

**Report of the  
Presidential Committee on  
Review of Terms and Conditions of  
Service for the Kenya Police Force,  
the Administration Police Force,  
the Kenya Prisons Service and the  
National Youth Service  
December, 1996 – August, 1997**

PRESIDENTIAL COMMITTEE ON REVIEW OF TERMS  
AND CONDITIONS OF SERVICE FOR THE KENYA  
POLICE FORCE, THE ADMINISTRATION POLICE  
FORCE, THE KENYA PRISONS SERVICE AND  
NATIONAL YOUTH SERVICE,  
NSSF BUILDING,  
EASTERN WING, 8TH  
AND 11TH FLOORS,  
P.O. BOX 61557,  
NAIROBI.  
4TH AUGUST, 1997

His Excellency - Hon. Daniel Toroitich Arap Moi, CGH, MP,  
President and Commander-in-Chief of the Armed Forces of  
the Republic of Kenya,  
State House,

**NAIROBI.**

**Your Excellency,**

We were appointed as a Committee by your Excellency on 12th December, 1996, and subsequently gazetted in the Gazette Notice No.838, of 21st February 1997, to review the terms and conditions of service for the members of the Kenya Police Force, the Administration Police Force, the Kenya Prisons Service and the National Youth Service.

In performing our task, we have conducted interviews, received written memoranda and held discussions with officers of various ranks within the four Units, senior government officials, especially Provincial and District Commissioners, leaders and members of the public. It has been a great privilege and honour for us to have been appointed by your Excellency, to serve on the Committee and we wish to record our deep and sincere gratitude to your Excellency.

Finally, your Excellency, it is our pleasure and honour to present to you this Report which contains our findings, views and recommendations. We also take this opportunity to record our appreciation for your sincere concern towards the welfare of members of the four Units and public servants in

general. Your commitment to improving the quality of life of these officers, is manifested in the appointment of this Committee and the two other Committees, for the staff of the Civil Service and National Universities.

We remain Sir,

Your most obedient servants,



**Eng. Kipngeno Arap Ngeny, E.B.S.**

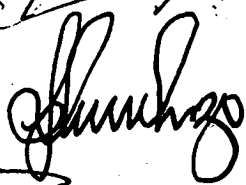
**CHAIRMAN**

**Members**

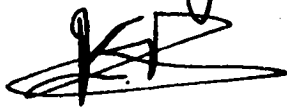
MRS. G.S. WAKHUNGU



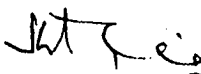
MR. PHILIP M. KILONZO, C.B.S.



MR. J.P. MWANGOVYA



MR. K.A. MAINA



MR. FRANCIS L. ABUJE




MR. ANTONY OYIER, E.B.S.



**JOINT SECRETARIES**

MR. JOSIAH O. OKUMU



MR. ERICK M. MBUSI, SS



## **TERMS OF REFERENCE**

The Committee's Terms of Reference were as follows:-

- (a) To examine the current terms and conditions of service and make recommendations on necessary changes that will improve their efficiency and effectiveness in fulfilling their respective mandates.
- (b) To examine the administrative and organizational structures and make recommendations on improving their delivery of service to the people.

## **PREVIOUS REPORTS**

Since Independence, in 1963, a number of Committees and Commissions have been appointed to review Terms and Conditions of Service for Civil Servants, which included members of Police Force, the Administration Police Force, the Prisons Service and the National Youth Service.

These are:

- ▶ The Pratt Commission of 1963
- ▶ The Miller Craig Committee of 1967
- ▶ The Ndegwa Commission of 1970
- ▶ The Wamalwa Committee of 1971-72
- ▶ The Waruhiu Committee of 1979
- ▶ The Ramtu Committee of 1985
- ▶ The Mbithi Committee of 1990

However, in 1987, the Ominde Committee was appointed to specifically examine the terms and conditions of service for members of the four Units.

The Committee, in its Report, made several recommendations touching on Salaries and Allowances, Recruitment and Training, Housing, Facilities and Welfare among others. This Committee notes that the Government only implemented those recommendations which dealt with personal emoluments and the grading structures of the Disciplined Forces. Most of the

recommendations on the allowances were, however, not implemented. The Committee examined these, and where necessary, made appropriate recommendations.

## ACKNOWLEDGEMENTS

We would like to express our appreciation for the assistance and co-operation received from all persons who contributed to the work and success of the Committee.

We wish to express special thanks to the Permanent Secretary, Secretary to the Cabinet and Head of the Public Service for administrative support; the Permanent Secretary, Ministry of Finance for advice on Financial position; the Permanent Secretary and Director, Directorate of Personnel Management for advice on Personnel matters and for providing the Committee with the Secretariat; The Attorney General for legal advice; the Permanent Secretary, Provincial Administration and Internal Security for his presentation; the Permanent Secretary, Ministry of Public Works for his presentation and for facilitating the acquisition of offices at the NSSF building Block A 11th floor; the Permanent Secretary, Ministry of Lands and Settlement for offering offices at the same building and floor; Provincial Commissioners for making preparations for interviews at various centres; the Commissioner of Police; the Commissioner of Prisons; Commandant, General Service Unit; Commandant, Administration Police; the Director, National Youth Service; the Director, Criminal Investigation Department; and the Director, Security Intelligence Department for their submissions; the Provincial Police Officers, the Commandants and Heads of various Training Institutions of the four Units for their hospitality and presentations; the Director of National Hospital Insurance Fund, for availing offices to the Committee at NSSF building, Block A, 8th floor, and, lastly the Department of Defence for facilitating the Committee's visit to Garissa and Mombasa.

We wish to record our special and sincere appreciation to the Joint Secretaries, Messrs Josiah O. Okumu and Erick M. Mbusi for the exemplary administrative services rendered, particularly in the management of the Secretariat, the co-ordination and organisation of field interviews without which the Committee's task would not have been successfully accomplished. Throughout the period of interviews and subsequent discussions, they demonstrated total commitment and were always resourceful in ideas and suggestions.

The Committee equally wishes to appreciate the commendable work done by the team of Resource Persons who worked tirelessly in recording and sorting out the massive data received from interviews and written memoranda, and for their effective participation when preparing this report. The team consists of Mr. Isaac M. Kavuu, Mr. Geoffrey S. Ouma, Alice W. Muita (Mrs) and Caroline H.N. Ausukuya (Ms).

We also note with great satisfaction and gratitude the efficiency and maturity displayed by the Secretarial Staff who typed and word processed all our drafts. These include: Mr. John N. Kuria, Esther M'imboga Liyengwa (Mrs), Jane W. Kimani (Mrs), Teresa Muthoni Wairagu (Ms), Annet K. Munyi (Ms), Redempta M. Nzue (Miss), Winfridah N. Maranga (Ms) and Susan K. Nthigai (Ms).

Finally, the Committee wishes to thank the following Support Staff for the services rendered:- Mr. Duncan V. Ashubwe, Mr. Sulmon O. Meyo, Mr. Geoffrey N. Omwenga, Mr. Stanley I. Kariuki, Mr. C.K. Ndungu, Mr. J.N. Nyangincha, Boniface M. Mule, Mr. G.W. Wechuli, Mr. M.K. Cheruiyot, Mr. Cyrus N. Milali, Cpl. Simon Kivuti, Mr. Githae A.A. Wachira, Mr. B.O. Lwal, and Mr. A.M. Muasya.

## **EXECUTIVE SUMMARY**

### **Introduction**

1. The Committee was appointed by H.E. The President on 12th December, 1996 and subsequently gazetted in the Gazette Notice No.838, of 21st February, 1997.
2. The main objective of the Committee was to review the terms and conditions of service for the members of the Kenya Police Force, the Administration Police Force, the Kenya Prisons and National Youth Services; examine their administrative and organisational structures and make recommendations on the necessary changes that would improve their efficiency and effectiveness in fulfilling their respective mandates, as well as improving their delivery of service to the people.

### **Methodology**

3. The required information was gathered through oral interviews and discussion with members of the four Units and the public. The Committee also received written memoranda and made reference to relevant documents and materials.

### **Main Issues in the Report**

4. The Committee in its work addressed several issues including, the performance of the economy, recruitment and training, salaries and allowances, career development, welfare and retirement benefits, housing, facilities, administrative and organisational structures and financial implications of the recommendations.

### **Performance of the Economy**

5. The Committee noted that the economic recovery started in 1994 with improvement in agricultural production and a growth rate of Gross Domestic Product of 3%. This improved to 4.9% in 1995 and was expected to improve further to 5.5 % in 1996.



Perhaps the most significant achievement in this process of recovery has been a sharp decline in the average annual rate of inflation from 46% in 1993 to 9% in 1996.

During the period under review, 1991 - 1995, the Government intensified the Structural Adjustment Programmes started in the latter part of 1980s. This was aimed at achieving rapid economic growth to generate more income to, among other things, alleviate poverty.

### **Recruitment and Training**

6. With regard to recruitment and training, the Committee has underscored the need to improve the quality of training through streamlined recruitment procedures and introduction of new subjects which will infuse professionalism and facilitate change of attitude among the Disciplined Forces. Good public image of members of these Units is an important asset to their work, and the Committee has observed that, this can be improved through effective training.

### **Salaries and Allowances**

7. The Committee has taken cognisance of the fact that the desired change in attitudes and improvement of efficiency and performance will to a large extent depend, on the level of remuneration, and the provision of, appropriate allowances.

### **Salaries**

8. The Committee noted that the last salary review was conducted by Mbithi Salary Review Committee in 1990, for the whole Civil Service, which included the four Units and, that since that time, the prices of basic consumer goods have risen drastically due to inflationary pressures. As a result, the purchasing power of the Officers in these Units has been seriously eroded. Despite low rates of inflation realised in 1994 and 1995, the prices of all basic commodities, more than doubled between 1991 and 1994, without corresponding increases in real wages. For example, the current salary for the lowest rank within the Disciplined Forces e.g. Police Constable is Kshs 3,245, p.m. with a Medical Allowance of Kshs 330

p.m. After some deductions and commitments, take home salary is about Kshs 2,000 p.m. This amount of money can hardly feed a family of six for a month, leave alone education and other expenses. The situation is likely to be worse because of the spiralling costs of foodstuffs.

Proposals for salary increases ranging from 250 to 476 per cent were therefore, made to the Committee.

9. The Committee has, however, considered these proposals, against other factors, which include;
- (i) Severe drought the country experienced during the first quarter of 1997, which has resulted in a downward trend in the rate economic growth to between 4.2% to 4.5% as opposed to the projected 5% for 1997.
  - (ii) The ongoing Civil Service Reform Programme whose primary objective is to reduce the size of the Civil Service to an optimum level so as to provide suitable and attractive remunerative package for civil servants.
  - (iii) General contribution of members of these Units to economic growth through provision of security and an enabling environment which in terms of productivity factor has been estimated to 3.8% over the growth period.
  - (iv) Consumer price index whose average for all income groups rose from 180 in January 1991 to 537.5 in December 1996. This in effect, means that the cost of living for the three income groups rose by 357.5 over the same period. Thus in terms of percentage, the cost of living rose by  $(357.5/180) \times 100 = 198.6\%$ . Hence, the expected total salary increase, based on full compensation as a result of increase in cost of living and productivity factor, would be an award of 202.4% calculated as follows:

Cost of living compensation	-	198.6%
Productivity factor award	-	3.8%
<b>Total</b>	-	<b>202.4%</b>

10. The Committee observed that members of these Units are part of the Civil Service and hence, their proposed salary increment should conform to that of the Civil Service. In this regard, consultations with the Civil Servants Review Committee revealed that the rate of increase for officers comparable to lowest ranks in these Units is 175% i.e. JG "F".

In view of the above factors, the Committee has recommended;

*a salary increase of 175% for lower ranks, reducing progressively to 100% for the highest ranks in the four Units, for implementation w.e.f. 1st July, 1997. This increase raises the minimum salary payable to the lowest rank to K£5,355 p.a. (Ksh.8,925 p.m.) and K£30,033 p.a. (Ksh50,055 p.m.) for the highest rank "JG" "T".*

11. The Committee has, attempted to balance the need for proper remuneration package with the ability of the Government to pay in order to enhance commitment and positive attitudes in the Disciplined Forces.

### **Allowances**

12. These allowances have been categorised as follows:
- (i) Common Allowances
  - (ii) Allowances already existing and which are unique to the Units
  - (iii) Proposed Allowances
13. The Committee noted that some of these allowances are common to the entire Civil Service, while others are unique to these Units. Proposals have also been made for the introduction of new allowances to compensate these officers for various assignments and responsibilities. These allowances form an important component of these officers' remuneration package. The Committee has, therefore, made recommendations to increase the rates where necessary.

Recommended increases range between 300% and 500% on average, leading to an estimated additional expenditure amounting to K£186,742,095 p.a.

14. In recognition of the need to continually motivate these officers, *the Committee has recommended the establishment of a Standing Committee to review salaries and allowances on regular basis so as to keep pace with inflationary trends.*

#### **Schemes of Service/Career Development**

15. The Committee has examined the promotion procedures and career guidelines provided for the four (4) Units. These are contained, in the Force and Service Standing Orders, in relation to the Kenya Police Force and Prisons Service respectively. However, the Committee has noted with concern, that there are no guidelines on career development for both the Administration Police Force and the National Youth Service, hence, decisions on promotions of the Administration Police officers and the National Youth Service staff are handled by District Commissioners and the Director of the National Youth Service, respectively. In the absence of a scheme of service, the Committee has recommended the development of Administration Police Force Standing Orders and National Youth Service Standing Orders to provide for, inter alia, professional growth of these officers.

#### **Discipline**

16. In recognition of the importance to maintain discipline in the four Units, the Committee has examined disciplinary processes and procedures as outlined in the Police Standing Orders, the Prisons Service Standing Orders and Service Commission Act and made necessary recommendations. It has also been observed that the Administration Police Force and National Youth Service do not have Force Standing Orders to regulate their affairs. Recommendations have been made in the Report, for their development.

## **Welfare, Retirement and Benefits**

17. Proper provision of Staff Welfare facilities, can significantly contribute towards enhancing the morale and the overall efficiency of staff. The existing arrangements have therefore, been carefully examined and the Committee has recommended, among others, appointment of a responsible officer, at every level, with specific responsibilities relating to staff welfare.

### **Housing**

18. It was evident from presentations and visits by the Committee that there is widespread acute shortage of houses in all the units except the National Youth Service. Many of the housing Projects have stalled since 1980s. Officers of the Other Ranks within the two Police Forces, are required by regulation to live within the Police Lines.

Junior Officers in the Prisons Service and National Youth Service also live within the institutions' premises. The Committee found out, that most of these houses are dilapidated, some have leaking roofs due to inappropriate design, while, others are typical mud - houses. The Committee observed that some facilities which were, hitherto, meant for recreational purposes have been converted into residential units. It is therefore not, uncommon to find four families sharing a small room! This kind of arrangement is unhealthy, dehumanizing and has greatly contributed to the demotivation and demoralization of officers.

The Committee also found out that, those officers, ie Inspectorate and above, who are free to secure accommodation outside the Institutions, are equally hard - hit, because the house allowance given is not sufficient to secure decent accommodation. Hence, in major urban centres, a disturbingly large number of these officers live in unsuitable houses. Some live far away from their places of work, thus making it difficult and expensive, for them to reach their places of work on time.

The housing situation is therefore, critical, hence, in order to forestall the looming crisis, the Committee has made, inter-alia, the following recommendations:-

- (i) *that the Government should, with immediate effect undertake to build low cost housing units under a deliberate and comprehensive housing scheme. The Director of Housing Ministry of Public Works be consulted for appropriate design.*
- (ii) *that the possibility of utilizing the combined efforts of both the National Youth Service and Prisons Service in the provision of the required low cost houses be explored where practicable.*
- (iii) *that urgent and immediate arrangements be made to provide funds for completion of stalled housing projects with priority being given to those near completion.*
- (iv) *that the Government leases block houses for officers of Other Ranks and their equivalents close to their working stations.*
- (v) *that house allowance be pegged to the current market rate, in relation to the areas of residence.*

### **Facilities**

19. The Committee noted that the present facilities particularly, vehicles, stationery, communications and training equipment, are grossly inadequate and this has severely constrained the operations of the Units, including their Training Institutions. Recommendations have been made for the provision of more funds to facilitate procurement, rehabilitation and maintenance of facilities and equipment. The total cost has been estimated at **K£ 344,082,620**.

However, and even more importantly, the Committee was informed that some donors are willing to assist, but they have attached some conditions. The Committee has therefore, strongly recommended that:-

*appropriate steps be taken by the Government to seriously address the issue of donor funding as this will be a practical step towards*

*resolving the perennial problem of under funding, in relation to the provision of vital facilities and equipment, for the four Units and their Training Institutions.*

### **Administrative and Organisational Structures**

20. In relation to the existing Administrative and Organisational Structures, the Committee has recommended that where anomalies exist, they be rectified in accordance with the grading system of the rest of Civil Service. In cases where the Committee found merit to upgrade some posts, justification and recommendations have been made to that effect.

### **Financial Implications**

21. The Financial Implications of various recommendations made are summarised as follows:

<b>Salaries</b>	-	<b>K£ 360,888,078 p.a.</b>
<b>Allowances</b>	-	<b>K£ 186,742,095 p.a.</b>
<b>Housing Projects</b>	-	<b>K£ 156,553,027</b>
<b>Facilities</b>	-	<b>K£ 344,082,020</b>

For details see the following tables:

	<b>Table</b>
Salaries	5.1
Allowances	5.2 to 5.6
Housing Projects	12.1
Facilities	12.1

22. The Committee is aware of the present state of the economy given the heavy financial undertaking in alleviating famine and commitment in carrying out the impending general elections. It is however, important for the Government to take note of the socio-economic and political implications of allowing the morale and productivity of the Disciplined Forces to ebb below its present level. There is, therefore, need to evaluate the current short-term financial constraints against the more fundamental and lasting requirement to build a well

motivated, innovative and highly productive Force, that will competently safeguard internal state security, ensure national stability and economic growth.



