

# COMMUNITY POLICING FORUMS. IMPACT ASSESSMENT IN KAPTEMBWO, NAKURU CENTRAL , ELEMENTAITA AND NAIVASHA POLICE STATIONS.



**MIDRIFT  
HURINET**  
Haki Kwa Wote



**JAMII THABITI**

USALAMA WETU UBORA WETU

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## Executive Summary

**Jamii Thabiti** was a four-year programme implemented in eight counties of Kenya between November 2015 and March 2018. The programme's overall goal was to *increase safety and security for men, women and children in Kenya through improved capacity of communities and government actors to work together to prevent and respond to three forms of violence: criminal violence, inter-communal violence, and violence against women and girls*. The role of Mid Rift Human Rights Network in the programme was to contribute to the delivery of Output 3 (*Improved community knowledge of, and interaction with, safety and security service providers in resolving violence*) by targeting community policing structures around four selected Police Stations in Nakuru County: Nakuru Central, Kaptembwo, Elementaita and Naivasha Central. Mid Rift implemented the project simultaneously in the four project sites through Community-Police Forums (CPFs) between July 2016 and March 2018.

The overall outcome of the CPFs was to *improve safety and security by strengthening community policing in addressing criminal violence*. This was to be achieved through building the capacity of police officers in the four selected police stations on police reforms, peacebuilding and violence against women and girls policies to ensure effective handling and response; strengthening the relationship between community members and the police in the four selected police station jurisdictions by increasing community member's trust and confidence in the National Police Service; thereby contributing to a reduction in violence in the community. Therefore, the purpose of this evaluation was to assess the impact of the CPFs on reduction of violence and overall safety and security of community members in the project sites.

The evaluation design adopted was Contribution Analysis (CA) by following Mayne's<sup>1,2</sup> six-step process. This entailed collecting and analysing evidence on the contribution of CPFs to the project outcome. The evaluation approach comprised a desk-based document review, key informant interviews and focus group discussions in all the four project sites (police station catchment areas) of Nakuru Central, Kaptembwo, Elementaita and Naivasha Central.

Although this project was only implemented over a period of shorter than two years, the evaluation finds that to a large extent, what was planned was achieved with 100% of project activities being implemented in all four target police station jurisdictions. Beneficiary attendance of the CPFs was extremely high across all project sites and the monthly police and community collaborative forums surpassed their targeted attendance by 40%.

Analysis of information collected from various sources suggests that as expected, the project has contributed to improved relationships between community members and the police across the four project sites. This has been possible through enhanced community members' trust and confidence in the National Police Service as shown by the results of the short Trust and Confidence questionnaire survey triangulated through qualitative interviews as well as periodic project monitoring reports.

The evaluation also revealed that the CPFs have significantly contributed to an increase in reporting of crime and violence to both the police and community-level administration structures, particularly the chiefs. However, there are still genuine fears and apprehension among community members in relation to security of witnesses due to perceived practical inefficiencies in implementation of witness protection policies and structures. In addition, community members and all stakeholders alike still consider prosecution of reported cases as being too slow and the results of prosecutions as unsatisfactory. Overall, evaluation results suggest that the project had made a significant contribution towards reducing crime and violence leading to improvements in the safety and security of the community in the project sites. The challenge, however, remains the sustainability of the accomplishments thus far because there is emergence of new forms of crime even before the decline in initial forms that the project sought to address can be celebrated.

## Recommendations

1. There is a compelling need to replicate the project activities in other locations neighbouring the project sites. This suggestion is premised on the stakeholders' concern that not covering a vast majority of the locations may be counter-productive and undermine the achievements made so far in addressing violence due to localised negative influences. If and when consideration for scaling up the CPFs is made, lessons learned from the implementation of the ending project should inform the approaches adopted for more effective delivery of outcomes.
2. Notably, lack of capacity by the CPCs to execute their mandate as provided for in the National Police Service Act came out as a major gap that needs to be addressed. It is imperative that audits/assessments of their existing capacities are conducted and gaps noted judiciously addressed. Such capacity-building initiatives should also target any new CPCs formed in other areas if the preceding recommendation is adopted for implementation.
3. Stakeholders efforts and resources are harnessed and directed towards operationalizing the *Community Policing and Committees Handbook*, *Inspector General's Guidelines to Police Officers and Customer Service Charter* and raising community awareness and improving their knowledge on the same

## Part I: Introduction and Background

### 1.1 Jamii Thabiti Programme Background

**Jamii Thabiti** was a four-year programme implemented in eight counties of Kenya grouped into four clusters: Western (Kisumu and Bungoma); Rift (Nakuru and Baringo); Coast (Kwale and Kilifi); and North-Eastern (Mandera and Wajir) between November 2015 and March 2018. The programme was funded by the Department for International Development (DFID) through Coffey International Development Limited. The overall objective of Jamii Thabiti was to provide more effective, accountable and responsive services to communities that are actively engaged in improving safety and security directly targeting 833,494 Kenyans (51% women) and 32 Police Stations. The programme's overall goal was to **increase safety and security for men, women and children in Kenya through improved capacity of communities and government actors to work together to prevent and respond to three forms of violence: criminal violence, inter-communal violence, and violence against women and girls (VAWG)**. Four outputs that the programme was designed to deliver are:

**Output 1:** *Strengthened national frameworks for enabling improved safety and security interventions at the county level;*

**Output 2:** *effectiveness, coordination, oversight and accountability of safety and security actors at the county level;*

**Output 3:** *Improved community knowledge of, and interaction with, safety and security service providers in resolving violence and;*

**Output 4:** *Effective partnerships, programming and lessons learning at the national and county level*

### 1.2 Midrift Hurinet's Jamii Thabiti Project

The role of Midrift Human Rights Network (**Midrift-Hurinet**) in the Improving Community Security (**Jamii Thabiti**) Project was the delivery of Output 3 by targeting community policing structures around four selected Police Stations in Nakuru County. Thus, the project was implemented simultaneously in four Sub-Counties of Nakuru County between July 2016 and March 2018. In each Sub-County, the project targeted one Police Station and its jurisdictional catchment community as follows: Nakuru Police Station (Nakuru East Sub-County); Kaptembwo Police Station (Nakuru West Sub-County); Elementaita Police Station (Gilgil Sub-County) and Naivasha Police Station (Naivasha Sub-County). The project was funded by the DFID through Coffey International Development Limited. Project activities and implementation approach were similar across the four project sites.

