



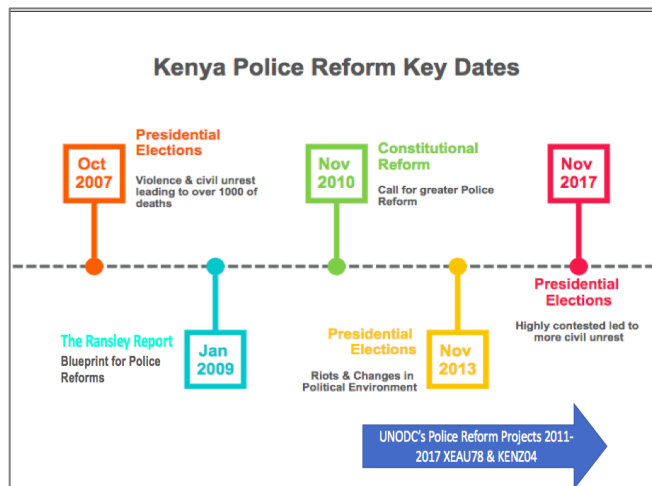
FINAL INDEPENDENT PROJECT EVALUATION:

Police Reform Programme in Kenya (KENZ04) June 2018

Countries: Kenya
Duration: 2013-2017
Budget: US \$6,350,575
Donors: Sweden, Israel
Implementing agencies: UNODC Regional Office for Eastern Africa in Nairobi- Kenya
Evaluation team: Emmanuelle Diehl (team lead) and Collins Odote (Evaluator)
FULL REPORT:

BACKGROUND AND CONTEXT

UNODC project KENZ04 'the Police Reform Programme' in Kenya was designed in the aftermath of the 2010 constitutional reform that put great emphasis on the need to modernise and transform the police agencies



KENZ04 had as the key objective to support the Government of Kenya (GoK) to modernise and transform the policing institutions, specifically (NPS, NPSC and IPOA) to become effective, efficient and trusted security agencies for Kenyans. The project was articulated around three outcomes: (i) empowered and sustainable institutional structures for policing services

established at the national level; (ii) professionalism, integrity and accountability of the National Police Service (NPS) enhanced; and (iii) strengthened operational capacities of the NPS.

MAIN FINDINGS

KENZ04 was primarily designed based on recommendations proposed by key Kenyan documents such as the Waki¹ and the Ransley reports². and prior studies conducted through other UNODC Regional Office for Eastern Africa programmes. These studies identified the priority needs of Kenya to meet international and constitutional standards. The partnership with the key police institutions and the Government of Kenya was viewed as strategic for maintained political commitment. Although the project was meant to be funded through a multi-donor fund, one donor- the Swedish Government-primarily financed the project through soft earmarking until December 2017. A minor contribution of USD \$10,000 was made by Israel at the inception of the project. Despite the project's ambitious scope and implementing challenges, it remained relevant to all stakeholders until the end.

Due to changing priorities amongst the donor and the key beneficiaries, the police agencies, some of the outcomes' related outputs (especially within outcome 3 focused on community policing) were not implemented. The key outputs that were achieved and observed were those focused on strengthening the legal and police architecture of the police agencies³. The agencies found technical assistance provided, including embedded advisors, trainings, strategies and policies drafted under mostly Outcomes 1 and 2 of KENZ04 as serving the objective of the project and the police reform more generally. The identification of 'Volunteer Reform Champions' amongst police officers, was underlined as one of the critical unintended results and most effective way to sustain

¹ <http://ictj.org/sites/default/files/ICTJ-Kenya-Dialogue-Inquiry-2008-English.pdf>

² <https://www.scribd.com/doc/245815329/Ransley-Report>

³ Most achieved outputs were training manuals and strategy documents such as the NPS Human Rights and Gender Policies, the

Standing Service Orders, the Strategic Plan, the Transformation Road Map and Manuals (version 1 &2), the Anti-Corruption Strategy and the Code of Conduct the Communication Strategy, the Transformation Framework as well as the review of the NPS Training Curriculum

trainings, disseminate the message of reforms and keep the momentum alive in the 6 pilot counties.

Although KENZ04 was designed prior to the drafting of the Sustainable Development Goals, police reforms in Kenya were within the scope of SDGs 16, 10 and 5⁴.

Overall, the project team was praised for its expertise but further police work experience could have benefitted the project. Furthermore, results could have been showcased more efficiently had a clear monitoring framework and more defined indicators been in place.

The **soft-earmarked funds** enabled the project team to adapt the activities to changing timelines. The funds were significant according to the donors' overall budget and other stakeholders, but insufficient from the police agencies **and the reform agenda that is yet to be sustained**. The trainings of police officers had been **'institutionalized'** to a certain degree through the 'Volunteer Reform Champions' but their numbers **were insufficient to spread the transformation agenda beyond the 6 pilot counties**.

Although, KENZ04 had yielded **some preliminary results**, the popularization of the reforms across the 42 counties is yet to be completed.

The evaluation team concluded that KENZ04 contributed to the **integration of international standards** in the policy architecture of the Police agencies in Kenya. With respect to human rights & gender, the project team introduced international best practices and standards but the key strategies remain to be approved by the Government of Kenya.

The **coordination and partnership with the key police agencies** (National Police Service, National Police Service Commission and Independent Police Oversight Authority) was viewed **as constructive** and reinforced as a result of this project. Nonetheless, the sustainability of the reforms was questioned as police reforms require long-standing funding, activities across the whole nation and commitment by all parties to beget durable and visible changes in police behaviour to transform from a 'Force' to 'a Service'. Other donors are continuing funding police reforms activities but at a different scale and are not necessarily focused on behavioural change from a 'Force' to a 'Service'.

KEY RECOMMENDATIONS

- **UNODC ROEA should support training and the promotion of the police reform policies and Transformation Road Map across all counties in the country.**
- **UNODC ROEA should ensure a clearer hand-over strategy to maintain the police agencies' trust and the GoK's political will to engage in the future with UNODC.**
- **UNODC ROEA should improve the Intervention Logic to be more realistic.**
- **UNODC ROEA should consider a two-person team with one local and one international experts for future projects.**

LESSONS LEARNED AND GOOD PRACTICE

- **Police Reforms are ambitious and require long-term commitment.** The outcomes of this project go beyond the feasible timeframe and funding for this project.
- **One donor is unsustainable and jeopardizes the outcomes' level of achievement.** No other donors were identified. As a result, UNODC, as KENZ04, cannot continue on supporting the government in the reforms despite the ongoing needs.
- **Political will is critical** to progress towards achieving the project's overall objectives. Support from the top governmental leadership is key to move such a political and sensitive agenda forward.
- **Political unrests** impacted the timeline of the activities. Activities should have been planned according to known political events.
- **The multi-police agencies trainings** are perceived positive. Such practice helps bring the agencies together and fosters dialogue amongst them.
- **Weekly engagement with the police agencies** is critical for moving forward the engagement and ensuring alignment with objectives and outputs.
- **Identification of the Champions** to become trainers in the field to disseminate the key elements of the reforms across the country.

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⁴ <https://sustainabledevelopment.un.org/?menu=1300>.
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