainable avenue to dealing to combating crime in grounds where the state police and the community have developed enmity and distrust like Kisumu Central sub-County, have not been realized. The CPC meetings discussions don't board on stakeholder mapping, assessment and suggestion of potential donors and undertaking a SARA oriented approach to COP. This revelation is key to policy makers as innovative ways to mitigate the causes for such tendencies should be circumscribed to say the least.

Therefore, concerning the CPC structure, the questions to ask by policy makers is:

How can COP be part of the budgetary allocation at the County level?

Who are the interested actors that can work with government to systematically support COP in Kisumu County and?

How can COP structures such as CPC be made accountable and transparent? Is it possible to have monitoring and evaluation tools to report progress, show mischiefs, and enhance opportunities for better outcomes?

These are value addition for this study. Most studies have not looked at COP from such an analytical angle concerning the CPC. However, Diphon & Stapelle (2020) make near similar findings, albeit without going in-depth in their analysis. They found that CPC were rendered toothless dogs due especially to the power imbalance between the OCS and the CPC team. Hence, and has been argued in chapter five, though the OCS was a deputy Chair, and the char was a civilian, the police had their ways, first because the Chairs were nothing other than their hands-men, and secondly, coupled with their fear of the police, the other members were basically disempowered members who could not raise any constructive debates at the meetings. These findings are consistent with previous presentations in this thesis, but are highlighted here to show the value added by the in-depth analysis of COP through the CPC done in this study.

### **6.2.2 The Nyumba Kumi Initiative Structure**

The Nyumba Kumi Initiative was introduced through a presidential order in 2013 with the aim of ensuring safe and sustainable neighborhood. According to Njagi (2020) it is itself part of the community policing endeavors in Kenya, and integral to the larger security reform

agendas in the country. However, COP as conceived by the Inspector General’s COP Guidelines, COP appears to be a more advanced and systematic outfit compared to its predecessor, the NKI. As a predecessor program, however, its structure provides an important starting point.

Hence the first step in understanding the value of the NKI to COP implementation was to explore whether community members are actually part of the initiative or does it only exist in the policy. As table below shows, of those who responded to this question, only 98 (26%) were belonging to a Nyumba Kumi arrangement, a whopping 279 (72%) never belonged to any NKI arrangement.

**Table 6.3: Membership into the Nyumba Kumi Initiative**

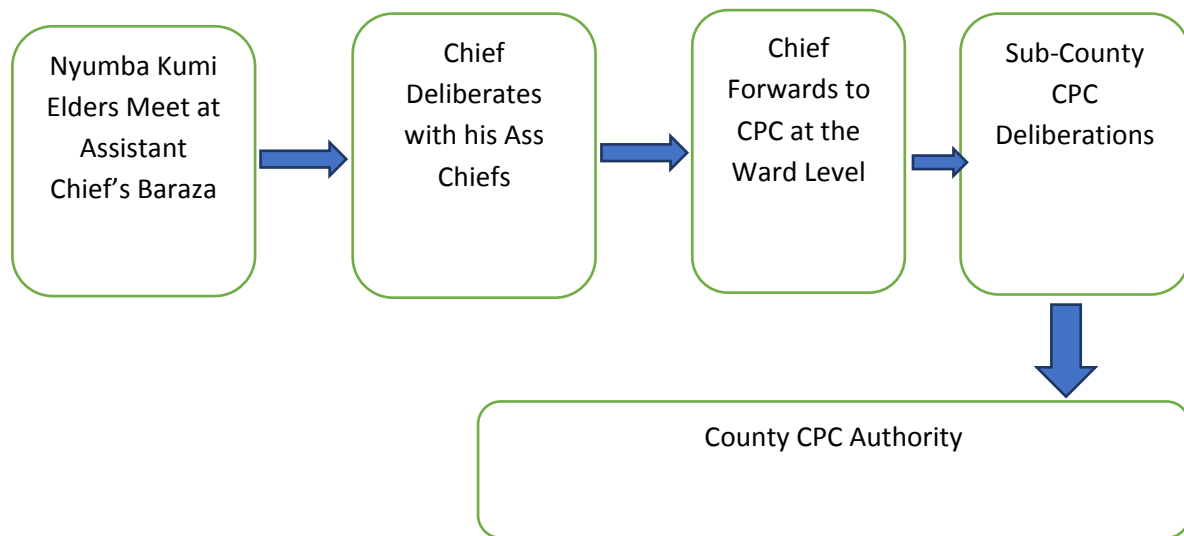
<b>35. Do you belong a Nyumba Kumi Arrangement in this Community?</b>				
	<b>Frequency</b>	<b>Percent</b>	<b>Valid Percent</b>	<b>Cumulative Percent</b>
Missing	6	2.0	2.0	2.0
Valid	Yes	98	26.0	28.0
	No	279	72.0	100.0
<b>Total</b>	<b>381</b>	<b>100.0</b>	<b>100.0</b>	

*Source: Author (2023)*

This is evident that the initiative itself is not doing well. Whereas the policy requires that every Kenyan be found within a 10-house group with a Nyumba Houses Elder, and that this would facilitate social surveillance as community members monitor and report between themselves and to the higher authorities through their leaders, this appears to be far from the realities in Kisumu Central sub-County. This experience is key to understand because the success of COP largely depends on the success of NKI as found by Kiprono (2017) in his Kibera-based study and Diphon & Stapelle (2020) in their coastal region-based study. A qualitative examination of the relationship between the NKI and the COP revealed three themes similar to those examined within the CPC structure – regularity of meetings, attendance of the meetings, and the content/agenda of the meetings, but also opened the framework of analysis to track and disentangle the information flow channels from Nyumba Kumi Meetings to other levels.

This study revealed that the NKI meetings were actually the most critical and primary platforms for COP deliberations. The assistant chiefs met with the leaders/elders representing

the NKI deliberated on community security issues and after which these were supposed to be forwarded upwards to the Chief’s Baraza, and to the CPC at the ward level. The deliberations at the Ward level goes to the CPC that meets at the sub-county level (composed of Chairs at the previous level). The next level is expected to be the county wide level whereby deliberations from each sub-county are discussed to establish a county wide action plan for COP and to highlight the state of security of the County. The expected flow should take the form of the structure below based on the study analysis.



**Figure 6.1: Flowchart Diagram of COP Cascade**

*Source: Author (2023)*

However, despite this wonderful outline of what is expected both as confirmed from the interviews with key informants and as read from the COP Policy documents, gaps abound. The meetings at the first, second and third stages are not regular. The structures at the fourth (sub-County) and fifth (County) are simply non-existent in Kisumu Central sub-County, and across Kisumu County as told to us by the sub-County commander (OCPD). He noted:

*“.....The greatest challenge is that there are no sub-County level CPC deliberations. This means that there is a gap between what OCS and his team discuss (at ward level) and what the sub-county and county security meetings discuss as pertains the county. It also means that information from chiefs and assistant chiefs be completely missed out on. But this is a County, even a country problem not just Kisumu Central....” (former Sub County Police commander, during Key Informant Interview at his Office, 28<sup>th</sup> May 2023).*

On the question of the attendance of meetings above, findings were similar to that of CPC. With some modifications. For the case of the Nyumba Kumi Initiative meetings the policy requires that the representation be broad-based – categories such as youths, women, religion, business, etc., be presented, and that the OCS or assigned officer may have him/her as well as the Assistant County Commissioner (ACC) attend these meetings. Interviews with NKI elders revealed the opposite. The ACC's and the OCS attend at will and when they do, members attending shrink and fruitful discussions are hampered as they take over, and even introduce their own agendas beyond those concerning the communities. More seriously, these discussions are rarely (if not fully not cascaded) cascaded upwards to the next levels.