### **1.2.1 Project Outcome and Objectives**

The overall outcome of Midrift Hurinet's project was to *improve safety and security by strengthening community policing in addressing criminal violence*. The project had three specific objectives:

- 1 To build the capacity of police officers in the four selected police stations on police reforms, peacebuilding and violence against women and girls policies to ensure effective handling and response;
- 2 To strengthen the relationship between community members and the police in the four selected police station jurisdictions by increasing community member's trust and confidence in the National Police Service;
- 3 To contribute to a reduction in violence in the community by advocating for collaboration between community members and the police in the project sites.

### **1.2.2 Implementation Approach**

The project consisted of holding a community stakeholders' orientation workshop to explain the purpose, vision and intervention approach of *Jamii Thabiti* project in order to ensure that all the stakeholders have a common understanding of what the project sought to achieve, get their buy-in, enlist their support, seek collaboration and agree on coordination. This was followed by establishment of CPFs in the four project sites (Police Station Catchment Areas) bringing together community members, CPCs and senior and designate junior police officers from the particular Police Station. Each CPF session was facilitated by Midrift staff, senior NPS officers (County Police Commander, Officers Commanding Police Division (OCPDs), Officers Commanding Police Station (OCS') and CPC-community-level officials. Once the CPFs were established, 12 monthly forums were held (3 forums in each project site) to report on progress, gaps and challenges in addressing and mitigating violence at the community level.

The forums were designed to be highly interactive and participatory with a strong emphasis on open discussions to enhance trust building. The project was unique through the use of Problem-Driven Iterative Adaption (PDIA) programming strategies to deliver sustained reductions in violence, as well as for its use of balanced approaches where interventions and stakeholders were carefully selected to integrate a range of activities between right holders and duty bearers to ensure a holistic approach to countering violence. Topics of discussion included: Introducing *Jamii Thabiti* Project; concept of community policing; CPCs mandate; need for and importance of police-citizen partnerships in violence prevention; and CPC and Police efforts in addressing violence. Plenary sessions provided opportunities for community members to raise issues affecting their effective partnership with the police including recommendations for enhancing community members-police trust and collaborations in violence prevention. Police officers and local administration (Chiefs) would respond to all issues raised during plenary.

## Part 2: Impact Evaluation; Purpose and Methodology

### 2.1 Purpose

Midrift Hurinet hired an independent consultant to conduct an impact assessment of the *Jamii Thabiti* project whose purpose was to assess the impact of the community policing forums on reduction of violence and overall safety and security of community members in the project sites. The impact assessment was undertaken to answer the following questions:

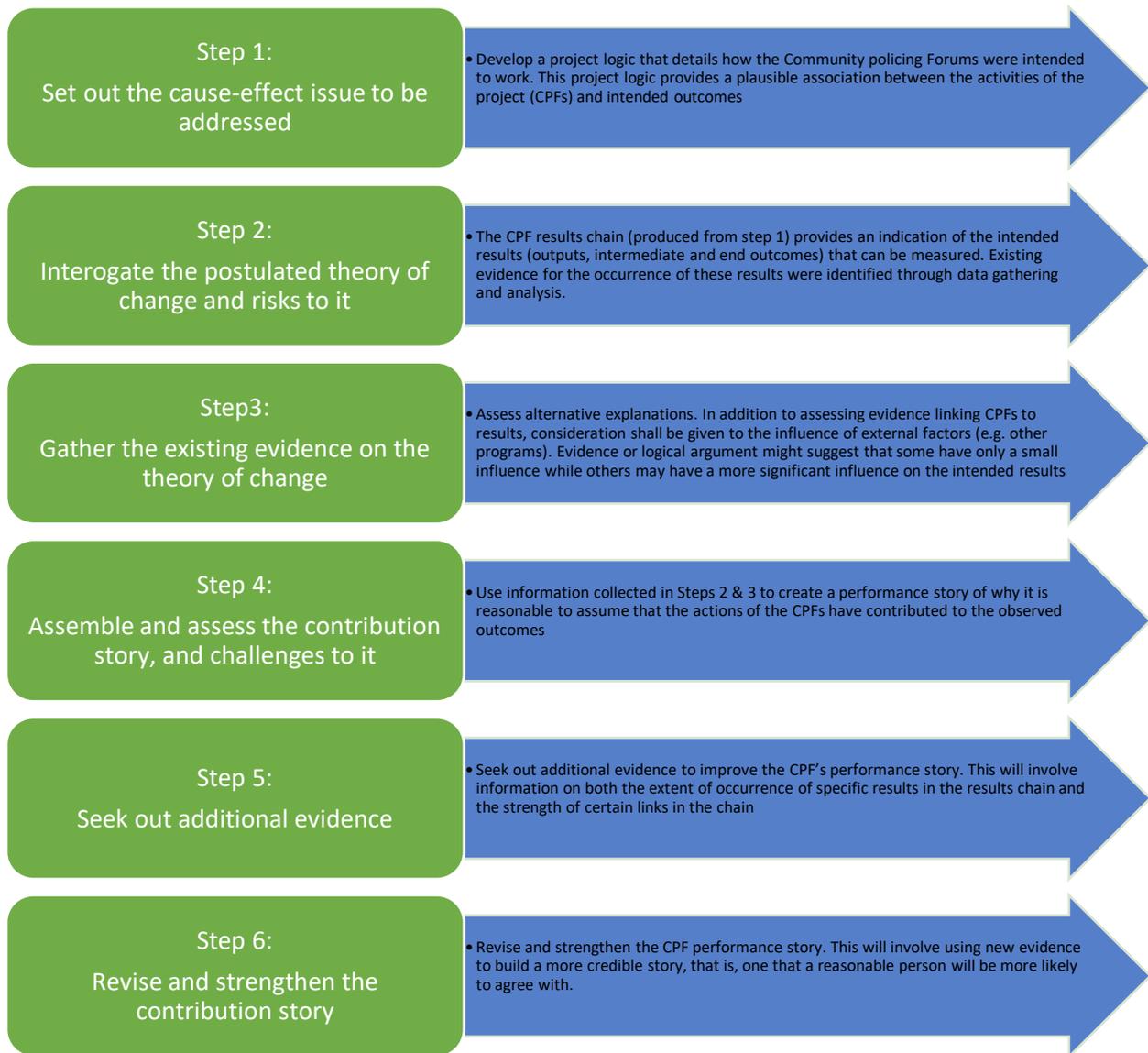
1. What contribution have the CPFs made in strengthening the relationship between community members and the police in the four selected police station catchment areas?
2. What contribution have the CPFs made to a reduction in violence in the community?