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# CHAPTER 1

## INTRODUCTION

- 1.1 In the last thirty four years, Kenya has been an Island of Peace. This has been due to the mature and steadfast political leadership, besides the manifest professionalism and discipline of the security forces.
- 1.2 The last Review of Terms and Conditions of Service for members of the Kenya Police Force, the Administration Police Force, the National Youth Service and the Kenya Prisons Service, was carried out by the Ominde Committee in 1987/88. Since then, a number of developments have taken place: population has continued to increase; education has expanded and, young educated people have continued to migrate from rural areas to urban centres in search of employment. Employment opportunities have, however, continued to dwindle. Hence, these young people, as they drift to urban areas, have been forced by circumstances, for purposes of survival, to engage in sophisticated, white collar criminal activities. Even in the rural areas, crime has become more widespread, violent and sophisticated in nature.
- 1.3 Besides, there has been influx of refugees into the country, some of whom, are criminals. This has resulted into the infiltration of dangerous and sophisticated weapons, which in most cases, have been used for criminal activities. These developments, have complicated the whole issue of policing, maintenance of law and order, which have a direct bearing on internal state security.
- 1.4 As stated in the National Development Plan, 1997- 2001 and emphasized in the Sessional Paper No.2 of 1996, on "Industrial Transformation to the year 2020", Kenya is set to adopt policies and programmes which will facilitate the realization of industrialization by the year 2020. It should be noted that, a pre-requisite for industrial development is political and social stability. No Investor will risk long term economic investment where stability does not prevail. An unstable business climate discourages new investment, and encourages disinvestment, capital flight and speculative

investment. The maintenance of law and order, mainly rests with the members of the three Units, namely, the two Police Forces and the Prisons Service.

- 1.5 The above three (3) Units, which are part of the Civil Service, form an important inner security arm of the country. Each plays an important role, complementary to the others. The fourth Unit, the National Youth Service, which is also part of the Civil Service, was formed in April 1964 as a developmental Unit for the youth. The general definition of its functions is contained in the National Youth Service Act of 1965. The Service, though not armed, has adopted a similar system to that of Uniformed Forces. Its Act has a provision for a disciplinary Code and has a clause that, in case of war or emergency situation, the National Youth Service, would be deployed alongside the armed forces.
- 1.6 It is against this background, that the Committee's recommendations should be understood, **for without a well disciplined, properly sheltered, remunerated and highly motivated force, ready to take risks and sacrifices, the internal security of the state may be greatly compromised.**
- 1.7 It is with the above concern, that His Excellency the President, appointed this Committee on 12th December, 1996, to Review the Terms and Conditions of Service for the Kenya Police Force, the Administration Police Force, the Kenya Prison Service and the National Youth Service.

## CHAPTER 2

### OBJECTIVES, METHODS AND PROCEDURES.

- 2.1. This Section focuses on the methods and procedures used in collecting information and data in relation to Terms and Conditions of Service for members of the four Units.

#### Objectives

- 2.2 The main purpose was to review the Terms and Conditions of Service for members of the four Units; examine their administrative and organisational structures and make recommendations on the necessary changes that would improve their efficiency and effectiveness in fulfilling their respective mandates, as well as improving their delivery of service to the people.

#### Methods:

- 2.3 The Committee adopted the following methods of collecting information:
- ▶ Notices to the public in the Mass Media;
  - ▶ Oral interviews/discussions in public or where necessary in camera. These were conducted mainly at various Provincial Headquarters and Training Institutions;
  - ▶ Interviews and receipt of written memoranda from ;
    - Principal actors (Policy);
    - stake holders within the four Units/Civil Service;
  - ▶ Visits to residential quarters, barracks and Police Lines;
  - ▶ Reference to past Salary Review Committee Reports and other relevant documents;
  - ▶ Use of Resource Persons.

## **Procedure**

### **Notices to the Public.**

- 2.4. The public and all interested groups and individuals were informed of the impending interviews through notices in the print media as follows:-

Saturday, 11th Jan 1997	-	Kenya Times
Monday, 13th Jan 1997	-	Kenya Times
Wednesday, 15th Jan 1997	-	Kenya Times

### **Data collection; Oral and written presentation.**

- 2.5. The Committee conducted oral interviews, held discussions and received written presentations, from officers of various ranks within the four Units, Senior Government Officials, Heads of the Training Institutions, leaders and members of the public as indicated in the following table:-

## VISITS AND INTERVIEWS SCHEDULE

DATE	PLACE VISITED	PERSON(S)/GROUP(S) INTERVIEWED	PROVINCE
13/1/1997	Kodiaga Prison  Kenya Police Lines  AP Lines	Provincial Prisons Commandant and his team Provincial Police Officer  The DC - Kisumu	NYANZA
14/1/1997	PCs Office, Kisumu	Provincial Commissioner and his team.  Views from various Ranks of Police, Prisons staff and other members of the Public.	NYANZA
15/1/1997	PCs Office, Kakamega  - Kenya Police Lines - Prisons Staff Quarters	Provincial Commissioner and his team.  Views from various Ranks of Police, Prisons, NYS staff and other members of the Public.	WESTERN
16/1/1997	PCs Office, Nyeri  -Prisons Staff Quarters -AP Lines -Kenya Police Lines	Provincial Commissioner and his team.  Views from various Ranks of Police, Prisons and other members of the Public.	CENTRAL

17/1/1997	PCs Office, Embu  -AP Lines -Kenya Police Lines -Prisons Staff Quarters	Provincial Commissioner and his team.  Views from various Ranks of Police, Prisons, NYS staff and members of the Public.	EASTERN
18/1/1997	PCs Office, Nakuru  -AP Lines -Kenya Police Lines -Prisons Staff Quarters	Provincial Commissioner and his team.  Views from various Ranks of Police, Prisons, NYS staff and members of the Public.	RIFT VALLEY
22/1/1997	PCs Office, Garissa  -AP Lines, -Kenya Police Lines -Prisons Staff Quarters	Provincial Commissioner and his team.  Views from various Ranks of Police, Prisons, NYS staff and members of the Public	NORTH EASTERN
23/1/1997	PCs Office, Mombasa  -NYS Training School, Mtongwe. -Kenya Police Border Post- Lunga Lunga	Provincial Commissioner and his team.  Views from various Ranks of Police, Prisons, NYS staff and members of the Public.	COAST



25/1/1997	PCs Office, Nairobi	Provincial Commissioner and his team.  Views from various Ranks of Police, Prisons, NYS staff and members of the Public.	NAIROBI
29/1/1997	Administration Police College - Embakasi  Prisons Training School Ruiru	College Commandant and his team.  College Commandant and his team.	NAIROBI
30/1/97	Committee's Board Room, NSSF Building	Director NYS and his team.	NAIROBI
31/1/1997	Anti-Stock Theft Unit Gilgil	Commandant and his team.	RIFT VALLEY
31/1/1997	-Naivasha Maximum Security Prison -Prison Staff Quarters	Officer in Charge and his team. Officer In Charge- Prisons	RIFT VALLEY
3/2/1997	Committee's Board Room, NSSF Building.	Commissioner of Prisons and his team.	NAIROBI
5/2/1997	-Kenya Police College Kiganjo -Staff Quarters	College Commandant and his team.	CENTRAL
6/2/1997	Committee's Board Room, NSSF Building.	Commandant Administration Police Training College and his team.	NAIROBI

7/2/1997	<p>National Youth Service Yatta</p> <p>Yatta Police Station</p> <p>DO's Office Yatta</p>	<p>Commandant and his team.</p> <p>Officer Commanding Police Station, Yatta</p> <p>AP Chief Inspector, Yatta</p>	EASTERN
11/2/1997	<p>Committee's Board Room, NSSF Building</p> <p>Harambee House</p>	<p>Commissioner of Police and his team.</p> <p>Permanent Secretary/Head of Public Service and Secretary to the Cabinet</p>	NAIROBI
12/2/1997	<ul style="list-style-type: none"> <li>-Industrial Area Police Station</li> <li>-Police Band Section</li> <li>-Stalled Housing Projects</li> <li>-Police Driving School</li> </ul>	<p>Provincial Police Officer</p> <p>Officer Commanding Police Division, Embakasi</p> <p>Officer Commanding Police Station, Industrial area Police Post</p>	NAIROBI

13/2/1997	G.S.U. Headquarters- Ruaraka.	Deputy Commandant and his team.	NAIROBI
	GSU Recce Company Ruiru Camp	Deputy Commandant and his team.	CENTRAL
	GSU Training School Embakasi	College Commandant and his team.	NAIROBI
	GSU Magadi Field Training Camp	Deputy Commandant GSU and his team	RIFT VALLEY
14/2/1997	Police Airwing- Wilson Airport.	Airwing Commandant	NAIROBI
	Police Signals Training School Nairobi South 'C'	Officer in Charge Signals Training School and his team.	
17/2/1997	Committee's Board Room NSSF Building	Mr. Eliud Mahihu former Provincial Commissioner	NAIROBI
19/2/1997	Committee's Board Room NSSF Building	Executive Director International Federation of Women Lawyers (FIDA)	NAIROBI
20/2/1997	Police Central Workshops Industrial Area	Chief Transport Officer and his team.	NAIROBI
	CID Training School Nairobi South 'C'	Commandant and his team.	

21/2/1997	Committee's Board Room NSSF Building	Permanent Secretary and Director, Directorate of Personnel Management and his team.	NAIROBI
24/2/1997	Treasury Building	-Permanent Secretary, Finance -Financial Secretary -Director of Budget	NAIROBI
25/2/1997	Committee's Board Room NSSF Building	Director of Public Prosecutions	NAIROBI
4/3/1997	Law Courts Committee's Board Room NSSF Building	Chief Justice Permanent Secretary, Public Works and Housing and his team	NAIROBI
6/3/1997	A.G. Chambers	Attorney General and his team	NAIROBI
7/3/1997	Mathare Low cost Housing Project Umoja Women's Building Project.  Institute of Highways and Buildings Technology. Kayole Mihango Muungano Women's Group Housing Project, Kayole	Director of Housing, Ministry of Public Works. Officer I/C Mathare Low Cost Housing Project. Principal of the Institute and his team  Leader, Kayole Mihango Muungano Women's Group	NAIROBI

10/3/97	Committee's Board Room NSSF Building	Permanent Secretary, Provincial Administration & Internal Security	NAIROBI
11/3/97	Kamiti Maximum Prison  Presidential Escort Unit, Highridge	Officer In Charge and his team.  Deputy Commandant and his team.	NAIROBI
12/3/97	National Youth Service Training College, Gilgil	College Commandant and his team.	RIFT VALLEY
13/3/97	Committee's Board Room NSSF Building	Mr. J.S. Mathenge, former Permanent Secretary and former Chairman Public Service Commission.	NAIROBI

- 2.6. The main objective of these interviews/discussions was to give members of the public, officers of various ranks, leaders and organisations the opportunity, to express their views and offer recommendations on issues related to the given Terms of Reference.

## CHAPTER 3

### ECONOMIC BACKGROUND

#### Preamble

- 3.1** This Chapter will review the main economic developments that have taken place in this country focusing on the period between 1991 and 1995 but with some mention of the rest of the period since independence. It will cover the major economic indicators such as trend of economic growth, performance of the economy, savings, employment earnings, consumer price index, balance of payments and Government expenditure among others.
- 3.2.** Whereas the performance of the entire economy will be covered including some mention of the international scene, the emphasis will, nevertheless, be on the public sector given that it is this sector that will to a large extent be influenced by the recommendations contained in this report.

#### Trend of Economic Growth

- 3.3** The country realized relatively good and encouraging economic growth during the early years of independence. In the period 1964 to 1973, real Gross Domestic Product (GDP) grew at an average rate of 6.60 per cent per annum. This was as a result of higher agricultural output through land reform that led to redistribution of agricultural land and expansion of the areas under agriculture, industrialization strategy based on import substitution and public sector participation in manufacturing.

However, this trend started declining since the oil crisis of mid 1970s to an average of 5.2% in the period 1974-1979, 4.1% in 1980-1989 and further declined to 2.5% during 1990-1995. This trend is shown in table 3.1 below for the period 1964-95.

**Table 3.1 Average annual Growth Rates of Real Gross Domestic Product, 1964-95 In Percentages**

	1964-73	1974-79	1980-89	1990-95
Agriculture	4.60	3.90	3.30	0.40
Manufacturing	9.10	10.00	4.80	3.00
Govt. Services	16.90	6.50	4.90	2.60
GDP	6.60	5.20	4.10	2.50

**(Source: National Development Plan 1997 -2001)**

- 3.4** From the table it is evident that the GDP growth rate has declined progressively over the years since independence due to a variety of factors. For instance more recently, the economy witnessed a severe decline in activity during the years 1991-1993 which was mainly due to severe drought conditions and a substantial decline in agricultural production together with excessive growth in money supply.
- 3.5** The same trend is reflected in all the sectors except manufacturing whose growth increased slightly in the second period but declined sharply during the subsequent periods. From 1980 onwards, the largest drop has been observed in the agricultural sector. Indeed, the agricultural sector has been showing a consistently declining rate of growth compared to the high growth witnessed during 1964-1973 which can be attributed largely to the cyclical and unfavourable rainfall patterns which have adverse effect on the agricultural production.
- 3.6** Economic recovery started in 1994 with improvement in agricultural production. Perhaps the most important achievement in this process of recovery has been a sharp decline in the average annual rate of inflation from 46% in 1993 to 9% in 1996.

## **Performance of the Economy, 1991-1995**

- 3.7** The improvement of the living standards of the people in this country will largely depend on significant increases in real per capita incomes which can only be achieved through sustained growth. Economic growth during the period under review was influenced by a number of both external and domestic factors.
- 3.8** It is important to note that because of the increasing role of international trade and consequent inter-dependence, economic developments in other parts of the world will inevitably affect the Kenyan economy.
- 3.9** The growth of the world economy in the 1990s has been slow particularly in the industrialised countries. This has affected the demand for Kenyan products leading to low foreign exchange earnings which the country depends on for the importation of industrial machinery and other essential items such as inputs. The United Nations embargo on Iraq's crude oil following the Gulf War of 1991 led to a rise of the price of crude oil which in turn caused general increase of prices with adverse effect on world economies. The Kenyan economy was further adversely affected by the withdrawal of balance of payments support to the country by the donor community in 1991.
- 3.10** During the period under review, the Government intensified the Structural Adjustment Programmes started in the later part of 1980s. This was aimed at achieving rapid economic growth to generate income, to among other things, alleviate poverty. The emphasis during this period has been on pursuing strict monetary policy, budget rationalization, privatization of parastatals, promotion of private sector investment, recovery of agricultural production, liberalization of foreign exchange and promotion of exports. Some of the reform measures have had short term negative impact such as reduction in domestic production following the removal of high rates of protection. However, many of the reform measures have achieved the desired effects on the economy. There are already indications of commitment to the reform programme, in this regard, the Government has either



completely divested its holding or reduced its shares in a total of 140 out of 207 state enterprises planned for divestiture.

- 3.11** Indeed, it is apparent that the Government considers the private sector as the major basis for sustainable long term economic growth and will accordingly progressively reduce the role of the public sector in the economy through rationalization of public sector firms and an accelerated programme of privatization.
- 3.12** Table 3.2. below illustrates the pivotal role agricultural sector plays in the economy of the country. The performance of the economy centres on the growth of this vital sector, which as in many developing countries, forms the backbone of our economy. Indeed, as shown in the table there is apparently positive correlation between the Growth of GDP and that of agricultural sector especially for the years 1994 and 1995.

**Table 3.2. Real Growth of Gross Domestic Product for Selected Sectors, 1990-95 in Percentages**

	1990	1991	1992	1993	1994	1995
Total GDP	4.2	2.1	0.5	0.2	3.0	4.9
Agriculture	3.4	-1.1	-3.7	-4.1	2.8	4.8
Manufacturing	5.2	3.8	1.2	1.8	1.9	3.9
Govt. Services	4.4	3.6	2.4	2.1	1.1	1.8

(Source: Central Bureau of Statistics)

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- 3.13** It is also imperative to briefly consider the gradual structural changes that have taken place in the economy over the years since independence. As shown in table 3.3 below, the share of the manufacturing sector has increased from an average of about 10% between 1964 and 1973 to 13.60% in the period 1990-95. The contribution of the agricultural sector, on the other hand, has declined from average of about 37% to 26.2% over the same period. This trend

is normally expected with the process of industrialization whereby the role of primary industries such as agriculture declines while that of manufacturing and services increases.

The services sector which includes tourism, banking and finance and the public sector contributes over half of the country's GDP and also provides over two-thirds of the total modern wage employment. In this regard, its future performance and particularly its productivity is crucial not only in terms of its contribution to the GDP and direct employment, but also in terms of support it provides to other sectors. Indeed, the comparative advantage that Kenya holds in the region and internationally basically stems from this sector due to among other things, well developed infrastructure, besides the inflow of foreign capital will also depend on this sector.

**Table 3.3 Sectoral Shares in the Real Gross Domestic Product, 1964-1995 in Percentages**

	1964 - 73	1974 - 79	1980 - 89	1990 - 95
Agriculture	36.6	33.2	29.8	26.2
Manufacturing	10.0	11.8	12.8	13.6
Services	53.4	55.0	57.4	60.2
<b>TOTAL</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>

(Source : National Development Plan, 1997 - 2001)

### Savings

- 3.14** Investment will largely depend on the savings available and it is therefore, imperative that appropriate monetary and fiscal policies including tax reforms that will encourage savings be put in place. Indeed, mobilization of both domestic and foreign savings for productive investments is a necessary ingredient in economic growth and subsequent attainment of sustainable development.

- 3.15** In this country, the main source of investment finance is private domestic savings, to a lesser extent government savings and foreign savings which come into the country in the form of grants, net lending or direct foreign equity investment. However, domestic savings are likely to play an increasingly vital role in the promotion of investment in the country given uncertainty associated with foreign savings as witnessed by the withdrawal of donor balance of payment support in 1991 and the declining role in investment through its divestiture policy.
- 3.16** The fall in real wages and slow growth in employment in the country can be mainly attributed to low levels of savings and investment. Raising the level of net investment is therefore necessary for the country to make positive impact on unemployment, falling incomes and poverty.
- 3.17** The amount of gross investment required to compensate for depreciation in real terms has stagnated since 1982. Net investment as a proportion of GDP has been between a quarter to half its level in the proceeding decade. However, as a result of improved performance of the economy, the rate of real fixed investment has steadily increased in the last two years. The investment increases have mainly occurred in the private sector in apparent response to a variety of market oriented macro-economic adjustments geared towards renewed growth. Real private investments grew by 54.4 per cent in 1995 in mainly transport and industrial machinery. On the other hand the Government investment in real terms dropped by 24.9 per cent in the same year as a result of its effort to reduce its budgetary deficit and in line with Structural Adjustment Programmes.