Finally, regarding the content of the meetings at NKI and the related meetings they should be a precursor to, interviews showed that the discussions were the often basic (usually household) based issues and petty offending issues that the chiefs and assistant chiefs handle. The members participating in these meetings could not link the agendas they discuss at NKI meetings to the wider goal of COP. This was because often, they were reporting cases for action by the assistant chief or chief or call on these two authorities to take charge and refer certain cases to the police; but they showed that how their discussions were preventive was not clear. One village elder-cum-Nyumba Kumi elder asserted in this regard:

*“.... This is the way it works. My community members have problems in their houses, say gender-based violence. They report this to me, and if I can't handle it, I wait and report it at the Barraza. Action is taken and we wait for the next issue. But may be as you it is good that we use these cases to prevent future cases. I really agree prevention is better than cure....” (Village Elder/Nyumba Kumi Elder, 21<sup>st</sup> May 2023).*

### **6.3 Community-based Peace-building Structures**

This verbatim excerpt above introduces us yet to the other important structure that can serve as an opportunity, community-based peace-building initiatives. Traditionally, the council of elders have played a key role in dispersing disputes, by deescalating them before they transform into conflicts, between persons on societies (see, e.g., Muigua, 2017; Ogwari, 2015; Thuraniira, 2021, for conceptualization and assessment of this assertion). As a structure long established before the COP policy, it remains an important building block for COP if well-undertaken. This study examined the role of this structure to COP enhancement. Four important findings emerged on the relationship between the council of elder's structure and COP structures such as CPC and NKI. These were;



The selection of NKI elders was based on one's involvement in community peace-building initiatives prior to that appointment, making the members of the Council more likely to fit in this position. Actually, all the NKI elders were both serving as the Village elders (several village elders form the council of elders at the Barazas) and NKI elders or had left hi positions as village elders to serve as NKI elders.

Deescalating disputes before they transform into conflicts, between individuals, households or clans.

Key clan leaders were also elected into the CPC, or they were not, they had the authority to directly engage with the OCS and his him (the police side of the COP), thus linking the police and the community and leading to faster interventions wherever criminal acts emerged in the community.

Unfortunately, the council of elders' framework faces challenges and hence hinder its capacity to bolster COP as a transformative strategy to combating crime in Kisumu Central sub-County. For example, the study realized that the council members, especially the powerful ones were perceived as acting as conduits to illegal acts being perpetuated in the community in two ways: they conspired with the police to exhort business people - legal and illegal such as sellers of illicit brews; and secondly, they themselves due to their power, downplayed underlying insecurity issues such as child abuse, gender-based violence, drug abuse, provided the actors gave them the required bribes. As observed in the previous chapters, this also relates to the work of CPC Chairs who play morels these negative roles.

#### **6.4 Multi-Agency Cooperation for Community Policing**

The Community Policing Policy in Kenya as outlined in the Community Policy Booklet (GoK, 2017) presupposes a multi-agency working framework between government agencies. GoK (2017, p. 23) lists three major government agencies that should play a role on COP, as follows: National Police Service; National Government Administration Officers (NGAO), Government Policing Agencies (Kenya Wildlife Service, Kenya Prisons Service, Kenya Forest Service etc.). With the goal: "building safer communities together", the multi-agency framework is meant to lead the implementation of COP through a division of labor framework, where each institution delivers on the tasks they can best play in implementing COP activities. To understand stakeholder's perception on whether a multi-agency framework works in the communities constituting Kisumu Central sub-County.

According to community members (survey results below), the multi-agency framework appears to be only existing in principle but not in the reality. AS table below summarizes, 88% of the respondents argued that it was not operational at all.

**Table 6.4: Operation-ability of the Multi-agency framework for Community Policing**

<b>39. To what extent are the different Government Agencies working together to combat crime in this community?</b>				
	Frequency	Percent	Valid Percent	Cumulative Percent
Very operational	6	2.0	2.0	2.0
Operational	12	4.0	4.0	6.0
Moderately Operational	20	5.0	5.0	11.0
Somewhat Operational	4	1.0	1.0	12.0
Not Operational at all	339	88.0	88.0	100
Total	381	100.00	100.0	

*Source: Author (2023)*

Upon furthering the exploration of this finding, the study established two interesting findings which emerged as cross-cutting themes from interviews with community members. Police officers and CPC members. First was a fact which the researcher also observed during FGDs with CPC members. It relates to the fact that COP has been largely left to one category of police namely, administration police. This occurrence flows from the fact that the leader of COP, the OCS actually comes from this sub-department of the NPS. Hence when conducting 5 interviews with the police officers none of the officers came from the other policing departments namely Kenya Wildlife Service, Kenya Prisons Service, Kenya Forest Service. This implies that their role as relates COP according to their specialties are likely a miss, at least within the Kisumu Central sub-County.

Secondly, the study unraveled an obtaining supremacy battle between NGAO and the national police service. The interview participants from the CPC membership cohort reported that it is actually difficult to implement COP between this supremacy battle plays hindrance role as a noise in the communication channel already outlined in the 6.2.2. The supremacy battle manifests as captured by one CPC member as follows:

*“.... The NGAO people [ACCs and DCCs] feel superior and once the Assistant and Chiefs submit deliberations from Barraza’s, instead of them engaging with the police to mitigate these issues within the COP framework, they do not completely, or adopt the traditional avenues such reacting measures through force without sharing the root causes they might have discussed in their meetings with NKI leaders....” (CPC member, Migosi Ward, 11<sup>th</sup> May 2023).*

Therefore, a multi-agency framework for COP needs to be reinforced for bettering the operations of COP at the sub-county in question. It is critical for policy makers and implementers to device ways to deal with this lack of involvement by other policing agencies, as well to mitigate the situations forging a supremacy battle between NGAO and the Police. These findings coincide with Kiprono (2007) looked at differently. The scholar found that there was disconnect between the police departments with the investigative wing and the patrol wings working in silos. Meese (1993) writing as a scholar and policing practitioner advises that COP cannot be useful if the traditional hierarchy's within police force and governmental administrative structures remain rigid and non-transformative into freely sharing of information and common planning for security matters. However, this study sees that such conventional view has not been part of the COP in KCSC.

### **6.5 The Whole of Society Approach**

The last area of opportunities and where challenges abide for successful implementation of the COP policy is the so-called whole of society approach. Other than the governmental institutions enumerated in the COP policy (GoK, 2017, p. 23), a raft of non-state actor are also listed as part of the stakeholders in COP. These include: Religious groups; General public; Faith-based organizations; Community-Based Organizations; Civil Society Organizations; Private sector; Private Security industry; Media; Non-Governmental Organizations; Special needs groups; Learning institutions; Youth; Women.

The study investigated the extent to which the government institutions work with this category of non-state actors to combat crime in the study area. Through in-depth key informant interviews and 5 FGDs with CPCs the study made three revelations. First, there, the representation of youths, learning institutions, and the business sector, especially the mainstream employers in the sub-County (such as especially the Supermarkets Owners). A salient theme in the interviews revolved around the disproportionate representation of particularly the women. Many key informants, male and female, agreed that women perspectives missed in the CPC and Nyumba Kumi Initiatives and that their agendas do not drive the agendas at these structures. A CPC member and a woman, she lamented:

*"..... We are underrepresented. Most CPCs in this county do even have women representative, and even those which have, we don't get communication in time to go and be part of the CPC discussions. So most of the times it is the men members who attend and so our issues such gender-based violence and child issues do not usually appear in the agendas ....."* (Woman Member of CPC, 12<sup>th</sup> April 2023).

Inclusion of women in security and peace-building is a key item and a global concern according to the United Nations Resolution 1325 (2000) [S/RES/1325 (2000)]. This resolution:

*Affirms the importance of the participation of women and the inclusion of gender perspectives in peace negotiations, humanitarian planning, peacekeeping operations, and post-conflict peace building and governance.*

Thus, excluding women voices in COP is to fail to combat crime in the society because beyond being the majority they are the traditionally left behind group compared to their men counterparts. Policy makers are therefore called upon to devise strategies to improve the involvement of women such as through capacity building of their groups and undertaking community sensitization. But critically dealing with highlighted challenges such as improper communication and lack of prioritization of the women participants in the CPC. Kiprono (2017) makes similar findings when he found that Women in Kibera were not as actively involved in implementation of COP as their fellow men. However, he did not dig deep into how this play within the participatory structures of COP – the CPC.

A second thematic area was about the indispensable role of the civil society organizations, especially the non-governmental organizations. Most interviewees reported that NGO such as the Independent Medico-Legal Unit, were so critical in issues COP that without them, perhaps nothing would have been implemented in Kisumu Central sub-County. In-depth interviews reveal that NGOs play important roles in COP in Kisumu Central through three avenues:

Policy advocacy at the national level and facilitating national policy cascade downwards at the county level for a broader collaboration, partnership and understanding of COP

Financing training of select members of the community especially as they join structures such as the CPC by the stakeholders

Conducting community sensitization through provision of policy-educational materials such as the printing and distribution of the Community Policing Handbook to select categories representing stakeholders from Kisumu Central.