### 2.2 Evaluation Design and Methodology

The evaluation was conducted between 21<sup>st</sup> February and 15<sup>th</sup> March 2018 and included a desk-based document review, key informant interviews and focus group discussions in all the four project sites (police station catchment areas) of Nakuru Central, Kaptembwo, Elemetaita and Naivasha Central. The design of the evaluation was Contribution analysis (CA). Mayne's<sup>1,2</sup> six key steps to CA shown in Figure 1 were used in conducting the evaluation. Embedded within the steps are criteria that were used as a guide to collecting and analysing evidence on the contribution of CPFs to the project outcomes<sup>3,4</sup>. Generally, the evaluation was conducted in two phases.

#### 2.2.1 Phase I: Applying Steps 1- 3 of Contribution Analysis

The aim of the first phase of the evaluation was to work through the first four steps of the CA, namely: *setting out the cause-and-effect issue to be addressed (what mechanisms of the CPF project have contributed to reduced violence and improved safety and security of community members?); looking into the postulated theory of change; and gathering the existing evidence on the theory of change*<sup>1</sup>. During this phase of the evaluation, the consultant developed and refined a retrospective logic model of the *Jamii Thabiti's* CPFs (theory of change) (Figure 2) on the basis of existing literature obtained from project documents provided by Midrift Hurinet and a preliminary analysis of quarterly project reports data as well as secondary statistical data on reported incidences of violence from the four targeted police stations. This was centred on the purpose of the project and its delivery model designed at the start of the project in 2015.

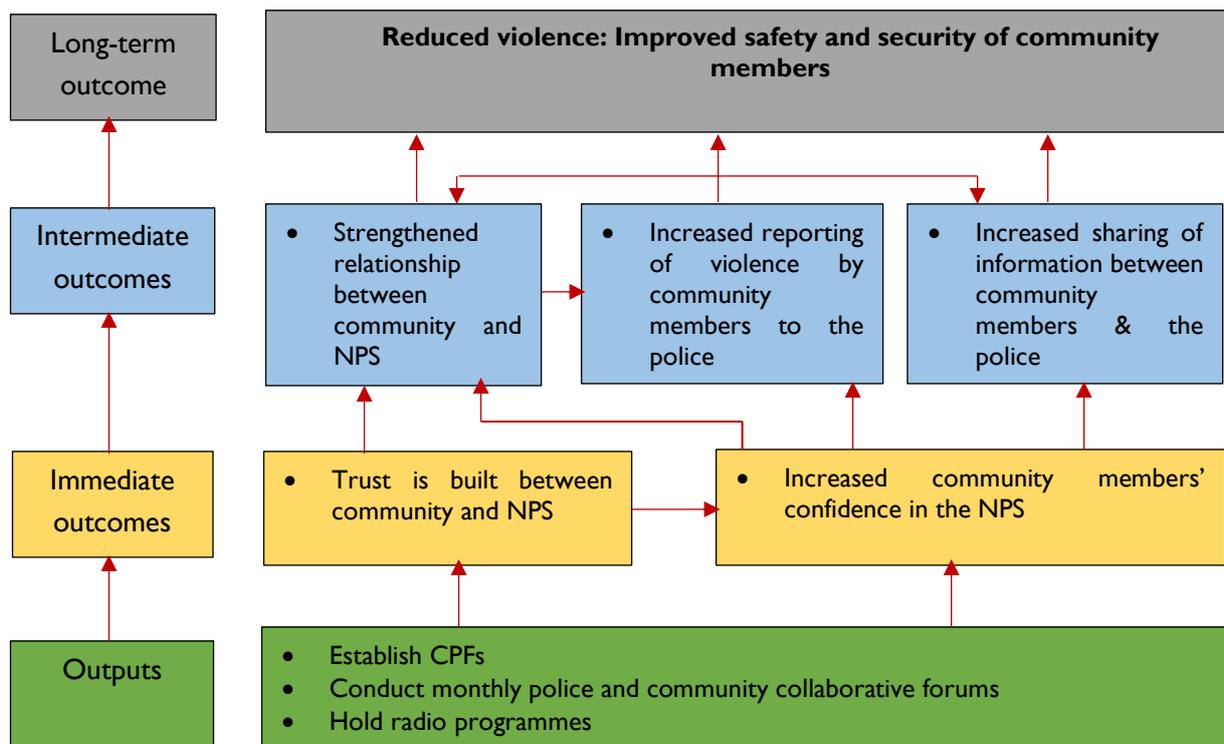


**Figure 1: Six-Step Contribution Analysis Approach**

### 2.2.1.1 Theory of Change

The Theory of Change underlying the *Jamii Thabiti* Project hypothesized that bringing together the Police (including senior police officers), Community Policing Committees (CPCs) (as per Inspector General's guidelines on community policing) and the general community members representing different stakeholders (Civil Society Organizations, Faith Based Organizations, youth, women, men and people living with disabilities) to participate in structured CPFs, the ensuing dialogue and conversations would open a different form of communication between the police and community members. The CPFs would create opportunities for genuine community engagement where the CPCs, community members and the police get spaces to talk about trust, expectations, policing strategies and tactics. Through dialogue and open conversations between community members and the police, community stereotypes against the police would begin to be dismantled, mutual trust built, respect enhanced and practices transformed thus enabling the community to begin building trust and confidence in the National Police Service (the police).