### **Employment**

- 3.18** Perhaps the most challenging economic and social problem in this country is the widespread unemployment which has risen considerably in the recent past and continues to rise at an alarming rate especially among the educated persons including university graduates. The number of people unemployed is currently estimated at 2.7 million and the labour force is increasing by nearly half a million people every year. Indeed, one of the main objectives of Kenyan's aspirations for

accelerated economic development has been the creation of employment for the rapidly growing labour force.

- 3.19** Between 1964 and 1973, wage employment grew by an average of only 3.6 per cent annually. There was a slight improvement during the period 1974 to 1979 when the growth rate rose to 4.2 per cent, and thereafter, it declined progressively to 3.5 per cent in the 1980s and to 1.9 per cent 1990s.

Recent growth rates of employment have been far below the population growth rate leading to an accumulation of large numbers of conspicuously unemployed people. Many of those who have found jobs in the small scale agricultural and informal sectors have in effect tended to be underemployed.

- 3.20** The potential for creating employment opportunities is much more in the informal sector rather than in the modern sector. Indeed, between 1991 and 1994, informal sector employment grew by 16.1 per cent on an average and yet that in the modern sector was only 1.9 per cent over the same period.

- 3.21** Efforts have, therefore, been made in the recent past by the Government to promote informal sector through measures contained in "Sessional Paper No.2 of 1992 on Small Enterprises and Jua Kali Development in Kenya. As shown in table 3.4 below, the total number of persons engaged rose by 61 per cent between 1990 and 1995 while that of wage employment increased by only 10.5 per cent over the same period and therefore most of the employment occurred in the informal sector.

**Table 3.4 Wage Employment by Sector 1990-1995 in ('000)**

	1990	1991	1992	1993	1994	1995
Private Sector	709.6	726.6	768.4	789.5	817.2	867.0
Public Sector						
Central Government	273.4	273.7	269.0	267.9	259.3	250.8
Other Public Sector*	426.1	441.4	424.7	418.1	429.0	439.2
Total Wage Employment	1,409.1	1,441.7	1,462.1	1,475.1	1,505.5	1,557.0
Total Persons Engaged**	2,395.0	2,557.1	2,753.4	2,998.2	3,356.2	3,858.6

\* Employees covered here include those in Teachers Service Commission, wholly owned and 51 per cent Government owned corporations and local government.

\*\* Total persons engaged include the self-employed and unpaid family workers and those in the formal sector, excluding employment in small scale agriculture and pastoral activities.

**3.22** The informal sector has attracted the unemployed and also persons employed in the formal sector because its operation requires little capital and equipment relies almost entirely on local resources and uses simple labour intensive technology. This sector is expected to expand further with the on-going Civil Service Reform Programme

as many of the retirees are likely to enter the sector. However, some critics argue that the growth of the informal sector merely reflects a shift from open-unemployment to 'disguised' unemployment or underemployment in the sector.

- 3.23** The declining trend of employment in the Central Government reflected in the above table can be largely attributed to the on going Civil Service Reform Programme, the freeze on new recruitment of low cadre staff and restrictions on hiring of Government casuals and work-paid staff.

### **Earnings**

- 3.24** Total wage earnings by sector as shown in table 3.5 rose to K£5,303.7 in 1995 from K£2649 million in 1991 reflecting a large increase of over 100 per cent. The expansion of the total wage bill between 1994 and 1995 was mainly due to 25.8 per cent wage increase by the private sector to compensate their employees for previous rises in the cost of living as well as a significant increase in employment in that sector.

On the other hand, a significant slow down in public sector employment resulted in its wage bill being lower than that of the private sector since 1992 and amounted to K£ 2249.7 million in 1995 compared to K£3054.0 for the private sector in the same year.

- 3.25** The wage bill for the Government fully owned Corporations and Institutions under Government majority control grew by 15.4 per cent to K£384.6 million and by 10.6 per cent to K£180.9 million respectively.

- 3.26** Average earnings in the public sector rose by 18.0 per cent from K£2763.9 per annum. Average earnings for employees of the Teachers Service Commission rose by 20.6 per cent to K£3086.7 per annum while those for Central Government employees rose by 16.8 per cent to K£3184.2 per annum. Average earnings for employees in parastatals rose by 15.6 per cent to K£3601.9 per annum in 1995. It is, therefore, evident that during the recent past, average earnings for employees of institutions under Government majority control have

been higher than average earnings for other categories of public employees.

Similarly, average earnings in the private sector have been higher than the corresponding earnings for workers in the public sector. For instance, in 1995, estimated real average earnings in the private sector was K£742.1 per annum while that for Central Government was K£671.1. Thus a private sector employee earns approximately 11 per cent more than Government employees.

**Table 3.5 Estimated Total Wage Payment by Sector, 1991 - 1995**

	1991	1992	1993	1994	1995
Private Sector	1295.9	1573.5	1896.2	2314.9	3054
Public Sector, Central Government	556.2	619.8	660.4	707.1	798.8
Other Public Sector	796.9	855.6	941.0	1195.5	1450.9
Total Private & Public Sector	2649.0	3048.9	3497.6	4217.5	5303.7

**(Source: Central Bureau of Statistics)**

3.27 The fall of real earnings in the Central government can be attributed to a contribution of falling Government revenue and increasing Government employment at that time. Indeed, it has fallen to the extent that wage income alone is no longer sufficient to sustain a vast number of wage earners and households and, therefore, there is now a tendency for many Government employees to be involved in some income generating activities in the informal sector in an effort to earn additional income to augment their low salaries. This adversely affects their productivity which has led to deterioration of Government services in the recent years.

## Consumer Prices and Inflation

3.28 The trends of the Revised Nairobi Consumer Indices for the lower, middle and upper income groups for the period 1990-1995 are shown in table 3.6. Movement in the indices indicates the upward trend in the rate of inflation which reached a peak in 1993 but has been on the decline since 1994. Indeed, it dropped from 28.8 per cent in 1994 to 1.6 per cent in 1995. The decline was pronounced for both the lower and upper income groups with their respective rates dropping by 28.22 and 26.78 per cent. The easing of inflationary pressures may be attributed to a variety of factors the main one being the continued pursuit of tight monetary policy through measures to regulate money supply and reduce the budget. Other factors included good weather conditions, stabilization of prices following price decontrols, stable exchange rate and trade liberalization.

**Table 3.6 : Nairobi Revised Consumer Price Index by Income Group, 1990-96**

Base: Feb/March 1986 =100

	1990	1991	1992	1993	1994	1995	1996
Lower Income Group	158.70	190.20	246.40	359.24	463.47	467.14	508.33
Middle Income Group	177.99	211.70	256.60	374.32	478.79	498.02	546.64
Upper Income Group	174.09	208.66	242.81	372.14	485.83	504.51	549.42

( Source: Central Bureau of Statistics)

3.29 However, despite the low rate of inflation realized in 1994 and 1995, the prices of nearly all commodities more than doubled between 1991 and 1994 without corresponding increases in real wages. The situation is now likely to be much worse due to the effect of severe drought in



many parts of the country which has resulted to a significant rise in food prices. Indeed, according to recent reports, the prices of basic food stuffs, viz. maize, beans, potatoes, tomatoes and cabbages have almost doubled within a period of about two months. With continued drought, the prices are expected to rise further.

### **Balance of Payments**

- 3.30** Like many developing countries whose major exports comprise primary products, Kenya's exports are dominated by a few agricultural commodities viz. coffee, tea and horticulture while main imports on, the other hand, consist of manufactured goods, industrial machines, industrial inputs and crude oil. Trade liberalization has resulted into influx of many foreign goods in the country thereby increasing the value of imports, without a corresponding growth in export earning leading to balance of trade deficits.
- 3.31** For instance in 1995, direct imports grew faster than exports at 34.8 per cent and 13.7 per cent respectively compared to 1994 levels. This, among other things, led to overall balance of payments deteriorating from the surpluses recorded in the two years to a deficit of K£369 million as shown in table 3.7 below, showing the performance of the balance of payments for the last five years.
- 3.32** To reduce or eliminate this deficit it is necessary to increase the volume of exports especially non-traditional commodities and exports of manufactured goods in the African regions especially in the now revived East African Co-operation.

**Table 3.7: Balance of Payments, 1991-95**

	K£ Million				
	1991	1992	1993	1994	1995
Merchandise A/C	-885.5	-951	-890.8	-785.3	-1964.8
Current A/C Balance	-289.5	-157.3	287.8	291.1	-1019.9
Overall Balance	-143.3	-433.0	1284.8	264.8	-368.9

(Source: Central Bureau of Statistics)

- 3.33** The table shows that whereas an overall balance of payments surplus was realized in the 1993 and 1994, a deficit of K£369 million was recorded in 1995 as already indicated. In 1993 a current account surplus of K£287.8 million was recorded for the first time since 1977.
- 3.34** The overall deficit in balance of payment realized in 1995 can also be attributed to decline in tourism. Indeed, indicators of tourism activity in 1995 suggest that it was a difficult year compared to 1994. Adverse publicity in the international media, ineffective tourism promotion, over reliance upon traditional tourist attractions and stiff competition from similar markets especially Southern Africa, following the opening up of South Africa, Caribbean and South East Asia all contributed to a rather disappointing performance of the industry despite the stable Kenya shilling for most of the year.

### **Government Revenue and Expenditure**

- 3.35** The Government's fiscal policy has been reformed considerably over the last few years with the main objectives being the reduction and eventual elimination of budget deficit. In an effort to reduce the deficit, measures have been introduced to instil fiscal discipline and efficient utilisation of available resources. This has resulted into Government setting recurrent expenditure ceilings for Ministries,

devising more effective methods of improving tax collection and reducing domestic borrowing.

**3.36** Table 3.8 gives the details of the budget out-turn between 199/92 and 1995/96 which show a steady increase in expenditure and revenue over the last five years with a substantial rise in both current revenue and expenditure between 1992/93 and 1993/94 of 46 per cent and 52 per cent. The table also shows that since 1993/94 there has been a continuous increase in current revenue resulting in surpluses of K£270 million and K£ 441 million in 1994/95 and 1995/96 respectively whereas an overall surplus of K£217 million was recorded in 1994/95, the budget out-turn was projected to end with an overall deficit of K£200 million in 1995/96 due to sharp drop in capital revenue, increased capital expenditure and declining in flow of external grants.

**Table 3.8 - Central Government Out-turn of Revenue and Expenditure, 1991/2 - 1995/6 K£ Million**

	1991/2	1992/3	1993/4	1994/5	1995/6
Current	2852.04	3454.71	5039.37	6120.3	7176.50
Current	2814.54	3884.17	5912.64	5850.11	6735.65
Current surplus	37.50	-429.46	-873.27	270.42	440.85
Capital Revenue	1.99	21.37	12.31	40.61	15.61
Capital Expenditure	453.78	423.71	566.67	725.83	1166.88
Net Lending	24.02	76.28	35.90	29.53	52.17
External Grants	231.85	440.40	458.15	661.45	-562.25
Overall Deficit	-206.46	-467.68	-1,005.38	217.12	-200.40

(Source. Economic Survey 1996)

**3.37** Previously public expenditure was growing faster than revenue, for instance in 1993/94, expenditure grew by 47.6 per cent while revenue increased by 27.8 per cent. However, fiscal measures introduced in the recent past as indicated earlier appear to have reversed this trend in line with the policy of reducing the budget deficit. For instance in 1995/96 ordinary revenue grew by 16.3 per cent while expenditure rose by 12.6 per cent.

**3.38** Government revenue and expenditures have generally averaged 30 per cent and 29 per cent of GDP over the period 1991/92 to 1995/96 as indicated in table 3.9. This is a reflection of close correlation between economic performance and the level of revenues on the potential impact of government expenditures on the economy. The Government deficit inclusive of grants as a percentage of GDP was reduced from 3.0 per cent in 1991/92 to 0.3 per cent in 1995/96.

It is argued that public expenditure as a proportion of the GDP must be reduced from the current level of about 30 per cent to about 26 per cent within the next three years if the objective of rapid economic growth is to be achieved.

**Table 3.9: Selected Items of Government Budget Out-Turn (% of GDP)**

	1991/2	1992/3	1993/4	1994/5	1995/6
Revenue & Grants	26.5	25.5	30.0	29.6	30.2
Expenditure & Not Lending	29.5	35.6	37.2	30.6	30.4
Recurrent	23.9	29.2	30.3	23.9	24.4
Wages & Salary	9.0	9.3	9.0	9.7	9.2
Interest	6.3	11.9	13.2	7.2	7.4
Development	5.6	6.4	7.0	6.7	5.0
Deficit	3.0	8.2	7.1	0.9	3.8
GDP (Ksh million)	238,690	288,111	352,309	441,260	501,290

(Source: DPM Ad hoc Committee Report, 1996)

**3.39** In the period 1992 to 1996 wages and salaries constituted about 9 per cent of GDP, while expenditure on operations and maintenance averaged 8 per cent over the same period. However, as a percentage of total expenditure, wages and salaries declined to 30 per cent in the year 1995/96 from 32 per cent in 1994/95. The current Government focus is to increase budgetary allocation to operations and maintenance to a minimum of 22 per cent of total recurrent expenditure exclusive of interest payments while the fiscal policy is to increase revenues and at the same time reduce expenditure with a target of lowering the ratio of the budget deficit to below 2.2 per cent of GDP by end of fiscal year 1996/97 and eventually eliminate it altogether.

## **Current Situation and Future Prospects**

- 3.40** The economy of this country is closely linked to economies in other parts of the world because of the increasing global inter-dependence and, therefore, economic growth of Kenya will to a large extent, be affected by developments in other parts of the world especially where major trading partners are involved.
- 3.41** Whereas economic performance has been adversely affected in some countries, global expansion is, nevertheless, expected to proceed at a satisfactory pace as the fears of increased inflation rate in the industrialised countries have abated and long term interest rates have further declined in most countries. Coordinated foreign exchange market intervention by leading Central Banks and supportive policies have helped to correct the misalignment of key currencies.
- 3.42** Despite the slowing down of economic expansion in Organisation of Economic Cooperation and Development (OECD) area, nevertheless, underlying economic indicators remained generally promising. Low rates of inflation were recorded, interest rates fell and all the countries in the region were pursuing policies which were likely to further contain the rate of inflation growth. It is expected that growth in OECD would rise steadily to projected growths in GDP of 2.5 per cent in 1996 and about 2.8 per cent in 1997 if these favourable conditions persist.
- 3.43** In the United States, the real GDP growth for 1996 was estimated to be 2.7 per cent while consumer prices were expected to grow by 3.2 per cent in the same year with the unemployment rate of 5.7 per cent.
- The economies of both German and Japan who are Kenya's major trading partners were expected to grow in 1996. For instance in Germany, the real GDP was estimated to grow by 2.4 per cent in 1996 while consumer prices to grow by 1.7 per cent.
- 3.44** In the domestic scene, favourable climatic conditions stable exchange rates, decline in the prices of agricultural inputs and liberalization in the various sub-sectors led to a significant growth of 4.8 per cent of the agricultural output in 1995 and was expected to

grow by 5.3 per cent in 1996. However, the severe drought affecting nearly all parts of the country witnessed during the first quarter of this year is likely to have adverse effect on agricultural output and, therefore, it is unclear whether this upward trend may be maintained in 1997.

**3.45** The manufacturing sector grew by 3.9 per cent in 1995, compared with only 1.9 per cent in 1991. The share of the sector in GDP rose slightly from 13.6 per cent in 1994 to 13.8 per cent in 1995. The continued liberalization of the economy and availability of adequate agro-based raw materials contributed to this improved performance. This sector is expected to grow further with the continued liberalisation and expansion of regional markets and revival of East African Cooperation. Indeed, Kenyan exports to African countries accounted for 48.8 per cent of total exports in 1995 compared to 44.6 per cent in 1994. This can be attributed to substantial improvements in exports to the East African countries and South Africa. This was a continuation of the reversed trend which started in 1994 in which the share of exports to Europe decreased and further declined from 34.5 per cent in that year to 32.8 per cent in 1995.

**3.46** The financial sector has been undergoing major policy reforms. These have included repealing of the Exchange Control Act, enhanced supervision of commercial banks by the Central Bank and the relaxation of rules pertaining to foreign investors in the Nairobi Stock Exchange. The repealing of the Foreign Exchange Act leading to licensing of Foreign Exchange Bureaus, has been of immense value to other sectors particularly the manufacturing and commercial sectors as foreign exchange is now readily available and to some extent this has perhaps stimulated the growth of the sectors. Indeed, the financial real GDP grew by 6.9 per cent in 1995 compared with a growth of 6.1 per cent in 1994 and the share contribution of this sector to total GDP has risen from 8.2 per cent in 1991 to 9.8 per cent in 1995. Although the balance of payments recorded a deficit in 1995, with the diversification of the country's exports together with opening of more markets in the African region the position is likely to improve.