However, NGOs are faced with a number of challenges that hinder their work. From the perspective of the police officers, these challenges board on financial limitations that NGOs face amidst an overwhelming COP program to implement. Additionally, most police officers

and CPC members expressed that there is a tendency where only a few NGOs have ventured into the issues concerning COP. One CPC argued that:

*“.....I have been doing COP work from since the time it started, but I only know of the IMLU organization. This organization has been doing its best to train us, and provide us with policy documents as reference tools but it is only one, and the work is truly overwhelming. This work is too huge for one NGO which is also looking for funds from external donors .....” (CPC member during a KII held at a Hotel in Obunga Estate, 11<sup>th</sup> April, 2023).*

Overall, a whole of society approach is key for two reasons:

It compliments and as study reveals even fills in for government role – funding, sensitization and public education for COP implementation;

Helps broaden the framework of actors that are expected to play a role in COP, hence facilitates the closing of gaps in stakeholder involvement. Diphon & Stapele (2020) found that CSOs play an important role agreeing with these findings. However, in KCSC, the study finds that CSOs are yet to consider COP an area for social investment, as only IMLU is active and is overwhelmed with work.

## 6.6 Other challenges and Opportunities

Other than the thematic categories above, other areas of challenges and opportunities or challenges that can be turned into opportunities for enhanced COP implementation in Kisumu Central sub-County. These include: trust levels, patrol styles, community crime ratings, and monitoring and evaluation of COP.

### 6.6.1 Trust Levels and Monitoring and Evaluation of Community Policing

As regards trust levels this study revealed a huge gap that COP has to bridge going forward. As the table below summarizes, the community members rated the trust levels at worst (40.4%) and worse (42.3%) while only 17% rated it as moderate.

**Table 6.5: Level of Community Trust toward Police**

36. How do YOU rate the level of community-police trust?				
	Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Worst	154	40.4	40.4
	Worse	161	42.3	82.7
	Moderate	66	17.3	100.0
	Total	381	100.0	100.0

*Source: Author (2023)*

The study also through the open-ended questions in the questionnaire how such huge trust gaps could be filled. Community members suggested three main ways, which this study finds informative for policy improvement. These include:

Opportunities that can bring police and community together such as sports and other related events;

Police practicing honesty and transparency and stopping bribery and other acts which have made the communities see them as the first and very greatest problem to success of the COP;

And lastly a call on the government to monitor police work at the villages with many community members showing concern that the police were becoming a danger in the communities yet the government was reluctant to do follow-up and better police work, by holding them accountable to the activities they do in the communities.

These suggestions are critical are consistent with arguments in literature. Spokane City Police Advisory Committee (2016) for example argue that monitoring COP is at the core of COP policy success. As a result, Spokane City Police Advisory Committee has developed a context-informed monitoring framework that requires police to document their work and report such for analysis.

To unravel the issues of monitoring and evaluation (M&E) in detail, a specific question was posed to the community respondents. As table below shows, it is evident that since the launching of the COP, no single M&E has been done in the communities to assess progress with the COP. Perhaps all problems facing COP results from the lack of follow-up on what exactly the police are doing on the ground.

**Table 6.6: Extent of Monitoring and Evaluation**

<b>17. Have you ever been engaged in CP monitoring and evaluation in this community?</b>					
		<b>Frequency</b>	<b>Percent</b>	<b>Valid Percent</b>	<b>Cumulative Percent</b>
Valid	No	381	100.0	100.0	100.0

*Source: Author (2023)*

### **6.6.2 Patrol Styles in the Implementation of Community Policing**

According to Police Foundation (2016) COP calls for a different set of strategies of police patrol in the community. These include use of bicycles and civilian dressing, and foot patrol instead of the traditional armored police vehicles, use of mini-stations closer to the

communities, use of sports and community-police collaboration building techniques, and utility of ‘coffee with corps’ and police involvement in community events. This study explored community members perception of the extent of implementation of these strategies by the police working in their communities. These areas were explored through the survey. The following tables summarize the findings. Overall, the study reveals that these strategies have not largely been adopted to enhance trust creation in Kisumu Central sub-County.

**Table 6.7: Use of bicycle patrols**

<b>38. Have the patrol police adopted bicycle as a new policing avenue to implementing community policing?</b>					
		<b>Frequency</b>	<b>Percent</b>	<b>Valid Percent</b>	<b>Cumulative Percent</b>
	Yes	33	8.7	8.7	8.7
Valid	No	348	91.3	91.3	100.0
	<b>Total</b>	<b>381</b>	<b>100.0</b>	<b>100.0</b>	

*Source: Author (2023)*

**Table 6.8: Use of Foot patrols**

<b>39. Have the patrol police adopted foot patrol as a new policing avenue to implementing community policing?</b>					
		<b>Frequency</b>	<b>Percent</b>	<b>Valid Percent</b>	<b>Cumulative Percent</b>
	Yes	329	86.4	86.4	86.4
Valid	No	52	13.6	13.6	100.0
	<b>Total</b>	<b>381</b>	<b>100.0</b>	<b>100.0</b>	

*Source: Author (2023)*

**Table 6.9: Use of Mini-stations**

<b>40. Have the patrol police adopted mini-stations as a new policing avenue to implementing community policing?</b>					
		<b>Frequency</b>	<b>Percent</b>	<b>Valid Percent</b>	<b>Cumulative Percent</b>
	Yes	310	81.4	81.4	81.4
Valid	No	71	18.6	18.6	100.0
	<b>Total</b>	<b>381</b>	<b>100.0</b>	<b>100.0</b>	

*Source: Author (2023)*

**Table 6.10: Use of Sports in Patrols**

<b>41. Have the patrol police adopted Sports as a new policing avenue to implementing community policing?</b>					
		<b>Frequency</b>	<b>Percent</b>	<b>Valid Percent</b>	<b>Cumulative Percent</b>
	Yes	61	16.0	16.0	16.0
Valid	No	320	84.0	84.0	100.0
	<b>Total</b>	<b>381</b>	<b>100.0</b>	<b>100.0</b>	

*Source: Author (2023)*

**Table 6.11: Use of Coffee with Corps**

<b>42. Have the patrol police adopted coffee with corps as a new policing avenue to implementing community policing?</b>				
	<b>Frequency</b>	<b>Percent</b>	<b>Valid Percent</b>	<b>Cumulative Percent</b>
Valid	Yes	48	12.6	12.6
	No	333	87.4	100.0
	Total	381	100.0	100.0

*Source: Author (2023)*

**Table 6.12: Use of Police Participation in Community Events**

<b>43. Have the patrol police adopted participation in community events as a new policing avenue to implementing community policing?</b>				
	<b>Frequency</b>	<b>Percent</b>	<b>Valid Percent</b>	<b>Cumulative Percent</b>
Valid	Yes	11	2.9	2.9
	No	370	97.1	100.0
	Total	381	100.0	100.0

*Source: Author (2023)*

**Table 6.13: Community Perception on Crime Rates**

<b>44. To what extent is it true that crime is a source of livelihood in this community?</b>				
	<b>Frequency</b>	<b>Percent</b>	<b>Valid Percent</b>	<b>Cumulative Percent</b>
Valid	Very true	273	71.7	71.7
	Somewhat true	108	28.3	100.0
	Total	381	100.0	100.0

*Source: Author (2023).*

These findings constitute new knowledge as previous studies in Kenya have not looked at COP from this lens (Kiprono, 2017; Diphoon & Stapelle, 2020; Ngigi, 2018). On the other hand, studies in the developed countries (Police Foundation, 2016; Presidential Task Force on 21st Century Policing, Final Report, 2015; United States Department of Justice, Cops Office, 2009; United States Department of Justice, Cops Office, 2010; Vera Institute of Justice, 2016) all reveal that when these strategies are intelligently implemented, COP policy implementation is greatly bolstered with crime rates greatly reduced.