Midrift Hurinet hypothesised increased trust and confidence would result in intermediate effects on both community members' and police's attitudes and behaviours, that is, community members would feel free to communicate their safety and security concerns while the police would communicate on how the public can play critical roles in effective partnership strategies geared towards reducing and mitigating occurrences of violence at the community level; increased community members' willingness to report incidences of violence to the police and/or share information on suspected criminal activities, leading to the arrest of offenders and/or suspects and act as prosecution witnesses in particular cases; and a decrease in incidences of violence in the community. These intermediate outcomes would ultimately result in the long-term outcome of improved safety and security of community members, thus contributing to the overall goal of the *Jamii Thabiti's* Programme in Kenya.



**Figure 2: Midrift Hurinet's *Jamii Thabiti* Project Theory of Change**

### 2.2.2 Phase 2: Applying the Relevant Explanation Finder (REF) steps 4 - 6

The second phase involved *assessing the CPF contribution story and the challenges to it and revising and strengthening the contribution story*. Particular attention was paid to seeking out additional evidence (through field data collection), then *strengthening and finalizing the contribution story* in the final step. These correspond to Mayne's steps four through six<sup>1</sup>. The data collection process in phase 2 of the evaluation involved the approaches summarized in Table 1.

**Table 1: Data Collection Approaches and Total Number of Persons Interviewed**

Data Collection Approach	Total number reached
1. A short Trust and Confidence survey of direct CPF project beneficiaries and control groups across the four project sites	126 (91 direct beneficiaries and 35 control)
2. Focus group discussions with ordinary community members who were direct beneficiaries within the jurisdictions of the 4 Police Stations	8 FGDs each comprising 12 discussants (Total 120 community members)
3. Focus group discussions with Community Policing Committees	4 FGDs each comprising 12 discussants (Total 48 CPC members)
4. In-depth Key Informant Interviews with OCPDs/OCS', Designate Police Officers, Local Administration (Local Chiefs) and Partner CSOs	12 Interviews

To examine mechanisms for change and alternative explanations (Steps 4 & 5), the consultant adapted the Relevant Explanation Finder (REF) approach<sup>3</sup>. The REF framework guided the process of weighing up evidence for conditions and other factors which may have contributed to the outcome (reduced crime and improved safety and security of community members) or competed against the CPF in achieving results.

## Part 3: Evaluation Results

The sections below seek to assess progress made against each of the project's milestone/outputs and the project's contribution to the outcomes.

### 3.1 Progress on Project Outputs

An analysis of project narrative and financial reports shows that a high proportion of project targets have been reached and, as summarized in Table 2 below, 100% of planned activities were delivered in the four Police Station jurisdictions of Nakuru Central, Kaptembwo, Elementaita and Naivasha Central.

**Table 2: Progress on Milestones and Outputs**

Project Milestone	Number of Outputs/Activities			Direct Beneficiaries		
	Planned	Actual	% variance	Targeted	Achieved	% variance
❖ Hold orientation workshop	1	1	0			
❖ Setting up of CPFs	4	4	0	200	210	+5.0%
❖ Hold monthly police and community collaborative forums	12	12	0	1,200	1,682	+40.2%

Analysis of the CPF attendance records revealed beneficiary attendance of the CPFs was extremely high across all project sites. As the summaries in Table 2 show, the monthly police and community collaborative forums surpassed their targeted attendance by 40%. There were no significant differences in rates of attendance across project sites. Such consistently high rates of attendance suggest that the CPFs were accepted and well-liked by participants. The purpose of these forums was to bring together community level security structures notably the CPCs and *Nymba Kumi* committees, the police, community members and other stakeholders to review progress and explore gaps and challenges in addressing and mitigating violence at the community level in each project site.

### 3.2 Contribution of CPFs to Strengthening the Relationship between the Community and Police

As indicated in Part I of this report, one of the objectives of the CPFs was to strengthen the relationship between community members and the police in the four selected police station jurisdictions by increasing community member’s trust and confidence in the National Police Service. Analysis of project quarterly and activity reports, particularly in relation to the monthly police and