- 3.47** Savings and investment grew rather slowly in 1995. However, the fiscal reforms including reduction of deficit in the budget together with the enactment of Foreign Investment Protection Act are expected to stimulate growth in the private sector by releasing resources for investment. This will be reinforced through more efficient utilisation of resources released by the Government through its divestiture of its ailing enterprises, and by the recent relaxation of rules relating to foreign investors in the Nairobi Stock Exchange and repeal of the Exchange Control Act.
- 3.48** Foreign exchange earnings from tourism dropped in 1995 and the number of tourists recorded a significant drop of 24.2 per cent in the same year. However, foreign exchange earnings from the industry are likely to recover with the anticipated world economy growth and the recent formation of the Kenya Tourism Board which is expected to play a key role in the co-ordination of tourism promotion activities.
- 3.49** Building and construction sector recorded only modest growth in 1995. The improved performance could be attributed to a number of factors that included the general economic recovery, increased commercial bank loans to building and construction of private enterprises, the significant drop in interest rates in the first half of 1995 and increased Government expenditure on road construction activities. The growth of the sector was to some extent constrained by lack of sufficient funds for public sector building projects, due to inadequate budgetary provision, and this was indeed, reflected by a number of stalled Government building projects. However, a rise in the number of approved building plans and increased output of cement suggest that better prospects are expected.
- 3.50** One of the main objectives of accelerating economic development is to create employment opportunities for the rapidly growing labour force. This has been the main focus of various policy documents. However, despite Government's efforts in this regard, the country has been unable to generate adequate employment opportunities as reflected by the low growth of wage employment. The recent rates have been far below the population growth rate leading to an accumulation of large numbers of unemployed people. In 1994



wage employment in the modern sector grew by 2 per cent which improved to 3.4 per cent in 1995, but, the increase was much more spectacular in the informal sector. Indeed, to help alleviate the unemployment problem, the Government has in the recent past recognized the importance of the informal sector and is endeavouring to promote its development. For instance Sessional Paper No.2 of 1992 on "Small Enterprise and Jua Kali" Development in Kenya provides policy frame work for promotion of such enterprises as indicated earlier and it is yielding positive results with better future prospects. The sector is currently creating more jobs than the formal sector. For example between 1991 and 1994, the informal sector grew by 16.1 per year on average compared to only 1.9 per cent in the modern sector. It is the sector that is likely to provide some solution to the high unemployment problem facing this country and therefore more policy measures designed to develop the sector further, especially the availability of easy credit facilities, should be instituted.

### **Conclusion**

- 3.51** It is evident that the fiscal and other reforms introduced in the recent past have led to an increase of rate of economic growth. Further growth is expected with the intensification and broadening of the reforms and in particular those that will release more capital for investment in the private sector to generate more employment opportunities. Indeed, according to Sessional Paper No.2 of 1996, the Government recognises that jobs can only be created and sustained through encouragement of efficient industries by applying latest technology. Capital formation for investment in both private and public sectors is likely to be enhanced through appropriate tax policy that will encourage saving culture in this country.
- 3.52** Finally, it is expected that the current economic reforms being undertaken by the Government including the Civil Service Reform Programme will not only stimulate economic growth but also yield more revenue for the Government as a result of the savings on personal emoluments. Indeed, according to the DPM Ad hoc Report of 1996, a total of 48,200 officers have already been retrenched through the Reform Programme over the last three years,

i.e. 1994-1996. This together with normal attrition, has resulted into an annual savings to the Exchequer in terms of salaries and allowances amounting to Kshs. 1.4 billion which can be utilized for improvement of salaries and related benefits.

**3.53** It is, therefore, evident from the continued rise of the rate of economic growth, the on going fiscal reforms, divestiture policy and Civil Service Reform Programme, that the Government revenue will progressively improve.

It is against this background that the financial implications arising from the Committee's recommendations should be reflected.

## **CHAPTER 4**

### **RECRUITMENT AND TRAINING**

- 4.1** Provision for recruitment and training of Officers in the Police Forces, the Prisons Service and National Youth Service are enumerated in the Force Standing Orders, the Administration Police Act, Prisons Service Standing Orders and the National Youth Service Act. The purpose of these provisions is to identify suitable persons for enlistment into the Units and to provide for appropriate training to equip officers with necessary skills needed in the course of carrying out their duties.
- 4.2** The Committee visited various training Institutions and received views and proposals from officers of the four (4) Units, in regard to the existing procedures and requirements for recruitment and training in their respective Units.

### **THE KENYA POLICE FORCE**

#### **(a) Pre-service Recruits**

- 4.3** Recruitment into Kenya Police Force is carried out simultaneously by a team of officers from the Kenya Police College and the General Service Unit. This follows advertisement in the print media requesting prospective candidates to report to respective recruitment centres.
- 4.4** It was presented to the Committee that there is no formalised criteria for the recruitment of female Officers into the Force because the existing provisions for advertising cater for male constables only. It is observed that the advertisement for recruitment into the Police Force does not expressly provide for recruitment of females and this has resulted in the feeling that female recruits are recruited unprocedurally. It is the Committee's view, that opportunities should be provided to all candidates who qualify to enter the Force irrespective of gender. In view of the progress made by women in meeting the challenges that were previously thought to be only for men, the Committee recommends that:

## **Recommendation**

*advertisements for recruitment into the Police Force be amended to provide for recruitment of females and that recruitment be based on ability, merit and aptitude;*

- 4.5 The Force Standing Orders Cap 19, provide that candidates for enlistment as constables should meet the age requirements for pre-service training which is between 18 and 25 years. It is noted that most of the youth in this age bracket constitute a large percentage of the population, and are unemployed. The Committee further observes that due to increase in the unemployment of skilled young persons, a number of them are above this age bracket and possess skills that could benefit the Police Force. There is therefore, need to expand the age bracket for recruits in order to accommodate them and to use their skills in the Force with a view to improving efficiency. In order to tap relevant professional skills from the educated youth on the job market. the Committee recommends that:

### **Recommendations**

- (i) *the minimum age for recruit constables be expanded from age bracket of 18-25 to 18-30 years.*
  - (ii) *candidates with previous working experience in law, medicine, teaching, accounting and, institutional management, be considered provided that they meet the minimum requirements for recruitment into the Police Force.*
- 4.6 According to the Force Standing Orders Chapter 19, the current minimum education requirements for the pre-service police constables is Kenya Certificate of Secondary Education with a mean grade D+(plus) or its equivalent. The Committee was however informed, that there are candidates with lower qualifications who are still being recruited into the Police Force.

It was presented to the Committee that low educational qualifications tend to lower standards of performance by police officers, especially

considering that they have to deal with a more enlightened public. This has a negative effect in that, where the officers are unable to professionally justify their actions, it makes them develop defence mechanisms in order to cope with the enlightened public.

- 4.7 The Committee further notes that recruitment of candidates with low education qualifications made it complex for the Kenya Police College to design and implement a training programme to cater for the different levels of academic qualifications. Those with low standards of education are therefore, unable to comprehend and fully acquire the skills being imparted at the College, resulting in lack of confidence on the job.

It is observed that the general level of education in all districts in the country has advanced, hence there are many school leavers who have attained Form IV standard of education. Most of the technical training institutions in the country admit candidates with minimum academic qualifications of mean grade D+ and above. There is also need to improve standards of performance by the Police Force by ensuring the recruitment of those with higher academic qualifications. In view of the need to ensure that officers with appropriate educational qualifications are recruited into the Kenya Police Force and in order to ensure that police trainees are able to effectively follow an enhanced training programme, the Committee recommends;

### **Recommendation**

*that the education level for recruit constables into the Kenya Police Force be retained at a minimum of the Kenya Certificate of Secondary Education with a mean grade of D+ (plus) or its equivalent.*

#### **(b) Direct Entry Cadet Inspector**

- 4.8 The Committee noted that previously there were provisions for direct entry, of the rank of Cadet Inspector into the Police Force, which was the entry level for university graduates. However, this provision was suspended due to limited places at this level. This resulted in university graduates joining the Police Force at constable level. It

was noted that a number of them have found their way into the Force by presenting themselves at recruitment centres as Form IV Certificate School leavers and consequently have been recruited and trained as constables. It was observed above, that there is merit in recruiting more educated persons into the Police Force, in view of the rising level of education in the country. Bearing in mind, the need to infuse professionalism in the Police Force, the Committee supports the proposal to make a provision for entry of university graduates into the Police Force and therefore, recommends that:

### **Recommendations**

- (i) steps be taken to establish a requisite career structure to accommodate the present serving graduate police constables to the appropriate ranks within the Police Force.*
- (ii) the provision for direct entry Cadet Inspector into Police Force be reintroduced to cater for university graduates with degrees in law, communication, social sciences and appropriate natural sciences.*

### **Training**

**4.9** According to Chapter 29 of the Police Force Standing Orders, the training of a police officer is a continuous process and must not be considered to have been completed at the end of an officer's recruit course. It is the policy of the Force to hold as many training, re-training and refresher courses as possible. There are two types of courses; pre-service for constable recruits and in-service for serving officers.

#### **(a) Pre-service**

**4.10** The pre-service training for constable recruits is carried out at the Kenya Police College, Kiganjo and General Service Unit Training School, Embakasi and takes a period of nine and eight months, respectively.

Representations were made to the effect that the course duration for pre-service training was inadequate in terms of preparing the candidates to make them keep abreast with the modern trends and challenges of policing. It was also noted that in order to expand the existing curricula to accommodate and give emphasis to new relevant disciplines, there is need to review the course duration. In considering the high quality of policing required and, the need to produce constables who are mature and well equipped with the necessary knowledge, skills and attitudes, the Committee finds merit in extending the duration of the course and therefore, recommends that:

### **Recommendations**

- (i) the duration of the pre-service training course for Police constables at the Kenya Police College be extended from nine to twelve months,*
- (ii) the duration of the pre-service course be reviewed periodically to reflect the relevant curricula that conform to the changes in society.*

### **Curricula**

- 4.11** The existing curricula at the Police Training institutions consist mainly of practical subjects such as Drill, Parades, Weapon Training and Police Procedures which occupy over 50 per cent of the basic pre-service training programmes. Other subjects taught are Law, First Aid, Liberal Studies, Home Nursing. It was represented to the Committee that there was need to enrich this Curricula by introducing other subjects to reflect changes in society, such as environmental challenges and demands of pluralism. It is observed that the Police deal with the public on regular basis and there is need to maintain good public relations and to understand society in order to effectively handle their matters. The Committee therefore, feels that there is justification to introduce new subjects into the curricula.
- 4.12** The Committee was informed that there is a curriculum Board at the Police College which meets from time to time to review the contents of the syllabi. The Committee was also informed that the Board is

currently carrying out a training needs analysis which will come out with revised curricula that conforms to the current needs of the Police Force. In light of the above information, the Committee recommends that:

### **Recommendations**

- (i) *the curricula be expanded to include other disciplines such as Public Relations, Ethics, Criminology, Psychology and Sociology*
- (ii) *the training programmes in Police Training Institutions be reviewed regularly in order to make the curricula conform to Police Career challenges;*
- (iii) *The Committee notes with appreciation that efforts are being made by the College in liaison with Kenya Institute of Education, to develop a National Curricula. The Committee, however, recommends that these efforts be speeded up to complete the exercise for the college to have formalized National Curricula with specific objectives.*

- 4.13 The Committee was further informed that when the police officers pass out at the college after completing their training, there is no certificate awarded to show that they had graduated. The officers expressed concern that they need to get appropriate recognition to prove that they had successfully attended and completed their pre-service course.

The Committee considered this proposal and concurs with the officers on the importance of awarding certificates for purposes of improving morale. Hence, in order to provide police officers with documented evidence regarding their training, and to facilitate their career development, the Committee recommends:

### **Recommendation**

*successful graduands from the Police Training Institutions be awarded certificates on completion of the pre-service course.*



## **Training Facilities**

- 4.14 The Committee toured the Kenya Police College, Kiganjo and other Provincial Police Training Centres. Representations were made to the Committee that the physical facilities at the Police College needed rehabilitation and that there is lack of essential training equipment. This was attributed to lack of adequate funding. It was also observed that there was inadequate furniture and equipment at the General Service Unit Training School, Embakasi and at the Field Training Camp, Magadi.
- 4.15 The Committee feels that in order to have an effective Police Force, there is need to have well equipped training institutions so as to provide the police officers with the necessary knowledge, skills and attitudes in order to cope with a sophisticated, enlightened and changing society. Concern raised by officers on the need to provide appropriate training facilities and equipment to the Training Institutions is justified. The Committee therefore, recommends that:

### **Recommendations**

- (i) *funds be made available to the Commissioner of Police to provide the Police Training Institutions with adequate, relevant facilities and equipment;*
- (ii) *specific funds be made available to rehabilitate and maintain the existing facilities at the Training Institutions.*

### **Lecturers and Instructors**

- 4.16 The Police Training institutions use both uniformed and non-uniformed lecturers and instructors. The uniformed lecturers and instructors are deployed to the institutions by the Commissioner of Police. The non-uniformed lecturers and instructors are recruited through the normal channels by advertisement through the Public Service Commission.

Representations were made to the Committee that selection of uniformed instructors has been based on class performance in various

courses and that there are no jobs specifications. Instead, various instructors spot talent and recommend trainees for selection to be instructors. The selection of instructors is based on how well a recruit performs during training.

- 4.17 The Committee also received presentations that some of the instructors deployed to the Training Institutions are not interested in their jobs and that they do not get relevant training for them to become instructors. The Committee was informed that some field staff are transferred to the Training Institutions against their will and that, this tends to affect their morale. The Committee considers training to be important in orientating recruits into the Police Force and feels that there is need to have qualified, motivated trainers and instructors in these Institutions. In order to ensure that only those interested in a teaching career are deployed to the Training Institutions, the Committee recommends that:

#### **Recommendations**

- (i) *internal advertisements be used and only interested applicants be invited for interviews.*
- (ii) *an appropriate Scheme of Service be developed to establish career guidelines for the uniformed Instructors and Trainers.*
- (iii) *Instructors and Trainers stay at the College for three years and be re-posted to the field to acquire additional on-the-job experience which they will need when training recruits.*

- 4.18 Representations were made to the Committee to the effect that some of the lecturers and instructors have lower academic and professional qualifications than the trainees and that, at times, they fail to communicate appropriately with their participants. Records available to the Committee show that existing strength of trainers at the Police College and G.S.U Training School consists mainly of constables. At both institutions, the percentage of constables was 22 and 62 per cent, respectively.

- 4.19 Having recommended that there is need to improve the performance of the Force by enlisting candidates with an advanced level of education, the Committee feels that the quality of lecturers and instructors at the Training Institutions need to be improved. This can only be achieved through recruiting interested, professionally qualified instructors and lecturers with adequate communication skills. In view of this, the Committee recommends that:

#### **Recommendations**

- (i) *the level of responsibility and experience of the Lecturers and Instructors, at the Police Training Institutions be above that of the trainees, and that experience and exposure to field work be a requirement when recruiting candidates for these jobs.*
  - (ii) *the deployment of Instructors into the Training Institutions be reviewed from time to time to ensure that interested professionally qualified instructors are attracted to the Training Institutions*
- (b) In-Service.

- 4.20 There are two (2) types of in-service courses conducted at the Police College, these are promotional and refresher courses. The in-service courses whose duration differ depending on the course objectives and content, are mainly meant to improve skills and performance of the various ranks of officers in the Police Force.

#### **Promotional Courses**

- 4.21 Promotional courses are intended to facilitate the promotion of officers from one grade to another. The selection of officers for promotional courses is done through internal advertisement by the Divisional Commanders' Boards which interview the recommended officers from the divisions. The list of those recommended is then forwarded to the Provincial Board which makes further recommendation to the Police Headquarters. Selection is then carried out and the successful candidates are sent to their respective Training

Institutions either at the Kenya Police College, the G.S.U. Training School, or the Provincial Police Training Centres. Presentations were made that the selection process leaves much to be desired, in that some of the deserving cases are often left out when selection is being done at the Police Headquarters. In order to ensure fair selection of police officers for training, the Committee recommends that:

### **Recommendations**

- (i) *the short-listing of candidates for courses be based on the required trainable number per year as determined by the Commissioner of Police.***
- (ii) *the Provincial Headquarters and Formations be allocated specific numbers of candidates to be submitted for the various courses annually so that the Headquarters is left with co-ordination.***
- (iii) *the Police Headquarters should ensure that all the nominated officers attend the recommended courses.***

**4.22** The Committee was also informed that currently there is no machinery for career advancement of the police officers apart from the existing in-service and refresher courses that are organized either locally or abroad. Concern was raised, that in addition to the promotional and refresher courses, degree and diploma courses should be made available to them. The Committee has, however, adequately addressed the issue of career development in Chapter 6 of this report. As regards the proposal to allow Police Officers attend degree and diploma courses, the Committee concurs with this proposal and recommends:-

### **Recommendation**

***that the Kenya Police College graduands, who have completed the required probationary period, be given an opportunity to pursue relevant degree and diploma courses at Institutions of Higher Learning /Public Universities provided that they meet the minimum entry requirements.***

## PROVINCIAL POLICE TRAINING CENTRES

### Refresher Courses

- 4.23 These are short courses of instruction in which the officers learn about new ideas, methods and developments in the Police profession. Police officers of Other Ranks are selected to undertake refresher courses at the Provincial Police Training Centres throughout the country. Selection of officers for these courses is done through internal advertisements.