In sharp contrast of the experiences of the developed world, the study reveals that crime rates (table 32 above) have only increased with 7 out of every 10 of the community members in Kisumu central showing that criminal activity has turned into a source of livelihood for many



people in the community. In need one respondent while arguing out a point during the survey in the Kondele (right at the border point between Kondele and Migosi), showed that:

*“..... We are very badly off here. You cannot come to your house later than 7pm. That way, you will be beaten up and your things stolen. Many people have turned into thievery as a source of living and the police know and are doing nothing serious. They even arrest and release criminals and no actions are taken against them yet they really terrorize us here.....” (Mr. B during the semi-closed Questionnaire Survey, Kondele Ward, 20<sup>th</sup> June, 2023).*

Policy makers and COP programming institutions within the CSOs world can utilize these revelations to turn these strategies into useful avenues for implementing a truly pro-community COP.

## **6.6 Chapter Summary and Theoretical Reflections**

This chapter of the thesis has been useful in assessing the opportunities and challenges that stand in the way to successful implementation of COP. It has revealed that within each category of challenge lies an opportunity. The categories within which the chapter conducted an analytical analysis including COP structures, multi-agency mechanisms, role of civil society, and community-based peace-building. The CPC and NKI structures are a great opportunity as regards aggregation of community security needs and ensuring police interventions are preventive, sustainable and based on real underlying and actual security issues. However, study revealed that these structures have been turned into spying, bribery, and perpetrators of social misconducts such as adultery, drug abuse and so. Concerning multi-agency mechanisms, the study established that despite an overwhelming feeling among stakeholders that such a framework can lead to division of labor in COP with each government agency playing its part, COP has been left to administration police, and this is dangerous because the work is not only overwhelming, but also left unchecked. Thirdly, the civil society actors play a key role, but the number of CSOs doing programming in COP remain less. Actors concerned from the government can explore varied incentives to encourage NGOs entry into this field for improved outcomes. Lastly other opportunities and challenges abound. This study revealed that trust deficits abound and hugely, and this is likely to continue to define the bad of crime-prone communities, as long as M&E remain something that is seen as un-useful for COP. M&E should be embedded into COP activities to transform these challenges into opportunities. That transformation should also include embedding of new patrol strategies that are objectively implemented as enablers of cooperation, collaboration and coordination between community members and the police

fraternity. The findings of the study appear to diverge from the arguments and tenets of Systems Theory (ST) in several ways, highlighting challenges and complexities within the context of community policing in Kisumu Central sub-County (KCSC).

**Firstly**, Systems Theory emphasizes the holistic approach of understanding complex systems by analyzing their interrelated components. However, the findings suggest that while ST encourages viewing community policing as a holistic system, the reality in KCSC appears to be fragmented. The study reveals challenges related to the lack of coordination and collaboration among different government agencies involved in community policing, such as Kenya Wildlife Service, Kenya Prisons Service, and Kenya Forest Service. This fragmentation contradicts the holistic approach advocated by ST and raises questions about the effectiveness of community policing when various agencies operate in isolation.

**Interconnectedness vs. Disconnectedness:** ST highlights the interconnectedness of components within a system, emphasizing that changes in one part can have ripple effects throughout the entire system. However, the findings indicate that there is a disconnection between key actors in community policing in KCSC. The study reveals a lack of engagement and collaboration among stakeholders, which is essential for effective community policing. This disconnect challenges the idea of interconnectedness promoted by ST, as it hinders the desired relationships and partnerships needed to combat crime effectively.

**Emergence vs. Stagnation:** Systems Theory recognizes that systems often exhibit emergent properties, where the behavior of the whole system is more than the sum of its individual parts. In contrast, the study findings suggest that KCSC is experiencing a stagnation in its community policing efforts. Crime rates have increased, and community members have turned to criminal activities as a source of livelihood, indicating that the desired emergent properties of safer communities have not materialized. This discrepancy raises questions about the adaptability and emergence of positive outcomes within the community policing system.

**Feedback and Adaptation vs. Rigidity:** ST emphasizes the importance of feedback loops and adaptation within complex systems. However, the study reveals a lack of monitoring and evaluation (M&E) in KCSC's community policing efforts. Without feedback mechanisms and adaptability, the community policing system appears rigid and unable to respond effectively

to changing circumstances. This contrasts with the principles of ST, which suggest that effective systems should be able to adapt based on feedback.

In summary, while Systems Theory provides a valuable framework for understanding complex systems like community policing, the findings of the study in Kisumu Central sub-County demonstrate challenges and deviations from the holistic, interconnected, emergent, and adaptable system that ST envisions. These discrepancies highlight the need for addressing fragmentation, disconnectedness, stagnation, and rigidity within the community policing system to align it more closely with the principles of Systems Theory and improve its effectiveness in combating crime in urban environments.

## CHAPTER SEVEN

### SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

#### 7.1 Thesis Overview

This final chapter aims at highlighting the study summary, the study conclusions, and the recommendations to the different stakeholders/actors concerned with COP. Before undertaking this task, it is imperative to recap a few elements of the study in a bid to provide the general overview of the journey leading to this research. This thesis is a public policy research undertaken to unpack the experiences with of the community policing policy in Kenya, choosing Kisumu Central sub-County as a case study. Undertaken from July 2022 to July 2023, the study particularly investigated the effectiveness of the policy in combating crime in Kisumu Central sub-County, a location that hosts two of Kenya's among the top largest slums – Kondele and Nyalenda, localities that are viewed as conflict hotspot zones, with a history of stoning the current president during the campaigns for 2022 elections NCIC, 2022. Three specific objectives were set to examine the policy's effectiveness:

To establish the status of community engagement in community policing policy and practice in combating crime in Kisumu Central sub-county, Kenya.

To examine the extent of collaborative problem-solving initiatives in community policing to combat crime in Kisumu Central sub-county, Kenya.

To assess the opportunities and challenges facilitating and hindering community policing in in Kisumu Central sub-county, Kenya.

To operationalize the study, a mixed methods design was employed in the collection, analysis and interpretation of data. Data was collected from sampled population representative of the stakeholders in COP as per the context. Such stakeholders were mapped out during a reconnaissance and pre-test activities conducted before commencement of data collection. These included: the community members, the CPC members, the police officers, members from the civil society, and policy makers concerned. These were reached through simple random sampling (for survey participants – community members), purposive, convenience and snowball sampling from key informants and composing of the FGDs. In the end, 381 community members responded (including CPC members) took part in filling a semi-closed questionnaire; 5 FGDs were undertaken across five wards with the CPC members (I ward dint have a station, hence lacked an operational CPC); 12 key informant interviews with CPC members reached through snowballing and as well as through ear-marking them during the

survey stage; 4 Key Informants with the CSOs members key to COP In Kisumu Central sub-County; 1 in-depth key informant interview with an OCPD (now former OCPD); 5 Key Informant Interviews (KIIs) with OCSs from police stations where CPC are domiciled; 6 in-depth KIIs with Nyumba Kumi Initiative Members (NKI) and finally 6 KIIs with traditional and cultural (council of elders) leaders from each wards. The data collected was perceived within the lens of incremental theory of public policy decision making which sees the process of policymaking as complex and impossible to be rational but able to build from already existing policies and programs and flexible for learning and improvement.

## **7.2 Thesis Summary**

The findings of this study can be summarized along the study objectives.

The first objective examined the status of community engagement in COP. 32.5% or 124 of the community members said they had heard about community policing in their communities, with majority unaware of such a thing (67.5%/257). Hence though this reflected low number showing low uptake of COP it signifies a handful could give information on COP to enable assessment of level of community engagement. Secondly, study revealed that many community members perceived the police as working in the community not with the community. Both community and police having their share of the blame on the other as regards why a “working with approach” was difficult, as revealed through in-depth interviews and during open-ended questioning at survey level. When asked if they had a say in their community’s policing, only about 17% responded in the affirmative, with majority 84% showing that this was not the case further revealing lack of engagement. Even more, a whopping 95% of the community members did not approve of the manner of their policing citing cases of police involvement in bribery and “wife-snatching” or even conspiring with criminal gangs to perpetuate insecurity in the communities instead of being lead agents of COP implementation. While engagement requires that the views of the community are collected and used for policing, study established that this is a rare happening in Kisumu Central sub-County as only 24% of the respondents had had their views collected through the CPC and NKI meetings. Exploring further into the causes of this state of affairs, it was found that the COP was not informed by context-informed community strategies. Nearly everyone (98.7%), in this regard, felt that there existed no strategy informing police work in COP. Further the study showed that participation of community members through the structures were not broad-based with a whole 82% of the community members reporting that

engagement as it existed was not representative. Lastly, the study found that steps had also not been taken to improve engagement or lay conditions for genuine engagement especially through targeted education and awareness creation; 84% of the respondents argued that they had never seen or felt the impact of such an activity though it would really improve their engagement with police as it will inform them about the concept of COP and encourage them to engage for its success.