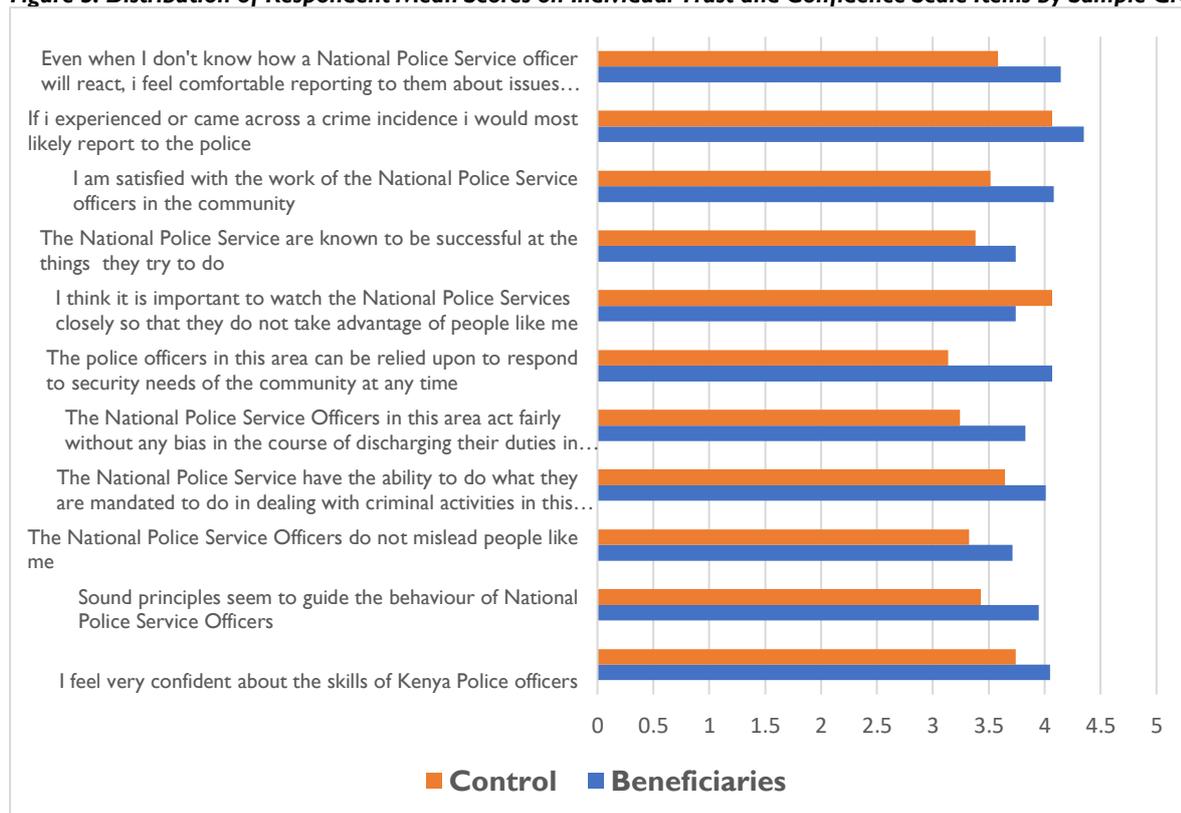
**“You have helped us to meet and dialogue with the police on security and as hawkers we are grateful.”**  
 (Mr. Ole Nasieku: Chairman, Nakuru Hawkers’

community collaborative forums shows a trajectory of consistent transformation proceeding from the community members’ appreciation of

the opportunity provided by the CPFs to meet the police, interact, dialogue, learn from each other, to changing community members’ perceptions of the police and progression to an appreciation of improving community members’ trust and confidence in the police.

Evidence of community members’ improved trust and confidence in the police is supported by quantitative primary data collected during the evaluation through administration of a short Trust and Confidence questionnaire. The sample comprised of direct project beneficiaries (91) from the four project sites (CPF attendees) in the four project sites and a control group (35) from an area where the CPFs were not held. Figure 3 below summarizes the distribution of respondent mean scores on individual items of the Trust and Measurement scale by sample group.

**Figure 3: Distribution of Respondent Mean Scores on Individual Trust and Confidence Scale Items by Sample Group**



Across all the trust and confidence measurement scale items, the beneficiary sample had consistently higher mean scores than the control group except on the item “I think it is important to watch the National Police Service closely so that they do not take advantage of people like me”, which was in the negative form. Comparison of means on the 11-item Trust and Confidence measurement scale between the beneficiary and control groups revealed that the beneficiary group had a statistically significant higher mean (44.4) than the control group (39.3) (Mean difference = 5.1; t-value = 3.031; p value = 0.005; df = 95). Analysis of variance (ANOVA) showed that mean trust and confidence scores did not differ significantly across the jurisdictions of the four target police stations, suggesting that the CPF had largely similar effects across the project sites. However, comparison of trust and confidence means scores by gender showed that female respondents had significantly higher levels of trust and confidence in the police (44.9) than male respondents (42.1) (Mean difference = 2.8; t-value = -2.0; p value = 0.000; df = 94). The gendered mean differences in favour of women may be attributed to reported reduction in incidences GBV that traditionally disproportionately affects women than men as reported in later sections of this report. This is particularly so given that GBV was among the major forms of violence that this project targeted to address.

Qualitative interviews with stakeholders and community members alike (both community-level CPC members and members from the general community who had participated in CPFs) in the project sites revealed that due to community members’ improved trust and confidence in the police, there has been corresponding improvement in the community-police relationships. It was revealed during FGDs that previously, community members were not willing to associate with the police since they considered police officers to be inhumane, unfriendly, brutal and unapproachable. Police officers who were interviewed indicated that they feel their relationship with the public in the project sites has evolved into a friendlier and collaborative one compared to the situation before they started interacting closely with the community courtesy of the CPFs. This has significantly changed community members’ perceptions and attitudes who now have a better understanding of the work of the police and are able to see the police as ordinary human beings whose work is in the community members’ best interests.

*“Before this project the community used to fear the police. They used to regard the police as “Adui” (enemy), but right now there is free interaction between the police and the community courtesy of the CPFs.*

(Chief, Nakuru Central)

Information gathered through interviews and focus group discussions strongly suggested that the CPFs have significantly contributed to the improved relationship between community members and the police. All the Police officers who were interviewed indicated that they had used the forums to explain themselves, demystify their roles in maintaining law and order and explained the challenges they face both as citizens and in the course of their duty. All the key informants interviewed seemed to converge on the fact that the forums have given a platform

*“The forums have given a platform for the community and the police to interact and share concerns and suggestions that have fostered good relationships between the police and the community”*

(Police Officer, Nakuru Central Police

for the community and the police to interact and share concerns and suggestions that have fostered good relationships

between the police and the community. The community has now begun to embrace the police as their brothers and sisters, children as well as parents, with whom they interact without fear and share meals, ideas and most importantly, information on safety and security. All the key informants

*“Before, the police were intimidating to the public, but currently the attitude of the police towards the public has changed (...). Public is more aware of the police and their operations leading to confidence and trust (...). Even more, the public is now willing to assist the police in arresting criminals...”*

**(Police Officer, Nakuru Central Police Station)**

corroborated information obtained from the community members that lauded the transformed community behaviour of not running away when they see the police or police vehicles, a behaviour that had been there for ages. To everyone, this a positive indication of a good relationship that should be supported to grow and be sustained.