Representations were made to the Committee that although refresher courses for officers of Other Ranks, are supposed to be conducted at these Centres, they are currently being conducted at the Kenya Police College, Kiganjo. It is observed that this has caused an increase in student population at the College thereby exceeding the available capacity. It was therefore, proposed, that such courses be reverted back to the Provincial Police Training Centres. The Committee concurs with this proposal as it would decongest the Kenya Police College, Kiganjo, and therefore, recommends that:

### Recommendation

*the Provincial Training Centres be reactivated and be used for refresher courses for officers of the Other Ranks.*

- 4.24 During the visits to the Provincial Police Training Centres, the Committee noted that they are not in full operation due to lack of funds. The Committee, in considering the importance and hence need to provide continuous training to the police officers in light of the changing political and social environment in the country, finds justification in the proposal to revitalise these institutions and therefore, recommends that :

### Recommendation

*adequate funds be allocated to the Provincial Police Training Centres in order to provide the necessary training facilities.*

- 4.25 The Committee was informed that no certificates were issued to graduands of in-service courses. In order to improve morale and facilitate upward mobility of serving officers, the Committee recommends that:

**Recommendation**

*those officers who successfully complete in-service courses be awarded certificates.*

**THE PRISONS SERVICE**

- 4.26 The Prisons Service Training provisions are covered in Chapter 22 of the Prisons Service Standing Orders. It is stated in these Orders that training of a Prison Officer is a continuous process, and lists courses, both local and overseas, that Prison Officers can attend. There are promotional courses as well as refresher courses. The provisions for recruitment of Prisons Officers are in Chapter 19 of the Service Standing Orders.
- 4.27 Recruit warders and wardresses are recruited directly from the field, after which they undergo training at the Prisons Staff Training College (PSTC). This initial training takes nine (9) months after which the recruits are posted for duties. The recruits are selected from candidates with form IV certificates mean grade D+ and above, and those with standard 8 school certificates are also considered.
- 4.28 Representations were made to the Committee that recruits into the service should have different entry points based on standards of education. The Committee makes similar observations as those made for the Police Force on the need to infuse professionalism into the service. This can be achieved by revising the academic level of candidates being considered for recruitment so that only those with higher levels of education are selected. In order to improve Prisons Services, the Committee is of the view that the entry point for recruit warders and wardresses remains the same and be at the level of KCSE mean grade D+ or its equivalent and therefore recommends that:

### **Recommendation**

*the current entry point be retained for all recruit warders and wardresses, and that only KCSE mean grade D+, candidates or its equivalent be recruited into the Prisons Service.*

- 4.29 Representations were also made that Training Officers (i.e. instructors and lecturers) in the Service be equipped with modern training techniques by providing funds for their training both locally and abroad. The Committee observes that the training of lecturers and instructors in the Prisons Service is important in ensuring the production of quality Prisons Officers. In view of the need to maintain high standards of training in the Prisons Staff Training College the Committee recommends that:-

### **Recommendation**

*measures be taken to provide opportunities, both local and abroad for training lecturers and instructors at the College.*

### **THE NATIONAL YOUTH SERVICE**

- 4.30 The Committee noted that the activities of the National Youth Service as stated in the National Youth Service Act, Chapter 208, include the training of youths for national economic development. The National Youth Service carries out projects of real economic significance, most of which are too complex to be tackled by people on a community-development or self-help basis.
- 4.31 The Committee noted that the current policy on number of persons to be recruited is 75 per cent male and 25 per cent female. The Committee considered the need to increase the ratio of women recruits into the Service in order to open up opportunities for trade activities, entrepreneurship and development of skills needed in the public and private sectors. It also observed that the population of educated young women has increased in the country as evidenced by the primary and secondary school enrolment. In 1992 and 1995 the enrolment of Std 8 girls in primary schools was 2,723,400 and 2,742,700, respectively. The K.C.P.E. Std 8 girls accounted for

49.2% and 49.5% of the total enrolment in these years. In 1992 and 1995 the enrolment of Form IV secondary school girls was 58,646 and 61,094, respectively. The girls accounted for 21.2% and 21% of the total enrolment, respectively; (these percentage figures were worked out based on statistics from Economic Survey, 1996).

- 4.32 The Committee feels that since the ratio of females was determined when the number of educated women was fewer than they are now, a proportional increase in the ratio is considered appropriate. In view of this, the Committee recommends that:

#### **Recommendation**

*the ratio of women recruited into the National Youth Service be increased.*

#### **Training Facilities**

- 4.33 During its visit to the National Youth Service Training College, Gilgil, the Committee noted that there were physical facilities that were built for pre-university programmes which are either lying idle or are underutilised. It is noted that the institution is able to accommodate more servicemen and women. The Committee is of the view that it is important to increase the intake of recruits in order to utilize the available facilities. It is felt that cost sharing should be introduced to enable more students to take part in the national development activities of the country. In view of the need to fully use the facilities lying idle at the college the Committee recommends that:

#### **Recommendation**

*appropriate measures be taken immediately to put these facilities into productive use.*

#### **Training Institutions in General**

- 4.34 The Committee visited various training institutions of the four units which offer specialized training required for the development of the officers in the Units. It was observed that most of them had



inadequate training facilities and equipment and that some of the machines and tools were obsolete.

For effective training to take place, the importance of training facilities in any institution cannot be over-emphasized. The trainees and trainers require modern training equipment in order that they may be able to cope with the changing technology

The institutions visited are:-

### **The Kenya Police Force**

- Kenya Police College, Kiganjo
- General Service Unit Training School, Embakasi
- G.S.U. Training Camp, Magadi
- Criminal Investigation Department, Training School - Nairobi South 'C'
- Kenya Police Signals Training School, Nairobi South 'C'
- Police Driving School
- Provincial Police Training Centres

### **The Administration Police Force**

- Administration Police Training College, Embakasi

### **The Kenya Prisons Service**

- Prisons Staff Training College, Ruiru

### **The National Youth Service**

- N.Y.S. Yatta School of Agriculture
- N.Y.S. Yatta Plant Operator and Mechanics School
- N.Y.S. Technical College, South Coast, Mombasa
- N.Y.S. College, Gilgil

In view of the fact that most of these institutions lack the required facilities due to under-provision of funds, the Committee recommends that:

### **Recommendations**

- (i) *adequate funds be made available to provide the necessary facilities to these Training Institutions***
- (ii) *an urgent project study be carried out in all the existing Training Institutions to determine the financial implications in relation to:***
  - (a) *acquiring new and modern equipment***
  - (b) *rehabilitation and maintenance of the existing training facilities.***

## CHAPTER 5

### SALARIES & ALLOWANCES

#### Introduction

- 5.1 The Committee noted that the last review of the Terms and Conditions of Service for the four Units was carried out by the Ominde Review Committee in 1988. That Committee recommended that salaries be raised by 10%, 11% and 7% for lower, middle and upper grades respectively and also recommended upgradings of lower ranks in the four Units from Job Group 'C' to Job Group 'F'. These recommendations were effected.

These Units were included in a later salary review by the Mbithi Salary Review Committee which covered the entire Civil Service in 1990 and was implemented in three phases. Civil Service salaries and allowances were also reviewed as part of the Civil Service Reform Programme in July 1994.

#### SALARIES

- 5.2 In spite of these reviews, the Committee observed that the purchasing power of the officers in these Units has been seriously eroded due to the inflationary pressures which have contributed to high prices of basic consumer goods and services. In addition, despite the fact that statistics show a downward trend in inflationary rates - from 46% in 1993, 28.8% in 1994 and 9% in 1996, the prices of goods and services have not recorded any downward trend<sup>1</sup>. A look at the Nairobi consumer price index from January 1991 to December 1996, reflects an average increase from 180 points in 1991 to 537.5 points in 1996 for the all income groups. This in effect, means that the cost of living rose by an average of 357.5 over this period, which is equivalent to an average increase of 198.6% over the six-year period.

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<sup>1</sup>Source: The Economic Survey; 1996 pp.3,17 and 67

Moreover, despite the statistics showing positive growth in real incomes (an increase of 19.7% in 1995), the reality regarding the actual incomes of Officers in these Units is the opposite.

**5.3** Arguments to support substantial salary increases were made to the Committee. It emerged that many officers can hardly provide the basic necessities for their families on current salaries. For example, analysis of daily food expenses for an average family of six members showed that an officer requires at least sh. 500.00 to sh. 600.00 per day to feed his family. Current gross salaries of officers in the lower grades average only about Sh. 108 - Sh. 200 per day excluding other expenses such as education and clothing.

**5.4** The Committee was informed that the current take home, particularly for the junior officers, is even less than Ksh. 2,000.00 per month. The vulnerable position such an officer is placed in, cannot be overemphasized. The Committee received representations from Officers in the Units and members of the public that poor remuneration is the major source of problems and apathy in these Units.

**5.5** The Committee was also informed that this state of affairs has arisen due to lack of regular reviews of terms and conditions of service for these officers, hence their remuneration has not been updated to cushion them against the rise in the cost of living. A proposal was therefore, made that a Standing Salary Review Board be established, in order to review these officers' terms and conditions of service on a regular basis.

**5.6** It should be borne in mind that the Officers in these Units form an important core of the security arm of this country and therefore, their remuneration package should reflect the high responsibility entrusted to them. It is therefore, necessary to ensure that their dignity and loyalty to this country are not compromised due to poor remuneration as highlighted in paragraph 5.4 above. Consideration has also been taken of the fact that Officers in these Units are required to undergo thorough pre-service and in-service training in order to discharge their duties effectively.

5.7 The Committee, while taking into account the economic factors that have affected the Government's capacity to meet the proposed increases, has also considered the consumer price index which since 1991, has been dramatically pushed upwards by inflationary pressures by about 198.6% thus seriously eroding the purchasing power of these officers' earnings.

5.8 Besides the above, the Committee has been guided by the need to compensate the lower ranks in these Units at a higher rate due to the fact that they are more vulnerable to economic pressures as evident in the course of the Committee's findings. The Committee, has taken cognisance of the fact that the higher ranks in these Units have more privileges and facilities attached to their positions, some of which, even though, may not have a direct monetary value, nevertheless, contribute to improving their morale.

5.9 The Committee has noted the major elements that determine salaries and fringe benefits, according to current wage guidelines, which include;

- the needs of workers
- existing wage levels
- changes in cost of living that may be influenced by change in consumer prices
- rate of inflation
- productivity
- employment levels and
- international trade and balance of payments

These factors are dependent on the country's economic performance which is a reflection of its productivity.

5.10. It is further noted that the current Wage Guidelines stipulate that overall wage increase for all income groups covered in a particular contract should average no more than three quarters of the rise in the cost of living. However, full compensation for cost of living could be allowed for the lowest paid groups depending on the prevailing economic circumstances. The percentage of compensation should decrease progressively as applied to the highest paid groups and should also make provision for rent increases. The Committee has

therefore, taken these factors into account while arriving at the decision to award the highest salary increase to the lower ranks.

- 5.11 The Committee has noted that salary scales for the four Units are similar to those applicable to the rest of the Civil Service. The minimum scale in these units, however, starts at Job Group 'F' viz K£1,947 p.a (sh.3,245 p.m.) while the highest scale is JG 'S' starting at £12,540 p.a (Sh.20,750 p.m.).
- 5.12 In view of the escalating cost of living, and in order to provide adequate compensation to these officers, the Committee recommends:

#### **Recommendations**

*a salary increase of 175% for the lower ranks, reducing progressively to 100% for the highest ranks in the four Units, for implementation w.e.f. 1st July, 1997. This increase raises the minimum salary payable to officers in the lowest rank to K£ 5,355 p.a. (Kshs 8,925 p.m.) and the highest minimum salary to K£ 30,033 p.a. (Kshs 50,055 p.m.) for the highest rank "JG" "T".*

#### **Mode of Implementation**

- 5.13 There are, however, several factors which may militate against the immediate full implementation of the above recommendation. These include, inter-alia, the following:-
- Severe drought which the country experienced during the first quarter of 1997. This has resulted in a downward trend in the rate of economic growth to between 4.2 to 4.5% as opposed to the projected 5% for 1997.
  - The resultant famine which prompted Government intervention so as to salvage the situation through relief food supplies.
  - The impending General Elections scheduled to take place in the course of this year.

**5.14** All the above factors highlighted in paragraph 5.13 have serious financial implications which may cripple the Government's financial ability to pay and sustain subsequent required payments.

**5.15** Having therefore, considered the above militating factors, it is now recommended that the implementation of the Committee's recommendation on paragraph 5.12 be staggered over a period of three financial years as follows:-

**(a)** *1997/98 - Salaries be increased by 53% for the lower ranks reducing progressively to 46% for the highest ranks in the four units for implementation w.e.f. 1st July, 1997. This increase raises the minimum salary payable to officers in the lowest rank, Job Group "F", to K£ 2,979 p.a. (Kshs. 4,965 p.m.) and K£ 21,843 p.a. (Kshs. 36,405 p.m.) for the highest rank Job Group "T" as illustrated in Table 5.1.*

**(b)** *1998/1999 - Salaries be increased by 61% for the lowest rank, reducing progressively to 27% for the highest rank w.e.f. 1st July, 1998.*

**(c)** *1999/2000 - Salaries be increased by 61% for the lowest rank, reducing progressively to 27% for the highest rank w.e.f. 1st July, 1999.*

*Salary scale progression within the ranks for the last two years be worked out by the relevant Government department at appropriate time.*

**Table 5.1 Current and Proposed Salaries**

JOB GROUP	CURRENT SALARY (K£) P.A.	CURRENT SALARY (IN KSH) P.M.	PERCENT - AGE INCREASE <sup>5</sup>	INCREMENT (KSHS.)	NEW MONTHLY SALARY (KSH)
F	1,947	3,245	53	1,720	4,965
G	2,505	4,175	48	2,010	6,185
H	3,435	5,725	45	2,600	8,325
V	3,822	6,370	47	3,035	9,405
J	4,092	6,820	49	3,345	10,165
X	4,497	7,495	50	3,810	11,305
K	4,827	8,045	50	4,060	12,105
L	5,694	9,490	49	4,725	14,215
M	6,918	11,530	45	5,295	16,825
N	7,872	13,120	46	6,105	19,225
P	8,937	14,895	47	7,030	21,925
Q	10,137	16,895	46	7,910	24,805
R	11,469	19,115	46	8,890	28,005
S	12,540	20,900	46	9,625	30,525
T	14,934	24,890	46	11,515	36,405

The salary categorization has been done along the rankings in these Units viz; Other Ranks, Inspectorate and Gazetted Officers, more or less along the Civil Service categorization of Junior, Middle and Superscale.

- (ii) *that in order to maintain high morale that is crucial to the good performance of Officers in these Units, and to ensure that real earnings of these Officers are not eroded by inflationary pressures, a Standing Review Committee be established to review the Terms and Conditions of Service for these Units on a regular basis.*



# RECOMMENDED CONVERSION TABLES FOR THE UNITS

## CONVERSION TABLE NO. 1

### JOB GROUP "F"

Salary Scale: K£ 2979x96 - 3171x108 - 3819x156 - 44430 p.a.

Present Salary K£ p.a.	Proposed Salary K£ p.a.
1947	2979
2010	3075
2073	3171
2145	3279
2217	3387
2289	3495
2361	3603
2505	3711
2577	3819
2688	3975
2799	4131
2910	4287
3021	4443

## CONVERSION TABLE NO. 2

### JOB GROUP "G"

Salary Scale: K£ 3711x108 - 3819x156- 4443x552 -4995x216 -  
5643x228 - 6873x249 - 7023 p.a.

Present Salary K£ p.a.	Proposed Salary K£ p.a.
2505	3711
2577	3819
2688	3975
2799	4131
2910	4287
3021	4443
3435	4995
3564	5211
3693	5427
3822	5643
3957	5871
4092	6099
4227	6327
4362	6555
4497	6783
4662	7023

### CONVERSION TABLE NO. 3

#### JOB GROUP "H"

Salary Scale: K£ 4995x216 - 5643x288 - 6783x240 - 7743 p.a.

Present Salary K£ p.a.	Proposed Salary K£ p.a.
3435	4995
3564	5211
3693	5427
3822	5643
3957	5871
4092	6099
4227	6327
4362	6555
4497	6783
4662	7023
4827	7263
4992	7503
5157	7743

## CONVERSION TABLE NO. 4

### JOB GROUP "J"

Salary Scale: K£ 6099x228 - 6783x240 - 7683x288 - 8835 p.a.

Present Salary K£ p.a.	Proposed Salary K£ p.a.
4092	6099
4227	6327
4362	6553
4497	6783
4662	7023
4827	7263
4992	7503
5157	7443
5322	7683
5508	7971
5694	8529
5880	8547
6066	8835

**CONVERSION TABLE NO. 5**

**JOB GROUP "K"**

**Salary Scale: K£ 7263x240 - 7683x288 - 9123x324 - 10419 p.a.**

<b>Present Salary K£ p.a.</b>	<b>Proposed Salary K£ p.a.</b>
4827	7263
4992	7503
5157	7443
5322	7683
5508	7971
5694	8259
5880	8547
6066	8835
6252	9123
6474	9447
6696	9771
6918	10095
7140	10419

**CONVERSION TABLE NO. 6**

**JOB GROUP "L"**

**Salary Scale: K£ 8259x288 - 9123x324 - 10743x396 - 11931 p.a.**

<b>Present Salary K£ p.a.</b>	<b>Proposed Salary K£ p.a.</b>
5694	8259
5880	8547
6066	8835
6252	9123
6474	9447
6696	9771
6918	10095
7140	10419
7362	10743
7617	11139
7872	11535
8127	11931

## CONVERSION TABLE NO. 7

### JOB GROUP "M"

**Salary Scale: K£ 10095x 324 - 10743x396 - 12723x432 - 14451 p.a.**

<b>Present Salary</b> K£ p.a.	<b>Proposed Salary</b> K£ p.a.
6918	<b>10095</b>
7140	<b>10419</b>
7362	<b>10743</b>
7617	<b>11139</b>
7872	<b>11535</b>
8127	<b>11931</b>
8382	<b>12327</b>
8637	<b>12723</b>
8937	<b>13155</b>
9237	<b>13587</b>
9537	<b>14019</b>
9837	<b>14451</b>

**CONVERSION TABLE NO. 8**

**JOB GROUP "N"**

**Salary Scale: K£ 11535x396 - 12723x432 - 10137x480 - 15843 p.a.**

<b>Present Salary K£ p.a.</b>	<b>Proposed Salary K£ p.a.</b>
7872	11535
8127	11931
8382	12327
8637	12723
8937	13155
9237	13587
9537	14019
9837	14451
10137	14883
10470	15363
10803	15843



**CONVERSION TABLE NO. 9**

**JOB GROUP "P"**

**Salary Scale: K£ 13155x432 - 14883x480 - 16803 p.a.**

<b>Present Salary K£ p.a.</b>	<b>Proposed Salary K£ p.a.</b>
8937	<b>13155</b>
9237	<b>13587</b>
9537	<b>14019</b>
9837	<b>14451</b>
10137	<b>14883</b>
10470	<b>15363</b>
10803	<b>15843</b>
11136	<b>16323</b>
11469	<b>16803</b>

CONVERSION TABLE NO. 10

**JOB GROUP "Q"**

**Salary Scale: K14883x480 - 17283x516 - 18315 p.a.**

<b>Present Salary</b> K£ p.a.	<b>Proposed Salary</b> K£ p.a.
10137	<b>14883</b>
10470	<b>15363</b>
10803	<b>15843</b>
11136	<b>16323</b>
11469	<b>16803</b>
11802	<b>17283</b>
12171	<b>17799</b>
12540	<b>18315</b>

**CONVERSION TABLE NO. 11**

**JOB GROUP "R"**

**Salary Scale: K£ 16803x480 - 17283x516 - 19347x624 - 20595 p.a.**

<b>Present Salary K£ p.a.</b>	<b>Proposed Salary K£ p.a.</b>
11469	<b>16803</b>
11802	<b>17283</b>
12171	<b>17799</b>
12540	<b>18315</b>
12909	<b>18831</b>
13278	<b>19347</b>
13692	<b>19971</b>
14106	<b>20595</b>

**CONVERSION TABLE NO. 12**

**JOB GROUP "S"**

**Salary Scale: K£ 18315x516 - 19347x624 - 22467x636 - 23103 p.a.**

<b>Present Salary K£ p.a.</b>	<b>Proposed Salary K£ p.a.</b>
12540	<b>18315</b>
12909	<b>18831</b>
13278	<b>19347</b>
13692	<b>19971</b>
14106	<b>20595</b>
14520	<b>21219</b>
14934	<b>21843</b>
15348	<b>22467</b>
15813	<b>23103</b>

### CONVERSION TABLE NO. 13

#### JOB GROUP "T"

**Salary Scale: K£ 21843x624 - 22467x636 - 26283 p.a.**

<b>Present Salary K£ p.a.</b>	<b>Proposed Salary K£ p.a.</b>
14934	21843
15348	22467
15813	23103
16278	23739
16743	24375
17208	25011
17673	25647
18138	26283

**NB: Job Groups V and X are covered within the Scales H/J and J/K respectively.**

## **ALLOWANCES**

### **Introduction**

**5.16** The Committee has noted that there are categories of both reimbursable and remunerative allowances which are common to the whole Civil Service. It is aware of the need to harmonize the recommended rates in these units, with those recommended for the rest of the Civil Service by the Committee reviewing the Terms and Conditions of Service for Civil Servants. The Committee has nonetheless proposed its own rates based on the presentations and justifications made by officers in these Units, among other considerations.