The second objective examined the extent of collaborative problem-solving for community policing in Kisumu Central sub-County using a SARA model for analysis. The study made important revelations about this component of COP. Only 11% collaborate to scan underlying community problems, 34% collaborate in analysis, 34% collaborate in response, and none reported to collaborate in assessing progress and recommending lessons for change. The SARA model thus revealed gaps, not just quantitatively but also qualitatively through nuanced analysis of interview findings of how even such fairly good statistics on collaboration in analysis and response, still mean less progress is being made in this direction.

The last objective delved into the analysis of opportunities and challenges that can form part of policy learning and inform reforms in terms of programs and policy revision. These included the structures for COP such as CPC and NKI which though are marred with shortcomings are study revealed can be turned into opportunities for engagement and enablers of collaboration. Another set of opportunities and challenges were traditional structures such as the village council or elders' frameworks which were found to be potentially useful structures for preventing community policing, yet currently under-utilized and even misused. A third ground of challenge and which can be turned into opportunity for sustainable COP implementation was the multi-agency mechanisms presupposed for COP according to the policy and based on the context of its application. The study found that COP was left largely for the police as headed by the OCS who serves as the deputy chair to a civilian chairperson. Moreover, supremacy struggles between NGAO and NPS further hindered opportunities to forge a genuine multi-agency mechanism for COP. Another category of potential opportunities included the whole of society approach, especially the involvement of CSOs in the policy implementation. This was found to be a gap, only one CSO was actively involved and was overwhelmed by the programmatic demands, and the CPC was keen on prospecting for more donors and CSO that could be interested in joining

the program. The last part of the chapter looked at a group of other challenges which also constitute opportunities: community level of trust and monitoring and evaluation, patrol and styles. The level of community trust on the police was really very low (40.4% saying it was worst, and 42.3% saying it was worst). This is partly because of lack of monitoring and evaluation (100% of the respondents reported that they had not witnessed any form of M&E on COP issues in their communities). On the other hand, new patrol styles have not been adopted by the police, and in cases where they have been such as foot patrols, the police have misused this style as an opportunity to ambush the people they want to get bribes from such as illicit brewers, bar owners, and so on; not as an opportunity to get to know the communities better, and build relationships and trust for COP. The elephant in the room is however the financial aspects of the program. The Government appears to have left COP at the policy formulation and not attached the required resources to implementing it. This is one of the greatest structural challenges which when turned into an opportunity will see COP go far. Overall, the chapter reveals important lessons for policy makers on how to improve COP.

### **7.3 Thesis Conclusions**

The conclusions from the foregoing discussions can be categorized in the objectives as well. In terms of the main objective, this study concludes that as it stands, COP is far from being a strategy for sustainably combating crime in Kisumu Central sub-County since community engagement is low, collaboration for problem solving mechanisms have not been forged and do not happen as should. However, under each engagement and collaboration related challenges, lies potential grounds for opportunities to better COP and achieve the dreams of the drafters of the policy makers on COP as an integral part of police reforms in Kenya.

On the first specific objective, the study concludes that for proper community engagement COP must be taken seriously by the County Government and National Government – through NPS. The lack of engagement of communities in COP is cause of not just increased crime rates as perceived by the community members, but also a breeding ground for more dangerous forms of policing such as through the vigilantes – groups of youths taking seizing the chance of disorder to impose a policing strategy that is neither guided by law or dictates of natural justice. Important here is the need for a Community Policing Strategy outlining the roles that community members can play and those the police can play as they engage each other for the betterment of the communities' security.

On the second specific objective, this study concludes that low levels of collaboration and unchecked forms of collaborative problem-solving activities between the police and the community continue to define a COP which is almost entirely similar to traditional policing where the police collaborate with whom they want, when they want, and for their own purposes not for the communities own good. Collaboration though appears present at the level of analysis and response as the study found, is not genuine and broad-based in terms of community players and often misused to pursue selfish interests of the police officers and those of the CPC members working with the police officers. Moreover, study revealed no collaboration at all at the assessment stages, further reinforcing the lack of M&E and its negative effects on COP as a strategy for sustainably combating crime in the study site.

Finally, findings from the last specific objective leads this study to conclude that hope is not completely lost., the transformation of structures for COP into avenues for self-aggrandizement, the continued use of traditional patrol strategies or the misuse of new/COP-based styles, the great challenge of lack of funding from the government and lack of entry of CSOs into COP programming, among other challenges that have led to the unintended outcomes of COP policy; there is hope that this study findings has told the story of COP in Kisumu Central sub-County as it is, and that these are lessons that lead to transforming the challenges into opportunities. Hopelessness into a brighter future. Lack of funding into policy design and planning that puts funding at the middle.

A final conclusion relates to the theory utilized in this study. From the study findings, it appears that Lindblom's ideals of instrumentalism have not be the guide for the COP policy. Some reasons suffice:

The lack of engagement and cooperation with the community members is an evidence of elitist/rational approach to public where the beneficiaries as not perceived as stakeholders but receivers of public goodies;

The disjointed manner of COP structures such as the CPC and previous structures such traditional peace-building and conflict prevention mechanisms, and the Nyumba Kumi Initiative (NKI) all show that the manner of COP implementation has not been that which builds from existing structures learn lessons and improve. In the light of the findings, it has been made crystal clear that this disjointedness is not safe and that an incremental approach would go a long way to enhance COP policy outcomes.



May this study help Kisumu Central sub-County and Kenya as a whole and be a piece of policy research that will not on the shelves but celebrated for having formed part the needed evidence to guide security sector reforms that remain a dream several decades after the debate diffused from the West into African Continent. The recommendations below find their ways into the corridors of policy making, implementation and programming organizations concerned with COP.

## **7.4 Recommendation**

### **7.4.1 Recommendations to the Government of Kenya**

**Strengthen Multi-Agency Collaboration:** Given the findings that multi-agency collaboration in COP is often not operational, the Government of Kenya should take proactive steps to enhance coordination among different government agencies involved in community policing. This can be achieved through regular meetings, joint training programs, and the establishment of clear roles and responsibilities for each agency.

**Allocate Adequate Funding:** Recognizing the financial challenges faced by community policing initiatives, the government should allocate sufficient funding to support CPC meetings and related activities. Adequate financial resources will ensure the sustainability of community policing efforts and reduce reliance on external donors, such as the Independent Medico-Legal Unit (IMLU).

**Operationalize County Policing Authority (CPA):** The government should prioritize the establishment and operationalization of County Policing Authorities (CPAs) as outlined in the COP policy. The CPAs should serve as county-level platforms for discussions on policing issues, bringing together various stakeholders, including government agencies, community leaders, and civil society organizations.

**Promote Gender Inclusivity:** Address the underrepresentation of women in community policing structures, as highlighted in the study. The government should implement policies and initiatives to encourage the active participation of women in COP, ensuring that their perspectives and concerns are adequately represented in decision-making processes.

**Implement Monitoring and Evaluation:** Establish a comprehensive monitoring and evaluation system for COP initiatives. The study revealed a lack of M&E practices, which hindered the assessment of program effectiveness. Regular evaluation will help identify areas for improvement and guide evidence-based decision-making.

**Community Engagement:** The government should invest in community engagement programs that promote trust-building between law enforcement agencies and the community. Initiatives such as sports events, transparency in police operations, and regular community-police meetings can foster positive relationships and enhance public trust.

#### **7.4.2 Recommendations to Donors**

**Support Capacity Building:** Donors can provide funding for capacity-building programs for both law enforcement agencies and community members involved in COP. Training programs should focus on conflict resolution, communication skills, and community engagement strategies.

**Promote Non-Governmental Organizations (NGOs):** Encourage the involvement of NGOs in community policing efforts, as they play a critical role in advocacy, training, and community sensitization. Donors can fund NGOs that are actively engaged in COP initiatives and support their efforts to bridge gaps in stakeholder involvement.

**Foster Collaboration:** Donors should promote collaboration among different donor-funded projects related to community policing. This can help streamline resources, avoid duplication of efforts, and ensure that COP programs are comprehensive and sustainable.

**Demand Accountability:** Donors should advocate for transparency and accountability in the use of funds allocated for community policing. They can require organizations and agencies receiving funding to regularly report on the progress and impact of their initiatives.