### **Key Highlights of the Community-Police Relationship**

- ❖ The police officers involved in the CPFs as facilitators have raised awareness and improved community member’s knowledge on the transformation from a Police Force to the National Police Service that is friendlier and service focused than reactive as before. With this realization, the community has changed their attitudes and practices in relation to the police officers.
- ❖ There is convergence of opinion among the police, community members and other stakeholders that community members’ perceptions of the police have begun to change from that of framing police officers as instruments of brutality and extortionists to genuine enforcers of the law and providers of security to the public. Nonetheless, all also agree that that are still some elements within the NPS that hold onto the culture associated with the defunct Police Force, which continues to influence some community members’ negative view of the police.
- ❖ There is significant improvement in trust and confidence in the NPS by community members. Community members who have directly participated in the CPFs rate the NPS highly with respect to measurements of trust along the parameters of competence, integrity, fairness, dependability and confidence. This has to a great extent influenced a positive relationship between the police and community members.
- ❖ Community members consider the NPS officers to be more approachable now unlike before. The forums have helped the community to overcome the fear of the police they had before, where they would see even a police patrol vehicle and run away
- ❖ The CPFs have significantly led to an improvement in the relationship between community members and the NPS. The CPCs have helped in fostering a working relationship between the community and the police

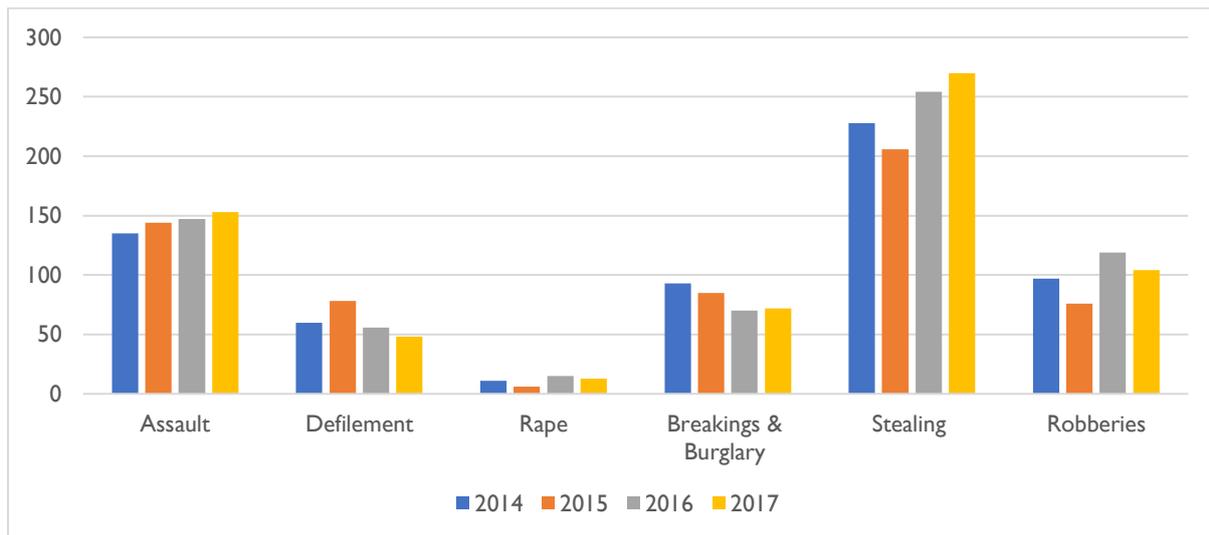
- ❖ Police officers have benefited from enhanced capacity and understanding of community policing and organization of community policing forums thus now able to communicate effectively in the CPFs in a non-adversarial manner.
- ❖ The project has enabled community policing structures to be activated and operationalized at the station level thus bridging the gap between the police and the public through the CPFs
- ❖ The community no longer view police officers as their enemies but as service providers on matters of safety and security
- ❖ The forums have increased the community awareness on the matters of security needs
- ❖ The project has created demand where Senior police officers feel that it should be scaled up to more police stations

### **3.3 Contribution of CPFs to Reporting of Violence and Information Sharing**

The CPFs' theory of change hypothesized that an improvement in the relationship between members of the community and the police would increase community members' reporting of violence and sharing information with the police on safety and security-related issues. An analysis of project monitoring reports revealed a consistent and incremental pattern of information sharing between the police and community members through the CPCs across the four project sites. For instance, the 9 CPF reports (Kaptembwo) cites the CPC appreciating a collaborating working relationship between the CPC and the police midwifed through the CPFs, a relationship that has had a positive influence on sharing intelligence information leading to arrest of suspected criminals. In the same forum, NPS officers acknowledge that indeed, members of the public are now sharing vital intelligence information which has helped in preventing violence and arresting criminals.

Secondary data on reporting of crime obtained from three of the four police stations (Nakuru Central, Kaptembwo and Elementaita) for the period 2014 – 2017 was analysed to determine trends in reporting by the public. While data was provided on all forms of crime reported under the Penal Code, only specific forms and types of crime relevant to the project was analysed. In addition, only data from Nakuru Central and Kaptembwo Police Stations is analysed at an aggregate level to reflect the general reporting trends as shown in Figure 4. Crime records data obtained from Elementaita Police Station was excluded from the analysis because assault, defilement and rape records were not clearly separated from the broad categories of crime under which they fall, yet these forms were of interest to the impact assessment due to the GBV dimension.

**Figure 4: Trends in Reporting of Crime in Two Police Stations between 2014 and 2017**



As Figure 4 illustrates, there were improvements in reporting of assault, rape, stealing and robberies incrementally from the baseline years (2014 - 2015) to the CPF interventions years (2016 – 2017).