**5.17** These allowances have been grouped into three broad categories:-

**(i) Those common to the whole Civil Service**

**(ii) Those allowances unique to the units**

**(iii) Proposed allowances**

**5.18** The Committee has considered various proposals and made appropriate recommendations on allowances which are common to all the four Units.

Those allowances which are unique to each Unit are, however, addressed separately.

**(i) Common Allowances applicable to the entire Civil Service**

### **House Allowance**

**5.19** The Committee was informed that officers of the "Other Ranks" within the Police Forces and junior officers in the Prisons and National Youth Services are entitled to free housing and are required to stay within the Police lines and institutional premises to facilitate quick mobilization in case of emergencies or when need arises. These officers are therefore, not entitled to house allowance when there is no accommodation within their residential units. Proposals were made

that they should be considered for automatic house allowance. The Committee is in agreement with this proposal because, as highlighted in the Chapter on Housing, Police Lines and Junior staff quarters of Prisons and National Youth staff are heavily congested.

There is therefore, need to decongest these quarters by relaxing the regulations and consider these officers for house allowance. In view of this, the Committee recommends that:

### **Recommendation**

*Police Officers of the Other Ranks and Junior Officers within the Prisons and National Youth Services be eligible for automatic house allowance at the current market rates in cases where free housing is not available.*

- 5.20 Presentations were given that Police Officers of the Inspectorate and above and senior officers within the Prisons and National Youth Services are eligible for house allowance if not housed by the Government. The Committee was however informed, that the current rates are very low and that this has forced most of them to live in unsuitable areas. Some of these areas are far from their stations of work, hence, the perennial problems of inaccessibility, travel fatigue and high transport costs, all of which, have adversely affected their performance.
- 5.21 The Committee examined the current rates in respect of rental and owner-occupier house allowance and compared these rates with prevailing rent and mortgage rates. The Committee's findings were that officers from JG 'J' to JG 'R' are not in a position to rent accommodation that is in keeping with their official status. A brief analysis of rents and mortgages for low, middle and high income areas as reflected in Table 5.6 on page 110, showed that with the highest rental house allowance paid to an officer on JG 'R' i.e. Ksh.5,220 p.m., that officer cannot even afford to live in lower income areas such as BuruBuru Estate or service a mortgage for houses in such low class areas such as Umoja or Dandora in Nairobi, given the current rate of owner occupier house allowance of Ksh.10,320 per month before tax. The Committee is aware that Government houses are currently not adequate to house officers in accordance with their ranks and

therefore,, many officers will continue to live in privately rented accommodation.

- 5.22 The Committee recognises these problems and is in agreement that current rates of house allowance are far below market rates and should therefore, be raised. In arriving at the recommended rates, the Committee has taken into account the market rates<sup>2</sup>, since paying these officers allowances below the market rates will not solve their housing problems. The Committee has picked on these rates based on areas where various categories of Civil Servants would normally be expected to reside. The Committee is, however, aware that these rates are subject to frequent changes in accordance with market forces.
- 5.23 The Committee was informed that the Government is already paying out large sums of money to private landlords on houses leased for Civil Servants. The Committee is of the view that this policy solely benefits private landlords and the Government may as well pay this money directly to its employees, to enable them acquire reasonable accommodation.
- 5.24 The Committee has examined and compared the current provisions for payment of owner-occupier house allowance to some officers, and rental house allowance to others. It is observed that this policy is disadvantageous to those officers who have not had the means to buy or construct their own houses. The Committee is of the view that there is need to maintain equity in house allowance policy, and therefore, recommends that:

#### **Recommendation**

*all officers who are not housed by the Government be entitled to automatic house allowance according to the current market rates and their Job Groups, as shown on table 5.2 below:-*

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<sup>2</sup>Source: Ministry of Lands and Settlement



**Table 5.2 House Allowance**

<b>Job Group</b>	<b>Current (Ksh p.m)</b>	<b>Recommended Market Rates Ksh p.m.</b>
T		<b>50,000</b>
S	25,000	
R & Q	5,220	
N & P	3,612	<b>40,000</b>
L & M	3,018	<b>15,000 - 30,000</b>
X & K	2,442	<b>8,000 - 13,000</b>
V & J	2052	
F, G & H	1482	<b>7,000</b>
	1110	

- 5.25 Regarding officers who are entitled to free housing, the Committee is of the view that concerted efforts should be made to improve housing facilities in order to avoid the feeling among lower ranks that the proposed increases in house allowance only favour the senior officers.

#### **Medical Allowance**

- 5.26 The Committee received representations that the current rates of medical allowance are insufficient to meet even the basic medical care needs of officers and their families. This is in view of the fact that the cost of drugs and consultation fees have escalated over the years. Officers in the four Units were also of the view that National Hospital Insurance Fund does not meet their medical needs effectively and that there is therefore, need to review in-patient rates upwards. Proposals were also given that NHIF should meet the cost of drugs, doctor's and other fees, when officers or their families are hospitalized.

5.27 Representations were made that the rates of refund for in-patient claims by the Government under section "M" of the Code of Regulations should be improved to take into account the current bed charges in hospitals. The procedures used for these refunds were also reported to be cumbersome.

5.28 The Committee sees merit in these representations and recognizes the need for officers to have the assurance that in the event of sickness, their needs will be well taken care of by the employer. In this respect, the Committee appreciates the efforts made by the Government in introducing an out-patient medical allowance and revising it regularly in an attempt to keep pace with rising medical costs. It is with this in mind that besides proposing improved rates in medical allowances, the issue of medical cover and improved services by the NHIF have been addressed in Chapter 9 on Welfare issues. The following rates, categorized according to clusters of Job Groups and ranks, are however, recommended:

**Recommendation**

*Recommended rates for both Out-Patient and In-Patient allowances are shown below on tables 5.3 and 5.4 respectively.*

**Table 5.3 Out-patient Medical Allowance**

<b>Job Group</b>	<b>Current Rates (Ksh p.m.)</b>	<b>Recommended Rates (Ksh p.m)</b>
	2,490.00	<b>3,000.00</b>
	1,995.00	"
	1,740.00	"
M and above	1,500.00	"
L and below	1,245.00	<b>2,000.00</b>
	990.00	"
	750.00	"
	495.00	"

**Table 5.4 In-Patient Allowance**

<b>Job Group</b>	<b>Current Rates per Day (Ksh.)</b>	<b><i>Recommended Rates per Day (Ksh.)</i></b>
M and above	200.00	<b><i>1,000.00</i></b>
L and below	150.00	<b><i>800.00</i></b>

- 5.29 In arriving at this recommendation, the Committee has taken note of the fact that it is the Officers in the lower levels, who in most cases have younger families and who often make more use of medical facilities. The proposed percentage increase in their rates is therefore, higher and has also taken into account current rates of medical consultation and cost of drugs.

#### **Accommodation Allowance**

- 5.30 The Committee noted that there are two categories of rates for this allowance. One that is applicable to officers attached to the Presidential Escort and the other that is payable to other Police Officers and Officers in the Administration Police, the Prisons Service and the National Youth Service, on duty away from their stations.

##### **(i) Presidential Escort Unit**

Representations were made that this allowance, which is meant to meet food and accommodation expenses for these officers is currently inadequate because the officers, accompanying the VIP are expected to find accommodation in places that are in keeping with the status of their duties. Proposals were therefore, made to increase the current rates.

The Committee, however, noted that accommodation allowance payable to these officers was revised in July 1996 to the current rates, ranging from Ksh.1,000 to Ksh.1,800 per night which, *in the Committee's view, are adequate.*

**(ii) Other Officers (all Units)**

As for other Officers, the Committee received representations that the current rates payable cannot meet the cost of food and accommodation at hotels whose standards are in keeping with these officers' positions. The Committee is in agreement with these observations and therefore, recommends the following rates:-

**Recommendations**

**Table 5.5 Accommodation allowance - Other Officers**

<b>Job Group</b>	<b>Current Rates (Ksh. per night)</b>	<b>Recommended Rates per night (Ksh.)</b>
R and above	400.00	<i>1,800.00</i>
N and P	300.00	<i>1,500.00</i>
K, L and M	200.00	<i>1,200.00</i>
H, V, J, and X	175.00	<i>900.00</i>
F and G	150.00	<i>500.00</i>

**Annual Leave and Maternity Leave**

**5.31** The Committee received representations that Officers in the Police Forces, Prisons, and the National Youth Services required additional leave days in view of the fact that they work longer hours than other Civil Servants. Representations were also made that given the strenuous nature of the duties in these Units, female officers require a longer time to recuperate after delivery, before resuming duties. The Committee was informed that expectant female police officers who are unmarried, are not allowed to take full maternity leave, but only their annual leave entitlement.

- 5.32 The Committee was informed of the current provisions regarding leave in the four Units, which are as follows :-
- 36 days for Inspectorate and above,
  - 30 days for Other Ranks,
  - 60 working days maternity leave for all female officers which is inclusive of annual leave. In this respect, the Committee noted that this is a standard provision for all female officers in the Civil Service.

The Committee noted that officers in these Units are already entitled to more leave days per year than other Civil Servants. They are in addition entitled to days off at the rate of one day per week when they work over weekends or beyond normal hours. In view of this, the Committee considers the current provisions adequate.

- 5.33 The Committee, however, agrees with the proposal to increase maternity leave and the reasons given to support the proposal. The Committee therefore, recommends that -:

#### **Recommendation**

*female officers be granted 90 working days maternity leave which should be inclusive of annual leave. This entitlement should cover all female officers irrespective of marital status.*

#### **Leave Allowance**

- 5.34 Representations were made that the current provisions and procedures regarding payment of leave travel expenses are inadequate and cumbersome. The current provisions are that officers claim leave travel expenses at the rate of 85 cts per k.m., after taking leave. This payment, besides being subject to production of receipts, is also subject to production of a letter from the Chief or District Officer confirming that an officer travelled to his/her home destination. Proposals were therefore, made that all these requirements should be abolished and officers be paid leave allowance, adequate to cater for travel expenses. They should also be free to choose their leave destinations.

The Committee is in agreement with the proposal to review upwards the current rates and payment-procedures, taking into account the present travelling costs. The Committee therefore, recommends that;

**Recommendations:**

- (i) *leave allowance be paid along with officers' salary in the month preceding the one when officers are scheduled to take leave, at the following rates:-*

<u>J. G.</u>	<u>Recommended Rates</u> <u>(Ksh.p.a.)</u>
S and above	13,000
P,Q,R	12,000
M & N	9,000
L & K	8,000
H & J	6,500
F & G	5,625

- (ii) *requirement for the production of a letter from the Chief or District Officer be scrapped.*

**Hardship Allowance**

5.35 The Committee noted that this allowance is payable to officers working in areas gazetted as hardship areas as per the Civil Service Code of Regulations. The Committee received representations that there is need to create an enabling working environment by compensating officers posted to these areas adequately. The Committee was informed that officers posted to these areas view the postings as punitive and this has a negative impact on performance. Other issues cited were problems arising from separation of families and high travelling costs.

5.36 The Committee is of the view that Officers should be encouraged to regard working in these areas as a challenge to develop one's capacity for advancement. It is therefore, necessary for senior officers responsible for postings to deploy officers to these areas either on promotion or in anticipation of promotion. In order to enhance the

positive aspects of working in hardship areas, the Committee recommends that:-

**Recommendations:**

- (i) *hardship allowance be raised from 30% to 35% of an officer's monthly basic salary and;*
- (ii) *the current ceiling of Ksh. 600 p.m. and Ksh. 1,200 p.m. for single and married officers respectively, be doubled.*

**Transfer Allowance**

5.37 The Committee was informed, that under the current provisions, officers receive one month's basic salary on transfer to enable them meet initial settling down expenses. It was noted that regulations require that this amount be paid three days prior to an officer's departure.

5.38 The Committee received representations that this amount does not adequately meet costs related to transfer and that the claims are usually not paid prior to transfer, normally due to lack of funds and other administrative problems. The Committee was also informed that officers transferred within the same district are not entitled to transfer allowance irrespective of the distance involved, whereas officers on cross-district transfers are paid this allowance even if they move for just a few kilometres to the new station. Representations were also made that this provision should be reviewed and extended to officers who are transferred to stations within the same district since this involves disruption of such family arrangements as schooling, housing, besides extra expenses.

The Committee finds merit in this proposal and therefore, recommends that:-

**Recommendations**

- (i) *transfer allowance be paid whenever it involves change of accommodation.*

- (ii) *the current provision of paying one month's salary prior to departure should remain, in view of the salary increases proposed.*
- (iii) *disbursement of these claims be improved in order to reduce hardships for transferred officers . Hence, the DPM Circular requiring prior payment be strictly adhered to.*

5.39

The Committee received representations that there are too many unnecessary transfers, particularly within the Police Force. Some of these transfers are not in the interest of the service but are either punitive or based on personality differences. This practice was reported to exhaust voted funds for transfer allowance very early in the financial year, hence the problems of disbursement referred to earlier. In order to curb unnecessary transfers of officers, the Committee recommends that :-

**Recommendation:**

- (i) *senior officers behind such unwarranted transfers in any of the four Units should be surcharged for these expenses.*
- (ii) *transfers be effected only if the transferring officers have established that there are funds to meet officers' transfer expenses.*
- (iii) *transfers should not be used as a disciplinary measure because this has a negative effect on performance. Indisciplined officers should be handled in accordance with the provisions of the prevailing disciplinary procedures.*

**Entertainment Allowance**

5.40 This allowance is paid to certain levels of officers in the Civil Service who, due to the nature of their duties, are from time to time called upon to provide hospitality and entertainment.

The Committee noted that currently, this allowance is paid to the Commissioner of Police only, at the rate of Sh.5,000 p.m. The



Committee received representations that officers heading various formations of the Police Force and senior officers in the other three Units have an important public relations role to play and therefore, routinely entertain visitors in the course of their official duties and should therefore, be paid this allowance.

5.41 Proposals were received from the **Administration Police Force** that the Commandants in charge of the Force, Administration Police Training College and Security of Government Buildings should be paid entertainment allowance.

**The Prisons Department** equally made proposals for payment of this allowance from the level of Deputy Commissioner of Prisons upwards, Section Heads at Prisons Headquarters, Provincial Prisons Commanders and Officers in charge of Prisons.