### 7.4.3 Recommendations to Civil Society Organizations (CSOs)

**Advocate for Gender Inclusivity:** CSOs can advocate for the inclusion of women and underrepresented groups in community policing structures. They should engage with relevant authorities to ensure that gender perspectives are integrated into COP initiatives.

**Increase Participation in COP Programming:** In light of the limited presence of CSOs in COP programming, more CSOs should consider actively engaging in community policing initiatives. CSOs can contribute valuable resources, expertise, and perspectives to COP efforts. By expanding their involvement, CSOs can help address funding gaps, provide training and capacity-building support, and advocate for community interests within the COP framework. Collaborative partnerships between CSOs and existing COP structures, such as the Community Policing Committees (CPCs), can lead to more comprehensive and impactful community policing programs.

**Promote Community Sensitization:** CSOs should continue their role in community sensitization by providing educational materials and organizing awareness campaigns on the importance of community policing. These efforts can help bridge the gap between the police and the community.

**Offer Training and Support:** CSOs can provide training and support to Nyumba Kumi Initiative leaders and Community Policing Committee members. This training should focus on conflict resolution, mediation, and effective communication.

**Advocate for Policy Reform:** CSOs should actively engage in advocacy efforts to influence policy reforms related to community policing. They can collaborate with government agencies to develop and implement policies that enhance the effectiveness of COP initiatives. Importantly, collaborate with Kisumu County Government to advocate for the development or localization of county-specific COP frameworks. Recognize that each county in Kenya may face distinct security challenges and community dynamics. By tailoring COP strategies to address these specific issues, CSOs can help create more responsive and effective community policing programs. Work closely with local authorities, security agencies, and community representatives to identify and prioritize security concerns unique to

Kisumu County. These county-specific frameworks should emphasize community engagement, partnership-building, and localized solutions to enhance safety and trust within the county.

#### **7.4.4 Recommendations to Nyumba Kumi Initiative Leaders**

**Enhance Communication:** Nyumba Kumi Initiative leaders should prioritize improving communication channels between themselves, the community, and law enforcement agencies. Regular meetings and information sharing can foster trust and collaboration.

**Community Engagement:** Actively engage with community members to identify their concerns and priorities related to crime and safety. Encourage community participation in decision-making processes and problem-solving.

**Conflict Resolution Skills:** Develop and enhance skills in conflict resolution and mediation. This will enable leaders to address disputes within the community effectively and prevent them from escalating into criminal activities.

**Advocate for Resources:** Advocate for the allocation of resources for community policing activities within the Nyumba Kumi Initiative. Ensure that these resources are used effectively to support community safety initiatives.

#### **7.4.5 Recommendations to Community Policing Committee Members**

**Collaborate with Nyumba Kumi Leaders:** Foster collaboration and cooperation with Nyumba Kumi Initiative leaders to create a unified approach to community policing. Joint efforts can lead to more effective crime prevention.

**Advocate for Inclusivity:** Within the Community Policing Committees, advocate for the inclusion of women and marginalized groups to ensure diverse perspectives are considered in decision-making processes.

**Community Awareness:** Educate community members about the importance of community policing and their role in ensuring community safety. Promote community involvement and active participation in crime prevention activities.

**Reporting Mechanisms:** Establish and publicize effective reporting mechanisms for community members to report criminal activities or concerns. Ensure that these reports are addressed promptly by law enforcement agencies.

#### **7.4.6 Suggestions for Future Studies**

**Impact of Gender Representation on COP Effectiveness:** Investigate the influence of gender representation within Community Policing Committee (CPC) memberships on COP effectiveness. Examine how the underrepresentation of women, as highlighted in this study, affects the ability of COP initiatives to address gender-based violence and related issues. Explore strategies to enhance the participation and influence of women within CPCs and its impact on community safety.

**Assessing the Role of Non-Governmental Organizations (NGOs) in COP:** Conduct a comprehensive study on the role of NGOs in supporting and implementing COP programs. Explore the challenges faced by NGOs in providing financial and technical support for COP activities, as well as their contributions to policy advocacy, training, and community sensitization. Investigate how a broader engagement of NGOs can enhance the effectiveness of COP initiatives.

**County-Level Frameworks for COP:** Evaluate the implementation and impact of county-level COP frameworks, such as the County Policing Authority, in Kenya's various counties. Investigate the extent to which these frameworks facilitate inter-agency collaboration, community engagement, and information sharing at the county level. Examine variations in the adoption and effectiveness of these frameworks across different counties.

**Community Trust and COP Outcomes:** Explore the relationship between community trust levels, as identified in this study, and the outcomes of COP initiatives. Analyze how low levels of trust impact community participation, information sharing, and cooperation with law enforcement agencies. Investigate strategies to build and restore trust within communities to enhance the effectiveness of COP.

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## APPENDICES

### APPENDIX 1: PARTICIPANT CONSENT AND INFORMATION FORM

My name is **Otieno Pildas Odidi**. I am a Masters Student (ADM: **MA/DS/00055/020**) undertaking a course in Masters of Research and Public Policy (MRPP) at the Department of Political Science of School of Development and Strategic Studies (SDSS), Maseno University. As a partial requirement for my examination and successful completion of the course.

I am undertaking a study entitled: **ASSESSMENT OF POLICE-COMMUNITY PARTNERSHIP IN COMMUNITY POLICING INITIATIVES IN COMBATING CRIME IN KISUMU CENTRAL SUB-COUNTY, KENYA.**

We aim that this study will generate important insights that will reveal opportunities and gaps in the manner of implementation of community policing programs in Kisumu County. The objectives of this study will be as follows:

The study main objective is to assess the implementation of community as a strategy for combating crime in in Kisumu Central sub-County, Kisumu County. The specific objectives are as follows.

#### **Specific Objectives**

- i. To establish the status of community engagement in community policing policy and practice in combating crime in Kisumu Central sub-county, Kenya.
- ii. To examine the extent of collaborative problem-solving initiatives in community policing to combat crime in Kisumu Central sub-county, Kenya.
- iii. To assess the opportunities and challenges facilitating and hindering community policing in in Kisumu Central sub-county, Kenya.

If you agree, the interview will take about 45 minutes to 1 hour. I will really appreciate if you allow me (or my research assistant to fill in all the questions). There are no risks to taking part, and we hope that it will help community members by highlighting important issues that they face.

One important thing to know is that we will keep the interview information confidential, this means not sharing your name or anything which would allow people to guess who has been interviewed (even our own assistants helping us write up the interviews will not know). We

will use the information to write reports, articles and presentations, but no one will be able to know who has been interviewed.

You are free to refuse to take part in the research, or refuse to answer a question, and you can stop the interview at any time and ask us not to use the information you have given. This is your right and you will not be affected negatively if you refuse.

We are not conducting research for any organization or person, or for personal hidden motives. This is purely an academic research and you can make references to any of the following persons who are the supervisors of the student. Maseno University Dean School of SDSS or Maseno University School of Graduate Studies, Maseno University Ethics Review Committee, or even to the National Commission for Science and Technology (NACOSTI) to confirm the legality of this study as an academic work. The immediate contacts (supervisors) are as below.

**To Contact the supervisors:** If you have questions or concerns about this research, please contact:

Dr. Barack Calvince Omondi ([barackcalvince@gmail.com](mailto:barackcalvince@gmail.com))

Dr. Jane Lusenaka ([janeklusenaka@gmail.com](mailto:janeklusenaka@gmail.com))

Maseno University Scientific and Ethics Review Committee ([muerc-secretariate@masno.ac.ke](mailto:muerc-secretariate@masno.ac.ke))

Contact to the Student: Mr. Otieno Pildas Odidi ([pildasodidi@gmail.com](mailto:pildasodidi@gmail.com))

Signature: \_\_\_\_\_ Date: \_\_\_\_\_

Name of Respondent: \_\_\_\_\_

Signature: .....

Name-of-Research/Assistant  
.....