On the contrary, reporting on defilement and breakings and burglary declined over the same period. While assault and stealing were also reported as some of the most common forms of crime in the project sites during in-depth interviews, the trends depicted in the Figure should not be construed to mean an increase in crime as clarified by the police officers and all stakeholders interviewed. According to key informants, the changing statistics are progressively taking into account the “dark figure” of crime. The dark figure of crime is a term that is used by crime experts and sociologists to illustrate the number of committed crimes that are never reported or are never discovered.

Information received from the consultant’s interaction with members of the community through FGDs across the four project sites allude to changing community behaviour and practices with respect to reporting of violence and information sharing. In one of the FGDs within the jurisdiction of Nakuru Central Police Station, the participants unanimously agreed that the feedback provided by the police on progress made with regard to addressing safety and community concerns reported as well as prompt responses to complaints raised during the CPFs has improved

community members’ confidence and willingness

to share information and

report cases of violence and criminality to the police. The FGD participants also reported that through participation in the CPFs, many community members are now aware of and have the “Mulika Uhalifu SMS code – 22068” through which they can reliably report violence and criminal activities and get timely help/support/response from the police. The discussants

*“During CPFs, we are told that reporting is a right one is entitled to. This has helped the community to report criminal incidences with ease”*

**(Female FGD participant in Naivasha)**

*“In case of anything unusual happening in the community, we let the police know promptly because as a community we are now empowered to report any incidence to the police...”*

**(Male FGD Participant, Nakuru)**

also associated improved reporting of violence with friendliness of the police stations and police officers' receptiveness to the public. Senior police officers particularly the OCPDs and OCS' were singled out for their promptness in responding to intelligence information and follow up on reported cases, thus encouraging people to report. Generally, though, most of FGD participants applauded CPFs for improvement in reporting and information sharing.

Interviews with police officers and representatives of *Jamii Thabiti* project partner CSOs working within the project sites revealed that through community-police engagements, community members' awareness and knowledge of their rights, obligations, duties and responsibilities in relation to community policing and management of community safety and security has significantly improved. This has seen the community take an active role in information sharing and reporting of both incidences of violence and suspected criminal activities thus enabling the police to respond appropriately. This has also enabled the community to hold the NPS officers accountable in a non-confrontational manner and to improve their services in these areas.

*“Reporting of cases by the community has increased. The community now trusts the police and thus they report cases to them. The level of awareness on crimes, importance of and procedures reporting, has really helped (...). The community having confidence with the police has contributed largely to the community reporting cases of violence to the police (...). There are also community watch dogs who report crimes to the police who in turn investigate these cases”*

**(Police Officer, Elementaita Police Station)**

*“The difference between 2015 and 2018 is that is a high rate of reporting from the community members and previously community members felt that their cases were being neglected but thanks to the forums (...) they now know that they can follow up on cases and action will be taken”*

**(Police Officer, Kaptembwo Police Station)**

*There has been consistent reporting and especially from the community police committees, they act as our eyes and ears on the ground, so in case of anything unusual happening in the community they let us know promptly.*

**(Chief, Naivasha)**

Despite the foregoing positive outcomes, FGD participants in Naivasha indicated that some community members were still cagey on reporting and sharing information for fear that some “rogue” police officers collude with suspected criminals. This perception is informed by what was said to be a belief that even if they were to report, nothing much would be done; where arrests are made, the suspected criminals would be released almost immediately without any explanation, formal/genuine bail terms or prosecution. Due to manifest fear, one participant in the FGD insisted that he wouldn’t report any suspects to the police due to uncertainty over his safety once he has reported. It also emerged strongly during discussions that community members who showed reluctance in reporting violence and crime would not wish to stand witnesses since they would have to face the people they reported against in the community, thus putting their safety at stake. This was particularly so because of the perception that there are no well-structured policies when it comes to witness protection or confidentiality, thus most of them shy away.

### **Key Highlights of CPFs’ Contribution to Reporting and Information Sharing**

- ❖ The CPFs have provided an avenue for information to be disseminated to the community by the CPC and the police
- ❖ There has been consistent reporting of violence, rates of reporting has gone up thanks to the CPFs. Increase in reporting has also increased since community members are reporting to both the chiefs and the police
- ❖ The OCS also plays a role in encouraging the community members to report all forms of cases through CPFs
- ❖ In some areas, reporting has gone down because the rates of violence and crime have also reduced
- ❖ CPFs provides platforms for the police to give feed back to the community after they have reported a case
- ❖ The CPFs have contributed to awareness creation that has enlightened the community on the importance of reporting criminal cases in order to secure the community
- ❖ There is a noticeably big change in the flow of information between the community and the police
- ❖ Anytime a matter is escalated to the OCS there is a very quick response to solve the problem

### **On Prosecution.....**

- ❖ Unlike 3 years ago, now the community can freely follow up on reported cases and seek for answers.
- ❖ The court process is still a challenge in that cases lack evidence and the ones that go through the process end up in having low bail terms that is not an adequate deterrent
- ❖ The CPC members should have an opportunity to sit in the court users committee so that they can give their recommendations

- ❖ The levels of prosecution have gone down since people are now keeping off violence and the public is now more aware
- ❖ There is also gradual willingness of members of the public to act as witnesses; before they were not willing to be part of the court proceedings

### 3.4 Contribution of CPFs to Safety and Security of the Community

The envisaged overall outcome of the CPFs was reduced violence and improved safety and security of the community in the project sites. Whilst the challenge of reducing existing forms of violence and crime in order to improve safety and security of the community remains a reality in all the four project sites, evaluation results show significant overall progress towards the achievement of project outcomes along the project’s Theory Of Change (TOC) over the past two years of project implementation. As has been reported in the preceding sections, a great majority of the evaluation participants felt that the initiative has successfully begun to bring about transformation and improvements in the relationship between the community and the police in the project sites through interaction, awareness raising, education, information sharing and other activities. These have influenced reporting of crime and violence while at the same time, sharing intelligence information between the police and community, which are pre-requisites to reduction of violence, crime and the ultimately securing the safety of the community.