**The National Youth Service** proposed that the allowance be paid to the Director NYS, Heads of Sections and Principals of NYS Colleges and Training Schools. The Committee finds merit in these proposals and therefore, recommends that -:

#### **Recommendation**

*instead of paying this allowance to individual officers, a provision be made in the votes of the Directors, C.I.D., D.S.I., Commandant GSU, Provincial Police Officers/Formation Commanders and Officers Commanding Police Divisions to meet these expenses. This provision be equally applicable to the Commandant, APTC, the Commissioner of Prisons, Provincial Prisons Commanders, Officers in-Charge of Prisons, the Director, National Youth Service.*

*The Committee, has, however, not seen the need to extend this provision to Departmental Heads based at these Units' Headquarters.*

## Responsibility Allowance

- 5.42 This allowance is currently paid to Officers in the Police Department only, from the rank of Deputy Commissioner of Police and above at Sh.2,000 and Sh.4,000 p.m. respectively, in recognition of the heavy responsibilities associated with their offices. Representations were made to the Committee that due to heavy responsibilities, this allowance be extended to other Police Officers of the ranks of Senior Assistant Commissioner of Police, Superintendent of Police, Police Officers in-charge of Police Divisions and Stations, regardless of rank. It was also proposed that the same should apply to CID and DSI Officers in-charge of Provincial and District offices due to the heavy responsibilities associated with their offices. Proposals were made from the Administration Police, Prisons Service and the National Youth Service, that this allowance be introduced to officers holding the following positions -:

Commandant - Administration Police Force  
Commandant - Administration Police Training College  
Commandant - Security of Government Buildings  
Deputy Commissioner of Prisons and above  
Section Heads at Prisons Headquarters  
Provincial Prisons Commanders  
Officers in-charge of Prisons  
Director NYS and Deputies  
Heads of Sections  
Principals of NYS Colleges and Training Schools

- 5.43 While the Committee appreciates the role played by all officers at the levels named above, it does not accept the proposal to pay this allowance to all of them as it is felt that responsibility allowance should be tied to actual responsibilities, not to positions or ranks. In view of this, the Committee recommends that:-

### Recommendation

*responsibility allowance at the rates indicated, be paid to the following offices in the four Units:-*

<b><u>Police Force</u></b>	<b><u>Current Rate Recommended</u></b>	
	<b>Sh. p.m.</b>	<b>Sh. p.m.</b>
Commissioner of Police	4,000	6,000(or similar rate as Permanent secretaries)
Senior Deputy Commissioner	2,000	4,000
Directors, CID, and DSI and Commandant G.S.U.	2,000	4,000
Provincial Police Officers, Officers in-charge of Provincial CID and DSI Branches	2,000	3,000
Officers in charge of Police Divisions	-	2,500
Officers in charge of CID and DSI District Offices	Nil-	1,500
	Nil-	1,000
<b><u>Administration Police Force</u></b>		
Commandant APTC	Nil-	4,000
<b><u>Prisons Service</u></b>		
Commissioner of Prisons	Nil-	4,000
Senior Deputy Commissioner Provincial Prisons	Nil	3,000
Commanders Officers in-charge of Prisons	Nil	2,500
	Nil-	1,500
<b><u>National Youth Service</u></b>		
Director NYS	Nil	4,000
Deputy Director	Nil	3,000
Commanding Officers Class "A"	Nil	2,500
Commanding Officers Class "B"	Nil	1,000

## **Motor Vehicle Advance And Allowance**

- 5.44** The Committee received proposals from the four Units, to raise advances for the purchase of motor vehicles, to increase loan repayment period and car allowance. The Committee was informed that that the current provision for car advance, the maximum of which is Sh.200,000 is too low to enable officers acquire serviceable vehicles at current market rates. It was noted that the present provisions are that officers permitted by their Permanent Secretaries to use their vehicles for official duties can claim car allowance at a maximum rate of Sh.4.05 per k.m. for vehicles of 2000c.c. engine capacity and above. The Committee finds the present Car Loan advance and allowance inadequate and therefore, recommends that:-

### **Recommendations**

- (i)** *car loan advance be increased, taking into account market prices of vehicles and other factors such as officers' ability to repay these loans. In this regard, the following amounts are recommended:*

<u>Job Group</u>	<u>Car Loan advance(Kshs)</u>
<i>L and above</i> -	<i>900,000</i>
<i>J,K</i> -	<i>700,000</i>
<i>H and below</i> -	<i>500,000</i>

- (ii)** *the repayment period be extended from 72 months to 84 months*
- (iii)** *the deposit for a new car be 30% of the price and*
- (iv)** *mileage allowance be increased in order to assist officers to maintain their cars.*

- 5.45** Proposals were also made that Police Officers of the rank of Deputy Commissioner and above be accorded facilities for purchase of duty free cars. The Committee observed that Police Officers at this level usually head Police Formations and therefore, have high quality cars

attached to them. In order for these officers to maintain this status in their private capacity, the Committee recommends that:-

### **Recommendation**

*Police Officers of the rank of Deputy Commissioner of Police and above be considered for duty free facilities every five years to enable them purchase vehicles that are in keeping with their ranks.*

### **Bicycle Allowance**

- 5.46 The Committee received representations that some Administration Police officers, particularly in the rural areas, use bicycles for official duties. Proposals were made to increase the allowance that these officers are currently paid.

The Committee noted that bicycle allowance is currently paid at the rate of Ksh.50 and Ksh.60 p.m. within urban areas and rural areas respectively. It is observed that these rates are too low to compensate these officers for the cost and maintenance of bicycles. On the basis of this, the Committee recommends that;

### **Recommendation**

*this allowance be increased from Ksh. 60 to Ksh.200 and from Ksh. 50 to Ksh. 180 in rural and urban areas respectively.*

- (ii) **Existing Allowances Common to the Four Units**

### **Uniform Allowance**

- 5.47 This allowance is paid to Police and Prison Officers in the ranks of Inspector and Chief Officer and above respectively, while those in lower ranks get a free issue. Officers of all ranks in the Administration Police and National Youth Service also get a free issue of uniforms.

The Committee was informed that this allowance is presently paid to Gazetted Officers and the Inspectorate at the rate of Kshs 2,400 p.a.

and Kshs 2,000 p.a. respectively and that this has been in place for nearly 12 years. It was observed that whereas these rates may have been reasonable at the time they were introduced, they can now hardly meet the cost of a Police Officer's uniform, which is estimated at an average of sh. 15,000 - sh.20,000. The Committee was informed that as a result, these officers have had to supplement the maintenance of their uniform from their salaries.

- 5.48 The Committee is of the view that given the financial implications in paying uniform allowance at current market rates to individual officers, and also the need to maintain quality of material and colour shades, it would be more viable to purchase these uniforms in bulk. The Committee therefore, recommends that:-

#### **Recommendation**

*these uniforms be purchased in bulk and issued to Officers of all ranks in the Police and Prisons Departments, to enable the Government benefit from economies of scale.*

- 5.49 A separate issue raised by the Administration Police, Prisons Officers and National Youth Service in this respect, was the need to introduce a uniform maintenance allowance.

The Committee, however, does not find justification for introducing this allowance, considering that unlike their civilian colleagues, Officers in these Units already benefit (or stand to benefit) from free issue of working uniform. *Expenses of keeping these uniforms in acceptable conditions should therefore, be met by the officers.*

#### **Drivers Allowance**

- 5.50 Representations were made that Drivers in these Units, especially in the Police Force, work long hours, sometimes under difficult and dangerous conditions. The Committee was informed that due to shortages of Police drivers, those in service are usually overworked. These drivers are also expected to maintain a high degree of discipline and competence as trained Police Officers.

5.51 The Committee noted that Police drivers attached to Judges of the High Court have the added responsibility of providing security to these Judges. Their duties entail long working hours besides extensive travel throughout the country, when Judges are on court circuits. Proposals were therefore, made to compensate these drivers and Police motor cyclists - outriders and traffic Police, whose duties require extra care and entail some risks. The Committee finds merit in this proposal and therefore, recommends the following rates in respect to the drivers;

### **Recommendations**

<b>(i)</b>	<b><u>Grade</u></b>	<b><u>Current</u></b> <b>(sh. p.m)</b>	<b><u>Recommended</u></b> <b>(Ksh. p.m)</b>
	Driver Grade 1	100	<b>500</b>
	Driver Grade 11	80	<b>400</b>
	Driver Grade 111	60	<b>300</b>
	Motor Cyclist	Nil	<b>200</b>

**(ii)** *The Committee also recommends that Police drivers attached to Judges of the High Court be paid extraneous duty allowance at the same rate as drivers attached to Permanent Secretaries i.e. Sh. 500 p.m.*

### **Wireless Operators And Teleprinters Allowance**

5.52 This allowance is paid to Officers in the four Units, both uniformed and civilians, who have received specialized training in transmitting and receiving messages. Representations were made that these officers work for long hours and handle classified information concerning the Forces. The Committee was informed that this is a strenuous job requiring long hours of concentration and could have adverse effects on officers' health. Representations were given that this allowance be revised upwards. It was noted that the telecommunications system, is the backbone of these Forces' Operations and that, this, in itself, is a justification for increasing this allowance. The Committee finds merit in this argument and therefore, recommends that:-

## Recommendation

*officers handling these facilities be paid as follows:-*

(i)	<u>Grade</u>	<u>Current</u> (Ksh.p.m.)	<u>Recommended</u> (Ksh.p.m.)
	Senior Signaller	150	300
	Grade I	100	200
	Grade II	80	160
	Grade III	60	120
	Teleprinter	60	120
	Radio/Telephone Operator	45	100

(ii) *this allowance be extended to Signallers and Radio Operators in the National Youth Service at similar rates.*

### **Bandsmen Allowance**

5.53 It was represented to the Committee that the bands in the four Units play an important ceremonial role. Playing in the band is a full-time job that requires long hours of practice and talent in music. The Committee was informed that band allowance is paid to officers of the Other Ranks only, but that entry into the band is not limited to any ranks hence, proposals were made for this allowance to be extended to all officers participating in the band. Proposals were also made for its increase and in addition, representations were made that officers in the NYS band be entitled to a similar allowance.

The Committee is in agreement with the proposal for the extension of this allowance to all officers, participating in various Bands regardless of their ranks. In view of this, the Committee recommends that -:



## Recommendations

- (i) *the following rates, be paid to all officers participating in the Band regardless of rank :*

Rank	Current (Ksh.p.m.)	Recommended (Ksh. p.m.)
Gazetted Officers	-	300
Inspectorate/Chief Officers	-	200
NCOS	30	150
Constables/Warders & Wardresses	20	120

- (ii) *the allowance be extended to the National Youth Service, at the same rates, at equivalent ranks.*

## Instructors Allowance

- 5.54 This allowance is currently paid to full-time Instructors at the Police Training College, GSU Training School and CID Training School, Administration Police Training College and Prisons Staff Training College at the rate of 20% of basic salary. It, however, does not include instructors in Provincial Police Training Centres and Instructors/Lecturers at National Youth Service Training Schools.
- 5.55 The Committee received representations that Instructors in the four units work for about 18 hours a day as they have to begin their day with the recruits at 4.00 a.m. and do not return to their houses until 10.00 p.m. The Committee was informed that, due to the strenuous work involved and poor remuneration, Officers have not been attracted to these duties. Proposals to increase this allowance have therefore, been made to attract and retain Lectures and Instructors in all Training Institutions of the four Units.

The Committee is in agreement with these views and therefore, recommends that:

## **Recommendations**

- (i) Instructors Allowance be increased to 25% of basic salary.*
- (ii) this allowance should also be extended to Instructors at Police Training Centres in the Provinces and to NYS Lecturers and Instructors, for Police Officers, the allowance should be paid only when these officers are engaged in Instruction duties.*

### **Plain Clothes Allowance - CID and DSI**

- 5.56** The Committee was informed that this allowance is paid at the rate of Kshs 30 and 80 p.m. to Police Officers (including drivers) of the Other Ranks and the Inspectorate respectively, who are attached to the Criminal Investigation Department and Directorate of Security Intelligence. Representations were made that this allowance is too low to serve the intended purpose and that the rates should be updated. It was further proposed that this allowance be paid to all officers in both Departments.
- 5.57** Considering the current market prices of even the simplest set of ordinary clothes, the Committee is of the view that the existing rates for clothing allowance are unrealistic. The Committee has also taken into account the need for these officers while on official duties, to mix freely with the crowd wherever they are, which sometimes requires that they dress at reasonably high standards. It is on the basis of these considerations that the Committee recommends the following rates which should apply to all officers in both Departments:

## Recommendation

*Recommended rates are as follows:-*

Rank	Current (Ksh. p.m)	Recommended (Ksh. p.m.)
Directors CID & DSI	Nil	1,000
Other Gazetted Officers	Nil	1,000
Inspectorate	80	750
Other Ranks including drivers attached to CID & DSI	30	500

### **Outfit Allowance (external- DSI).**

- 5.58 Representations were made to the Committee that DSI Officers working outside the country be paid an outfit allowance. The Committee established that these Officers, like other civil servants serving in Foreign Missions, are paid an outfit allowance according to their job groups and country. *The Committee is of the view that the allowance paid to Civil Servant serving in Foreign Missions be applicable to these officers.*

### **Special Clothing Allowance (Presidential Escort)**

- 5.59 The Committee noted that this allowance is given to Police Officers attached to the Presidential Escort. It was further noted that on joining the Escort Unit, these officers are issued with an initial supply of good quality clothing as follows :-
- two pairs of suits
  - four shirts
  - two pairs of shoes
  - two neck ties
  - two pairs of socks and are thereafter entitled to special clothing allowance.

Proposals were made that in view of the high standards of dressing expected of these officers as they interact with dignitaries, both locally and abroad, issue of free clothing be made annually, clothing allowances be raised, and a monthly dry cleaning allowance be reviewed upwards. The Committee was however, informed that this allowance was revised in July 1996.

The Committee appreciates the need for these officers to maintain high standards of dressing and therefore, recommends that:

### **Recommendations**

- (i) clothing listed above be issued to the officers concerned on a yearly basis,*
- (ii) clothing allowance be given at the same rates as those recommended for CID and DSI officers,*
- (iii) dry-cleaning allowance be increased from Kshs 20 p.m. to Kshs 800 p.m.*

### **Special Duty Allowance (Presidential Escort and General Service Unit)**

- 5.60** This allowance is given to officers in the Presidential Escort Unit in recognition of the strenuous work associated with the Presidential Escort and guard duties, which entail a great deal of personal responsibility, stress, and separation from family.

The Committee was informed that the current rates were revised in July 1996.

*In view of this, the Committee does not find merit in making further revision. The current rates were given as follows:-*

<b>J.G</b>	<b>Current Rates (Ksh. p.m.)</b>
N & P	2,500
L & M	2,000
X & K	1,800
V & J	1,600
G & H	1,400
F	1,200

### **Directorate of Security Intelligence**

- 5.61** The Committee was informed that special duty allowance is equally paid to officers in the DSI but at different rates from the Presidential Escort Unit i.e. minimum Sh.250 p.m. and maximum Sh.1,800 p.m. Representations were made that this allowance should be improved in view of the wide scope of work, these officers are required to undertake.

The Committee is in agreement with the proposal to raise these allowances and therefore, recommends that:

#### **Recommendation**

*Officers in DSI be paid special duty allowance at the same rates recommended for Officers in the Presidential Escort Unit.*

#### **Special Duty Allowance (Prisons Service)**

- 5.62** The Committee was informed that this allowance is paid to Prisons Officers deployed at Maximum Security Prisons due to the stressful and risky environment under which they work. Proposals were made that this allowance be reviewed to reflect the increased workload and responsibilities, given the increasing number of inmates. It was further proposed that all categories of Prisons be considered for this allowance.

The Committee appreciates the reasons behind this proposal, and is aware of the fact that the stress associated with working in Maximum

Security Prisons, besides the risks involved in some of the duties in these prisons, is much higher than in ordinary prisons. In view of this, the Committee does not recommend extension of this allowance to ordinary prisons.

The Committee, however, recommends that -:

### **Recommendation**

*the current rates payable to Officers in Maximum Security Prisons be increased as follows:-*

<b>Rank</b>	<b>Current (Sh. p.m)</b>	<b>Recommended (Sh. p.m.)</b>
Chief Officer 1 & 11	100	300
Chief Warder & Chief Matron	50	150
Warders/Wardresses	20	100

### **Overseas Allowance (Presidential Escort)**

- 5.63 The Committee noted that officers in the Presidential Escort Unit are paid overseas allowance at a quarter per diem rate whenever they are on overseas duties. These rates, the Committee noted, are applicable to the rest of the Civil Service based on officers' Job Group and the country visited. Proposals were made to the Committee that officers accompanying the VIP on overseas tours be paid full per diem to compensate them for the added responsibilities these tours entail.

*The Committee considered these proposals and is of the view that the present provisions are adequate.*

### **Recce Allowance (R & G Companies)**

- 5.64 This allowance is paid to the Officers of the reconnaissance company of the G.S.U. This is an extra allowance besides GSU field allowance in recognition of additional skills and hazards inherent in

the nature of tasks assigned to these officers in the Quick Reaction Force, Hostage Rescue Force, Sky Marshals, Bomb Disposal Squad and the VIP Protection Squad.

The Committee was informed that this allowance is currently paid at the following rates:-

<b>J.G.</b>	<b>Current Rates (Ksh p.m)</b>
N/P	2,500
L/M	2,000
K	1,800
H/J	1,600
G	1,400
F	1,200

*The Committee noted that this allowance was revised in July 1996, and therefore, finds no justification for its further revision at the moment*

#### **CID Allowance**

- 5.65** This allowance is paid to CID officers up to the rank of Inspector, to enable them meet out of pocket expenses while on official duties. Representations were made that this allowance is very low and that it should be extended to all ranks. Representations were also made that crime in Kenya has become more sophisticated, thus requiring improved skills and increased level of sophistication among the CID Officers, if they have to succeed in combating crime. It was on the basis of this that proposals were made for higher allowances.
- 5.66** The Committee recognizes the need to extend this allowance up to the level of Senior Deputy Commissioner because CID assignments can be given to officers of any rank. The Committee therefore, concurs with the submission that CID duties require talented officers who are expected to undertake prolonged and painstaking investigations and that the proposed allowance is in recognition of additional

responsibilities and special skills acquired, over and above those applicable to equivalent ranks in general duties cadres of the Forces.

It is against this background that the Committee recommends;

### **Recommendation**

*that this allowance be paid to all officers attached to the Department regardless of ranks as follows -:*

<b>Rank</b>	<b>Current Rate (Ksh. p.m)</b>	<b>Recommended (Ksh. p.m)</b>
Senior D.C.P.	Nil	<b>1,800</b>
Deputy Commissioner	"	<b>1,600</b>
Senior Asst. Comm. "	"	<b>1,500</b>
Asst. Commissioner	"	<b>1,200</b>
Senior Supt.	"	<b>1,000</b>
Superintendent	"	<b>1,000</b>
Inspector	80	<b>1,000</b>
Other Ranks	50	<b>600</b>

### **Urban Allowance**

5.67 It was noted that this allowance was introduced to compensate Police Officers working in urban areas for the higher cost of living and the more intense nature of policing required in urban areas. It was also noted that this allowance is limited to the Inspectorate and officers of the Other Ranks ; at the rate of Ksh.50 and Ksh.30 p.m. respectively.

Representations were made that owing to the high cost of living and the strenuous nature of Police duties in Urban areas , this allowance be revised upwards.

It was further proposed that the allowance be extended to officers above the level of Inspector.



The Committee is in agreement that this allowance be increased because of the rising cost of living in these urban areas. The Committee, however, takes cognizance of the fact that these officers will benefit from the proposed introduction of commuter allowance and salary increases.

The Committee finds merit in raising the existing rates, but there is no justification in extending the same to other urban areas and therefore, recommends:

**Recommendation**

*that these rates be increased as follows:-*

<u>Area</u>	<u>Rank</u>	<u>Current Rate</u> <u>Sh. p.m.</u>	<u>Recommended Rate</u> <u>Sh. p.m.</u>
Nairobi City and Mombasa Town	Inspector	50	300
	Other Ranks	20	260

- 5.68 Representations were made to the Committee that NYS employees living in large urban areas should be paid an urban allowance to cater for the higher cost of living in these towns.