**APPENDIX 2: IN-DEPTH/KEY INFORMANT INTERVIEW GUIDES/PROTOCOLS  
[TARGET AUDIENCE: NGAO- ACCs & DCCs KISUMU CENTRAL, CHIEF & ASS.  
CHIEF each WARD; GPAs – 2 COP P OFFICER, OCPD, OCS, DCIO, ATPU; GPCs-  
RELIGIOUS LEADERS, CPC LEADERSHIP, MEMBERS FROM CIVIL SOCIETY  
ORGANIZATIONS; MCPs)**

**Objective 1: To explore the level of community engagement in policing policy and practice in Kisumu Central sub-county**

- a) What do you understand by community engagement in policing
- b) What policy guidelines condition the way in which you do community policing in this sub-county
- c) What levels of community engagement do you undertake to implement these policies you have mentioned?
- d) How effective are these engagement platforms?
- e) How do you engage with the community in terms of gathering their perspectives on the better ways to police them?
- f) How often do you gather information from the community members on ways you can improve the different strategies you use to police this sub-county?
- g) How diversified are the members you engage?
- h) What efforts are you taking to educate the community members about the policy choices and trade-offs to ensure community discussion?
- i) How seriously do you treat the input you get from the public?
- j) How do you communicate feedback of your considerations back to the community members?
- k) Are there monitoring and evaluation frameworks for your attempts at engaging the community in policing? [OCPD, OCS, ATPU]

**OBJECTIVE 2: To examine the extent of collaborative problem-solving initiatives in community policing in Kisumu Central sub-county**

- i. How to identify local groups and organizations that the COP framework could collaborate with in problem-solving efforts?
- ii. Help the CDP identify potential obstacles to collaboration and suggest ways to address them;



- i. Does community problem-solving networks Help identify potential obstacles to collaboration and suggest ways to address them;
- ii. How do the community members Identify obstacles to broad-based engagement and participation;
- iii. Do they Suggest strategies for reaching out to communities that do not routinely engage with either the police and community policing programs; how often and how is this done, with whom and where?
- iv. Do the community Suggest ways to make community forums and town halls more effective in ensuring meaningful, substantive engagement

**CC, AO1, OCPD, OCS, ATPU**

- v. What UNIQUE potential insecurity causes obtain in the communities within Kisumu Central. What tailor-made collaborative policing models have you put in place to deal with these before they escalate in crime?
- vi. Can you point to some working models of collaborative COPs in the Kisumu Central?
- vii. Comment on how you utilize these approaches for the success of problem-solving policing:
  - A) use of systematic processes to identify and address problems;
  - B) Collaboration with community partners at all stages of the process. On the first essential factor, it is argued that a SARA model is usually found useful by COPs implementers. Please comment on how you undertake the SARA to implement a collaborative community-driven problem-oriented policing:
    - i. *Scan* for underlying problems that may require police attention;
    - ii. *Analyze* each problem to determine its root causes and contributing factors;
    - iii. *Respond* to the problem using a combination of traditional enforcement tactics and non-enforcement approaches;
    - iv. *Assess* the extent to which the responses addressed the problem at issue.

**C) Are there monitoring and evaluation frameworks for your attempts at**

**COLLABORATIVE PROBLEM-SOLVING [**

**OBJECTIVE 3: To assess the opportunities and challenges facilitating and hindering community policing in in Kisumu Central sub-county, Kenya.**

- i. **What do you do that is focused to** Promote the trust and mutual understanding between officers and community members;
- ii. **What do you do that** Encourage officers to identify and take responsibility for problems in their communities?
- iii. **What do you do that** that Make residents more likely to report crimes or bring public safety concerns to the attention of the police.
- iv. **Are there monitoring and evaluation frameworks for your attempts at knowing the community [this should be asked to the OCPD, OCS, ATPU]**

**APPENDIX 3: FOCUS GROUP DISCUSSIONS (PEACE COMMITTEES;  
RELIGIOUS GROUPS; CSOs; YOUTH GROUPS; WOMEN GROUPS)**

- a) **OBJECTIVE 3: To assess the opportunities and challenges facilitating and hindering community policing in in Kisumu Central sub-county, Kenya.**  
**What do you do that is focused to** Promote the trust and mutual understanding between officers and community members;
- i. **What do you do that** Encourage officers to identify and take responsibility for problems in their communities?
  - ii. **What do you do that** that Make residents more likely to report crimes or bring public safety concerns to the attention of the police.
  - iii. How do the community members Identify obstacles to broad-based engagement and participation;
  - iv. Do they Suggest strategies for reaching out to communities that do not routinely engage with either the police and community policing programs; how often and how is this done, with whom and where?
  - v. Do the community Suggest ways to make community forums and town halls more effective in ensuring meaningful, substantive engagement.
  - vi. Are there monitoring and evaluation frameworks for your attempts at knowing the community [this should be asked to the OCPD, OCS, ATPU]

#### APPENDIX 4: EXPERT SURVEY QUESTIONNAIRE

A) SOCIO-DEMOGRAPHIC VARIABLES		
1	Respondent name	
2	Gender	1. Male 2. Female
3	Name of ward	1. Railways 2. Migosi 3. Shaurimoyo-Kaloleni 4. Market Mlimani 5. Kondele 6. Nyalenda B
4	Age of respondent	1. 18-25 2. 26- 33 3. 34- 41 4. 42- 49 5. 50 – 57 6. 58 – 65 7. 65 and above
5	Name of peace committee (if any)	
6	Employment status	1. Not employed at all 2. House-wife 3. Juakali/informal Sector 4. Salaried but temporary 5. Salaried and permanent
7	Level of education	1. No formal education 2. Primary completed 3. Primary not completed 4. Secondary completed 5. Secondary not completed 6. College/university completed
8	Are you a permanent (10+ years)/semi-permanent (5+ years) member of the community?	
OBJECTIVE ONE: TO EXPLORE THE NATURE OF COMMUNITY ENGAGEMENT IN POLICING POLICY AND PRACTICE IN KISUMU CENTRAL SUB-COUNTY;		
9	Do you think you have a say in how your community is being policed?	1. Yes 2. No
10	Do you approve of how your community is being policed?	1. Yes 2. No

11	Please explain your answer in no.8	
12	Have the police departments ever sought for your views on a given policing/crime/insecurity issue that affected your community?	1. Yes 2. No
13	What was the issue (s) and did the engagement happen	
14	Do you feel that your views collected by the police departments are used to improve policing?	1. Yes 2. No
15	Please explain your answer in no. 14	
16	Have you ever been engaged in monitoring and evaluation of community engagement activities and approaches by the state police?	1. Yes 2. No
17	Do you think the police departments in county have a clear locally-relevant community policing strategy for engaging the community on policing matters?	1. Yes 2. No
18	Please explain your answer in no. 17 above	
19	Are the levels of engaging communities broad-based? [Does it involve Various actors present in the community?]	1. Yes 2. No 3. Somehow
20	If you were ever engaged, which groups/sectors attended the	

	community engagement forums? (please list/describe)	
21	Has the police ever conducted a community education/awareness creation on their strategy for community engagement in this community?	1. Yes 2. No
22	Have there been any meaningful opportunities for the community members to give their input on how to improve COP undertakings?	1. Yes 2. No
23	If yes in 22, how does this happen?	1. Online surveys 2. Focus group discussions 3. Community forum such as Barraza's 4. Any other (specify)
24	What are greatest challenges you think hinder successful community engagement in this community?	
OBJECTIVE TWO: TO EXAMINE THE EXTENT OF ADOPTION OF COLLABORATIVE PROBLEM-SOLVING INITIATIVES IN COMMUNITY POLICING IN KISUMU CENTRAL SUB-COUNTY		
25	Do you think the manner of policing in this community facilitates collaborative, community-based crime prevention?	1. Yes 2. No
26	How best can you describe the approaches adopted by the county police departments in preventing crimes in this community?	1. Based on systematically gathered community broad-based input 2. Imposed by the national police 3. Very reactive and non-preventive
27	Do you think problem-solving policing has been undertaken in a collaborative and partnership way?	1. Yes 2. No
28	Discuss some of the advantages the police will incur when they involve in problem identification and response as regards the safety of this community you leave in	