As noted in the previous section, although reporting of violence and crime has significantly improved, this does not necessarily mean that crime or violence have increased. The increase in reporting implies that the “dark figures” of crime are just coming to the fore. Indeed, all the evaluation participants across all interview platforms felt that there was an appreciable reduction in some forms of violence. Nonetheless, at the same time, new forms of violence and crime have evolved or emerged over the same period of time. Table 3 below summarizes the views of evaluation participants with respect to reduced and emerging forms of crime/violence across the four project sites.

**Table 3: Respondents Considered forms of Reduced and Emerging Forms of Violence/Crime**

<b>Declined forms of Crime/Violence</b>	<b>Emerging forms of Crime violence</b>
<ul style="list-style-type: none"> <li>❖ Rape</li> <li>❖ Breakings</li> <li>❖ Stealing</li> <li>❖ GBV</li> <li>❖ Drug abuse and Illicit brews</li> <li>❖ Domestic violence</li> <li>❖ Assaults</li> </ul>	<ul style="list-style-type: none"> <li>❖ Gambling machines in the estates which now push children and youth into petty theft just so they can get a few coins to use on the machines</li> <li>❖ Gangs – Gaza and Odi gang</li> <li>❖ Mobile-Based Extortion/obtaining – “Confirm”</li> <li>❖ Early marriages among girls</li> </ul>

*Based on the information gathered from all the participants, despite the challenges cited above, there is some sense of safety and security among the community members thanks to the CPFs and other related interventions.*

## Highlights of CPFs' Contribution to Safety and Security

- ❖ The CPFs have injected life into CPCs which were hitherto only existent on paper
- ❖ There has been a significant drop in all forms of crime or violence, particularly domestic violence, stealing, GBV
- ❖ Realization that community has a role in security of their areas, leading to sharing of information, reporting of criminal incidences and participating in arrest of suspects

## Part 4: Conclusions and Recommendations

### 4.1 Conclusion

Despite the relatively short time frame and the contextually charged political environment during project execution, the project team managed to implement 100% of project activities under all the three objectives. Information collected through both primary and secondary methodologies in the process of this evaluation suggests that as expected, the project has contributed to improved relationships between community members and the police across the four project sites. This has been possible through enhanced community members' trust and confidence in the National Police Service as shown by the results of the short Trust and Confidence questionnaire survey triangulated through qualitative interviews as well as periodic project monitoring reports.

The evaluation has also revealed through analysis of data from a variety of sources that the CPFs have significantly contributed to increase in reporting of crime and violence to both the police and community-level administration structures, in particular the chiefs. However, there are still genuine fears and apprehension among community members in relation to security of witnesses due to perceived practical inefficiencies in implementation of witness protection policies and structures. In addition, community members and all stakeholders alike still consider prosecution of reported cases as being too slow and the results of prosecutions as unsatisfactory. Such perceptions are likely to be counter-productive to the gains made in influencing reporting of crime and violence by the community members.

Overall, the community and all stakeholders felt that the project had made a significant contribution towards reducing crime and violence leading to improvements in the safety and security of the community in the project sites. The challenge, however, remains the sustainability of the accomplishments thus far because there is emergence of new forms of crime even before the decline in initial forms that the project sought to address can be celebrated. To this extent, future programming with respect to management of crime and violence must take into consideration the multi-faceted and mutative nature of crime to ensure sustainable safety and security of the target communities.

Finally, all the stakeholders who participated in this evaluation and the CPFs project activities felt that more could have been achieved if the project had supported more CPFs.

## 4.2 Recommendations

The following recommendations are made in line with both the findings of this evaluation and from the voices of the community, the NPS officers and other stakeholders who participated in the survey.

- ❖ While acknowledging that projects of this nature are time-bound, resource-constrained and with a limited scope of outcomes, there were very strong suggestions from all the evaluation participants that in order for the CPFs to reasonably contribute to the overall national impact goal of *Jamii Thibiti* Programme while sustainably extending its impact locally, there is a compelling need to replicate the project activities in other locations neighbouring the project sites. This suggestion is premised on the stakeholders' concern that not covering a vast majority of the locations may be counter-productive and undermine the achievements made so far in addressing violence due to localised influences. Areas that were mentioned as priority targets were Bondeni, Kivumbini and London in Nakuru. If and when consideration for scaling up the CPFs is made, lessons learned from the implementation of the ending project should inform the approaches adopted for more effective delivery of outcomes.
- ❖ Notably, lack of capacity by the CPCs to execute their mandate as provided for in the National Police Service Act came out as a major gap that needs to be addressed. While the *Jamii Thibiti* was lauded for giving life to the four currently functional CPCs in the project sites, their lack of capacity undermines their ability to effectively function. It therefore imperative that their audits/assessments of their existing capacities are conducted and gaps noted judiciously addressed. Such capacity-building initiatives should also target any new CPCs formed in other areas if the preceding recommendation is adopted for implementation.
- ❖ Some of the major products of the *Jamii Thibiti* programme that were cited by the NPS officers though not directly related the CPFs but critical to their success, were the development and production of the *Community Policing and Committees Handbook*, *Inspector General's Guidelines to Police Officers and Customer Service Charter*. While these documents consolidate a sub-set of the approaches and activities that the CPFs covered by the current evaluation focused on and indeed carries the promise of a customer-focused NPS, building of collaborative community-police relationships to enhance safety and security of citizens, there is apprehension among the police officers and even the CPCs that this may never be achieved if deliberate efforts to disseminate the contents of these documents, capacity-build the police and raise awareness among the public are not undertaken. It is therefore strongly recommended that stakeholders efforts and resources are harnessed and directed towards operationalizing these manuals, raising community awareness and improving their knowledge on the same.
- ❖ There was a clarion call to scale up the project from each and every single participant in this evaluation. It is therefore strongly recommended that *Jamii Thibiti* Programme should consider scaling up the interventions to cover more police stations.

## Part 5: Bibliography

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