29	What are the most pressing challenges hindering successful implementation of collaborative problem solving in COP in this community? [allow respondent to describe robustly]	
30	Please suggest solutions to remedying these challenges and enhancing collaborative community problem-oriented policing.	
<p><b>b) OBJECTIVE THREE: To assess the opportunities and challenges facilitating and hindering community policing in in Kisumu Central sub-county, Kenya.</b></p>		
31	Do you think the police working in this community understand better the dynamics of security/insecurity in this community?	<ol style="list-style-type: none"> <li>1. Yes</li> <li>2. No</li> </ol>
32	Please explain your answer in 21 above	
33	How can you describe the policing approaches used by the police in this community?	<ol style="list-style-type: none"> <li>1. Largely traditional [non-enforcement techniques: police vehicles, routine – same hours, similar points, reactive police, etc.]</li> <li>2. Increasingly modernized/pro-COP [use of bicycle patrols, foot patrols, openness with community members to inform and advise patrollers etc.]</li> <li>3. Somewhere in between</li> </ol>

34	How do you rate the level of police community trust in this community?	<ol style="list-style-type: none"> <li>1. Very good</li> <li>2. Good</li> <li>3. Moderate</li> <li>4. Bad</li> <li>5. Very bad</li> </ol>
35	How do you rate the level of mutual understanding between the police and community in this community?	<ol style="list-style-type: none"> <li>1. Very good</li> <li>2. Good</li> <li>3. Moderate</li> <li>4. Bad</li> <li>5. Very bad</li> </ol>
36	Do you think the police working here have been able to identify and take responsibility for the security challenges in this community?	<ol style="list-style-type: none"> <li>1. Yes</li> <li>2. No</li> </ol>
37	How like are the residents here to report crimes or bring public safety concerns to the attention of the police?	<ol style="list-style-type: none"> <li>1. Very likely</li> <li>2. Likely</li> <li>3. Moderately likely</li> <li>4. Unlikely</li> <li>5. Very unlikely</li> </ol>
38	Have the following techniques for knowing the community being used by the police in working in this community: Bicycles, foot patrols, and mini-stations, and opportunities for social engagement such as athletic leagues, coffee with cops, and participation in community events [explain how, when and under what circumstances].	



## APPENDIX 5: AUTHORIZATIONS

### SCHOOL LEVEL AUTHORIZATION LETTER



**MASENO UNIVERSITY**  
**OFFICE OF THE DEAN, SCHOOL OF DEVELOPMENT AND**  
**STRATEGIC STUDIES**

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Tel. +254 720 975 105

Email: [cobarack@maseno.ac.ke](mailto:cobarack@maseno.ac.ke)

Web: [www.maseno.ac.ke](http://www.maseno.ac.ke)

Private Bag  
Maseno, KENYA

Date: January 17, 2023

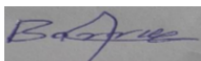
To Whom it May Concern,

**Ref: Otieno Pildas Odidi - MA/DS/00055/020**

This is to introduce to you **Mr. Otieno Pildas Odidi of Admission Number MA/DS/00055/020** as a student of Maseno University pursuing Masters of Research in Public Policy. Mr. Odidi has successfully completed his coursework and is set to go to the field to collect data for his dissertation entitled: *“Assessing the Implementation of Community Policing as a Security Reform Strategy: A Study of Kisumu Central Sub-County, Kisumu County, Kenya”*. As a procedural issue in data collection, Mr. Odidi is required to carry out a pre-test of his data collection tools in sharpening such tools for actual data collection. This letter is therefore to introduce to you Mr. Odidi and to seek for your support in helping him pre-test his tools. Your support and positive feedback is highly appreciated.

Thank you.

Yours Sincerely,



Dr. Calvin Omondi Barack, Ph.D.

Chair, School Post-Graduate Committee

**Keep Safe: Wear your mask properly, Wash your hands with water and soap or Sanitize and  
Keep Social Distance**

## APPENDIX 6: SGS AUTHORIZATION LETTER



### **MASENO UNIVERSITY** **SCHOOL OF GRADUATE STUDIES**

#### *Office of the Dean*

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**Our Ref:** MA/DS/00055/020

Private Bag, MASENO, KENYA  
Tel:(057)351 22/351008/351011  
FAX: 254-057-351153/351221  
Email: [sgs@maseno.ac.ke](mailto:sgs@maseno.ac.ke)

Date: 24<sup>th</sup> Feb, 2023

#### **TO WHOM IT MAY CONCERN**

**RE: PROPOSAL APPROVAL FOR OTIENO PILDAS ODIDI —  
MA/DS/00055/020**

The above named is registered in the Master of Research and Public Policy programme in the School of Development and Strategic Studies , Maseno University. This is to confirm that his research proposal titled “Effectiveness of Community Policing Initiatives to Combat Crime in Kisumu Central Sub-County, Kenya” has been approved for conduct of research subject to obtaining all other permissions/clearances that may be required beforehand.

  
Dr. Patrick Onyango

**ASSOCIATE DEAN SCHOOL OF GRADUATE STUDIES**



*Maseno University*

*ISO 9001:2008 Certified*



**APPENDIX 7: MASENO UNIVERSITY SCIENTIFIC AND ETHICS REVIEW  
AUTHORIZATION LETTER**



**MASENO UNIVERSITY SCIENTIFIC AND ETHICS REVIEW  
COMMITTEE**

Tel: +254 057 351 622 Ext: 3050  
Fax: +254 057 351 221

Private Bag – 40105, Maseno, Kenya  
Email: muerc-secretariate@maseno.ac.ke

REF: MSU/DRPI/MUSERC/01210/23

Date: 20<sup>th</sup> June, 2023

TO: Otieno Pildas Odidi  
MA/DS/00055/020  
Department of Political Science  
School of Development and Strategic Studies  
Maseno University  
P. O. Box, Private Bag, Maseno, Kenya

Dear Sir,

**RE: Effectiveness of Community Policing Initiatives to Combat Crime in Kisumu Central Sub-County, Kenya**

This is to inform you that **Maseno University Scientific and Ethics Review Committee (MUSERC)** has reviewed and approved your above research proposal. Your application approval number is MUSERC/01210/23. The approval period is 20<sup>th</sup> June, 2023– 19<sup>th</sup> June, 2024.

This approval is subject to compliance with the following requirements;

- i. Only approved documents including (informed consents, study instruments, MTA) will be used.
- ii. All changes including (amendments, deviations, and violations) are submitted for review and approval by Maseno University Scientific and Ethics Review Committee (MUSERC).
- iii. Death and life threatening problems and serious adverse events or unexpected adverse events whether related or unrelated to the study must be reported to Maseno University Scientific and Ethics Review Committee (MUSERC) within 24 hours of notification.
- iv. Any changes, anticipated or otherwise that may increase the risks or affected safety or welfare of study participants and others or affect the integrity of the research must be reported to Maseno University Scientific and Ethics Review Committee (MUSERC) within 24 hours.
- v. Clearance for export of biological specimens must be obtained from relevant institutions.
- vi. Submission of a request for renewal of approval at least 60 days prior to expiry of the approval period. Attach a comprehensive progress report to support the renewal.
- vii. Submission of an executive summary report within 90 days upon completion of the study to Maseno University Scientific and Ethics Review Committee (MUSERC).

Prior to commencing your study, you will be expected to obtain a research license from National Commission for Science, Technology and Innovation (NACOSTI) <https://oris.nacosti.go.ke> and also obtain other clearances needed.

Yours sincerely

Prof. Philip O. Owuor, PhD, FAAS, FKNAS  
Chairman, MUSERC



**MASENO UNIVERSITY IS ISO 9001 CERTIFIED**



**APPENDIX 8: NATIONAL COMMISSION FOR SCIENCE TECHNOLOGY AND INNOVATION (NACOSTI) RESEARCH PERMIT LETTER**



REPUBLIC OF KENYA



**NATIONAL COMMISSION FOR SCIENCE, TECHNOLOGY & INNOVATION**

Ref No: **725112**

Date of Issue: **16/March/2023**

**RESEARCH LICENSE**



**This is to Certify that Mr. Pildas Otieno Odidi of Maseno University, has been licensed to conduct research as per the provision of the Science, Technology and Innovation Act, 2013 (Rev.2014) in Kisumu on the topic: EFFECTIVENESS OF COMMUNITY POLICING INITIATIVES TO COMBAT CRIME IN KISUMU CENTRAL SUB-COUNTY, KENYA for the period ending : 16/March/2024.**

License No: **NACOSTI/P/23/24248**

**725112**

Applicant Identification Number

Director General  
**NATIONAL COMMISSION FOR SCIENCE, TECHNOLOGY & INNOVATION**

Verification QR Code



**NOTE: This is a computer generated License. To verify the authenticity of this document, Scan the QR Code using QR scanner application.**

**See overleaf for conditions**