*The Committee is, however, unable to accept the proposal to extend this allowance to NYS officers because the reasons given to support this request have already been addressed in the introduction of commuter allowance, and improved house allowance.*

## **Animal Handlers Allowance**

- 5.69** The Committee noted that this allowance is only paid to Police Officers of the Other Ranks who are involved in animal husbandry and training at the rate of KShs.30 per month. Representations were made to the Committee that the use of these animals has increased over the years, thus increasing the workload of Officers, both uniformed and civilians, entrusted with the care and use of these animals. In view of this, the need to improve this allowance to reflect the specialized skills involved in the handling and care of these animals was emphasized. Representations were also made that civilians and uniformed officers at higher levels involved in these duties be considered for this allowance.
- 5.70** The Committee is, however, of the view, based on its observations during its visits to the Anti Stock Theft Unit Stables in Gilgil and Nairobi Kennels, that this allowance be limited to Police Officers of the Other Ranks and civilians at lower grades, as these are the categories of staff who actually care for these animals. The Committee does not, therefore,, find merit in the proposal to extend this allowance to the Inspectorate and Gazetted Officers. In view of this, the Committee recommends that:-

### **Recommendation**

*this allowance be increased to Ksh 200 p.m. and that civilian staff handling and caring for these animals also be paid animal handlers' allowance at the same rates as the Police Officers of Other Ranks.*

### **Female Searchers Allowance**

- 5.71** The Committee received representations that due to inadequate numbers of female police officers, civilian female searchers are sometimes engaged temporarily at individual Police Stations to carry out searches on female suspects and prisoners. The Committee was informed that the current rate of Ksh.10 per search has been too low to attract adequate searchers.

The Committee finds merit in the proposal to raise this allowance and therefore, recommends that:-

### **Recommendation**

*the allowance be raised from Ksh. 10 to Ksh.100 per search.*

### **Coxswains and Water Police Allowance**

- 5.72 The Committee noted that Police Officers assigned duties as Coxswains and Water Police have additional skills and qualifications, as mechanics, besides being fully trained Police Officers, and can also operate motor boats. This is a unique category of officers whose area of operation is restricted to lake and ocean areas, for both operational and rescue duties. The Committee noted that these officers work in a risky environment and yet the current allowance paid to them for these duties, which was introduced in 1969, has ceased to be an incentive to the officers. In view of the technical nature of the work and the risks involved, the Committee recommends that:-

### **Recommendation**

*the Coxswains and Water Police Allowance be revised as follows:*

<u>Grade</u>	<u>Current</u> <u>(Ksh. p.m)</u>	<u>Recommended</u> <u>(Ksh. p.m)</u>
Coxswains with mechanics Certificate	40	300
Coxswains Certificate only	30	250
Crew members with mechanics Certificate	20	200

### **Flying/Engineers Allowance (Police Airwing)**

- 5.73 This allowance is paid to Pilots in the Police Airwing in recognition of their specialized skills. These Pilots perform essential services such as delivery of salaries to remote areas, dropping and picking

Government officers and documents, search and rescue, casualty evacuations and aerial support for the Anti-Stock Theft Unit.

The Committee was informed that although this allowance was increased by 100% by the Ramtu Civil Service Review Committee in 1985, no further improvements have been made and the highest amount paid currently is Sh.2,400 p.m. The Committee noted that as a result of low salaries and allowances, the Police Airwing has been losing Pilots at an alarming rate. In this regard, the Committee was informed that 28 pilots had left for the private sector by 1996.

- 5.74 The Committee received representations and also observed that Police Pilots are easily attracted to commercial sectors because of poor remuneration and lack of adequate work. In this case, they are unable to accumulate flying hours, which is important in their professional development. It was noted that given the financial implications of making the airwing fully operational, this situation is not likely to improve significantly in the near future.

The Committee notes that the Government invests heavily in the training of these Pilots and yet currently, the Police Airwing is mainly serving as a training ground for the private sector. There is therefore, need to make these officers' remuneration more attractive to contain this situation. In order to reduce the attrition rate of Pilots and Engineers to minimum levels, the Committee recommends;

## Recommendation

*that the rates be paid as follows:-*

<u>Rank</u>	<u>Current Sh.p.m.</u>	<u>Recommended Shs.p.m.</u>
Deputy Commissioner of Police	Nil	7,200
Senior Assistant Commissioner	2,400	7,200
Assistant Commissioner	2,400	7,200
Senior Superintendent	2,400	7,200
Superintendent	2,000	6,000
Inspectors	1,200	3,600

*In arriving at these rates, the Committee has taken into account the proposals which have been made to raise these officers' salaries according to their police ranks, besides other facilities which are provided such as housing and free transport.*

### Field Operational Allowance (GSU & ASTU)

5.75

The Committee was informed that this allowance is paid in recognition of the additional hardships inherent in these officers' duties which are para-military in nature. Representations were made that the current rates do not take into account the sacrifice of self comfort these officers have to make in order to serve the nation. Some of these sacrifices include separation from family and friends, not living in proper houses like other Police Officers, always being on the move and usually in rough and difficult environments. The Committee was also informed that this allowance was last revised in 1970 and separation allowance discontinued in 1989. This therefore, left the officers with no form of compensation.

In view of the hardships often experienced by these Officers during their field operations, the Committee recommends that :-

## Recommendation

*field operational allowances be paid at higher rates, in order to act as a reasonable incentive, at the following rates:-*

Rank	Current (Ksh. p.m.)	Recommended (KSh. p.m)
Gazetted Officers	160	1,500
Inspectorate 108		1,200
Other Ranks	56	1,000

## Tent Allowance

5.76 Representations were made to the Committee that Officers in G.S.U. and A.S.T.U should also be paid tent allowance in view of the low rates paid under field operational allowance. This proposal has, however, already been taken care of under field operational allowance.

### (iii) Proposed New Allowances (all Units)

5.77 Proposals were made to the Committee that new allowances to enhance the morale and performance of Officers in these Units, be introduced. These are :-

- Technical Allowance
- Top up Allowance
- Commuter Allowance
- Separation Allowance
- Meal Allowance
- Extraneous Allowance
- Risk Allowance
- Household Advances
- Gas Allowance
- Househelp Allowance
- Recovery Allowance
- Prosecution Allowance
- Security of VIP Allowance
- Informer Incentive Allowance
  
- Escort Allowance

Proposals made regarding these allowances have been discussed in general but where necessary, limited to the Unit that raised the issue.

### **Technical Allowance**

5.78 The Committee was informed that in various sections of the Police Department, there are various categories of both uniformed and civilian staff with specialized skills. These are the technicians in the Armourers Branch, Identification Bureau, Photographic Section, Scenes of Crime, Bomb Squad, and Ballistics. These Officers handle dangerous equipment in the course of their duties such as explosives, corrosive and toxic chemicals. Others are technicians in the Police Airwing who provide support technical services to engineers in the Airwing. The Committee received representations that a technical allowance be paid to Officers engaged in these duties.

5.79 The Committee, while appreciating the reasons behind these proposals, is also aware that there are several categories of technical staff in the rest of the Civil Service, who can also make claim for this consideration. The Committee is also aware of the problems that might arise if it recommends payment of this allowance to Police Officers on the basis that these qualifications are over and above the basic requirements of a Police Officer, since there are also civilians performing these duties in the Police Department, whose initial recruitment was based on these technical qualifications and who therefore, do not merit payment of this allowance.

*The Committee therefore, finds no merit in introducing this allowance at the moment.*

### **Top up Allowance (Kenya Police)**

5.80 The Committee observed that Police Officers of various ranks are usually attached to various parastatal organizations to provide security services. The Committee is of the opinion these officers should benefit from these attachments considering that as a result of the security they provide, these organizations such as Kenya Ports Authority, the Central Bank are able to operate in secure environments which enhance their profits.

The Committee therefore, recommends that:-

### **Recommendation**

*these Police Officers be paid a top up allowance by these organisations to bring their salaries to the level of that earned by security staff at equivalent positions in the organisations.*

### **Commuter Allowance**

- 5.81 Representations were made to the Committee that due to shortage of housing facilities especially in Prisons quarters and Police lines, these Officers are sometimes housed far from their duty stations. Others who are not housed are forced to rent accommodation in the peripheries of towns where accommodation is cheaper. This means that the daily travelling costs take up a sizeable percentage of Officers' salaries. Some officers in the junior levels sometimes even have to walk to the work place and this has a direct impact on their productivity.
- 5.82 While the long term solution is likely to be provision of adequate housing and transport facilities for these Officers, the Committee, nevertheless, finds merit in this proposal and recommends that;

### **Recommendation**

*a commuter allowance be introduced to officers not provided with official transport, at the following rates:-*

<u>JG</u>	<u>Recommended</u> <u>(Kshs. p.m)</u>
<i>N- Q</i>	<i>1,500</i>
<i>J-M</i>	<i>1,000</i>
<i>F-H</i>	<i>800</i>



### **Transport Allowance: (DSI)**

- 5.83 Representations were made to the Committee that Officers in DSI should be paid a transport allowance to supplement the present transport arrangements. The Committee is however of the view that introducing transport allowance to individual Officers may not assist much in improving their mobility. It was also noted that these officers have access to imprest facilities which would adequately serve this purpose. In view of this, the Committee recommends that;

#### **Recommendation**

*voted provisions for transport expenses be increased to enable these officers have adequate cash to enhance their mobility.*

### **Miscellaneous Allowance (DSI)**

- 5.84 The Committee noted that this allowance is currently paid to officers in the DSI technical section at the rate of Sh.150.00 and Sh.250.00 p.m. for other ranks and Inspectors respectively. Representations were made that this allowance be increased. The Committee considered the proposal and therefore, recommends that;

#### **Recommendation**

*the current rates be doubled.*

### **Separation Allowance**

- 5.85 The Committee received representations that this allowance, formerly paid to officers in the GSU, ASTU and others stationed in hardship areas be reinstated. Reason given for this was that these officers, live away from their families for long periods due to the nature of their duties.

*The Committee noted that the issue raised has been covered under other allowances and therefore, does not support this proposal.*

## **Meal Allowance**

- 5.86 The Committee was informed that Police and Administration Police Officers, while on duty, do not have time to take meal breaks and therefore, proposals were made for the introduction of a meal allowance. Prisons Officers on prisoner escort duties also proposed the introduction of this allowance. The Committee sees no merit in this proposal due to its wider implications and therefore, does not approve its introduction.

## **Extraneous Allowance**

- 5.87 Representations were made to the Committee that the officers in these Units, especially police officers, work long hours regardless of whether it is night or day. Throughout their service, they are deemed to be on duty 24 hours a day and expected to respond, when duty calls, within the shortest time possible. The Committee was also informed that unlike certain categories of civil servants, these officers are not entitled to overtime payments.

*The Committee is, however, of the view that working long hours, is part and parcel of these Officers' work. It is with this in mind that the Committee has recommended substantial increases in these officers' salaries and allowances.*

## **Risk Allowance**

- 5.88 Representations were made to the Committee that Police Officers, Administration Police and Prison Officers face several risks in the course of their duties. Most of them operate in uniform and are therefore, easily spotted by criminals who would want to harm them. They are also involved in various security operations that involve a high element of risk. In addition, they are also exposed to risks of contracting diseases through handling of dead or decomposed bodies, accident victims etc.. Since these are risks the Police Officers cannot avoid, representations were made that they should be compensated for these difficult tasks. Representations were specifically made regarding the need to compensate Prisons Officers for the risks they face as they

handle dangerous prisoners and others with contagious diseases, particularly during escort duties.

- 5.89 The Committee, while appreciating the sentiments behind this proposal, is of the opinion that there are risks inherent in any occupation with varying degrees. The Committee is also aware that no amount of money is adequate compensation for an Officers' loss of life, disability or reduced life expectancy due to ill-health resulting from risks faced in the course of duty. The Committee therefore, finds it difficult to quantify the risk element in these officers' duties and place a money value on it.

The Committee, however, recommends that;

### **Recommendations**

- (i) appropriate measures be taken within the four Units to enhance the safety measures and security of these officers.*
- (ii) protective items such as gloves, bullet-proof vests should be issued to Police Officers whose duties, the risks outlined above, entail.*
- (iii) with regard to the Prisons Service, there is need to re-examine the current practice of chaining Warders to prisoners while escorting them to and from prisons as it poses health and security risks to the Warders and therefore, recommends that alternative ways of securing prisoners be explored.*

### **Recovery Allowance**

- 5.90 The Committee was informed that in the course of their duties, police officers find themselves in trying and tempting situations such as investigating frauds, drug trafficking, robberies involving large sums of money. A proposal was made that in order to encourage these officers to be thorough in their investigations and not to compromise on their ethics, these officers should be rewarded at the rate of 1% of the value of the detected or recovered narcotics, money, property or uncustomed goods.

The minimum local value to attract this allowance should be Ksh.5million.

*The Committee does not find merit in this proposal in view of the fact that provisions exist for commendation and rewarding of Police Officers for exemplary performance.*

### **Prosecution Allowance**

- 5.91 Representations were made that the duties of Police Prosecutors require that the officers be well versed in the laws of this country in order to prosecute effectively. These officers handle the bulk of criminal cases in the lower courts due to shortage of legal officers in AG Chambers and they should therefore, be compensated for these responsibilities.

The Committee has, however noted that these are Police Officers who do not perform any other duties apart from court duties. The Committee further noted that most prosecutors are CID Officers who also get CID allowance, and that the bulk of Police work on this is done by Police Officers who are on operative duties. *The Committee is therefore, of the opinion that introducing this allowance is likely to cause discontent among these other officers.*

### **Gas Allowance**

- 5.92 Representations were made to the Committee that NYS Lecturers and Instructors should be paid this allowance, to ease their cooking, since they are usually with their recruits for more than 18 hours a day, retiring to their homes late in the evenings. They therefore, do not have adequate time to use other forms of energy such as wood or charcoal.

*The Committee does not, however, support this proposal, in view of its wider implications and hopes that through the increases in salaries and allowances these officers will be able to meet such basic needs.*

## **Household Allowance**

- 5.93 A proposal was made that this allowance be paid to officers from the level of Assistant Director upwards in the NYS, to enable them hire the services of household and gardening staff.

*The Committee does not see merit in this this proposal because of its wider financial implications.*

## **Advances for Household Appliances**

- 5.94 Representations were made to the Committee that the Government should provide advance facilities to enable officers purchase household items such as cookers and furniture, besides the already existing provision for purchase of refrigerators for officers stationed in hardship areas. The other proposal was that the advance for purchase of refrigerators should be increased and extended to all officers irrespective of their duty stations.

*The Committee finds no merit in this proposal given that there are already a number of hire-purchase firms in existence throughout the country where civil servants can obtain these facilities on credit and pay through the check-off system.*

## **Security Of VIP Allowance**

- 5.95 The Committee received representations of the need to extend this allowance, currently paid to security personnel attached to Ministers, Permanent Secretaries and Provincial Commissioners to all Administration Police officers attached to VIPs and members of the Judiciary.

*The Committee does not find merit in this proposal since the Government has already, in its approval of security allowances, ruled out the possibility of generalization as to who is responsible for VIP security. The Committee is also aware that Police Officers attached to members of the Judiciary also act as their security officers and the issue of their allowances has been addressed under the relevant paragraph in the section covering Police allowances.*

### **Informer Incentive Allowance**

- 5.96 Representations were made that in order to encourage Administration Police Officers in charge of AP Force in Provinces, Districts and Security of Government buildings to operate more closely with Police officers in C.I.D and D.S.I, in provision of information, they should be paid an informer incentive allowance.

*The Committee , however, finds no merit in this proposal considering the fact that this is part of these officers' duties.*

### **Escort Allowance**

- 5.97 The Committee was informed that Administration Police officers have sometimes to use their own money while escorting prisoners or exhibits in public transport, due to the shortage of vehicles. Proposals were therefore, made to introduce this allowance to individual officers or for funds to be made available under escort allowance.

The Committee appreciates the need for provision of transport to officers on escort duties or provision of funds to avoid the necessity of officers using their own money to carry out official work and therefore, recommends that;

### **Recommendation**

*adequate provisions be made in the transport vote to cater for such expenses where transport is not available.*

## **CONCLUSION**

- 5.98** The Committee has noted when proposing basic salary levels for these Units that their pay structure is part of the Civil Service pay structure. One of its main features is maintenance of harmony among officers on similar levels wherever they are in the Civil Service. The other feature is that , the pay structure at various service levels is mainly based on academic and/or professional qualifications.
- 5.99** In order to highlight the unique nature of the duties performed by officers in these Units, a deliberate effort has been made to increase the allowances that are unique to these Units by a high percentage. It has also been noted that within the Units, there are various categories of allowances that are applicable to various sections. These allowances have been highlighted to further reflect the specialized nature or hazards entailed.

**Table 5.6 Current Housing Rents and Property Market Analysis**

Officer's Job Group	Location	Minimum Rent Kshs. p.m.	Automatic House Allowance Kshs.p.m.	Minimum Purchase Price Kshs.	Current Capital Cost Ceiling in Ksh
Q and R	Kileleshwa Kilimani Lavington Karen	50,000	5,220 4,740	9M	688,000 572,000
N and P	Loresho Kyuna Runda Westlands Parklands	40,000	3,612	8M	479,000
K.L & M	Golf Course, Mugoya South B/C Ngei Uhuru Gardens Donholm, etc.	15,000 25,000	2,442 3,018	2.8 3.5M	378,000 295,000
H&J	Buruburu Komarock Imara Daima	8,000 13,000	2,058	1.5 2.0	295,000 205,000
E.F & G	Kibera, Highrise & Comparable areas	7,000	1,110 1,482	900,000	105,000 140,000
D & Below	Umoja Dandora Kayole Eastleigh & Comparable areas	2,000 6,000	240 1,110	300,000 700,000	104,000 56,000

Source: Ministry of Lands and Settlement: 1996



## CHAPTER 6

### SCHEMES OF SERVICE/CAREER DEVELOPMENT

- 6.1** A career is defined as a series of jobs that follow a hierarchy of levels of difficulty, responsibility and status. Career Development therefore, occurs in an organisation by a person moving from one job to another in ascending order of status and responsibility. Section C 24 of the Civil Service Code of Regulations provides for the development of Schemes of Service to give the grading structures, qualifications and other requirements for recruitment into the Civil Service for the various Cadres. These Schemes are developed and issued by the Directorate of Personnel Management.
- 6.2** This chapter examines the existing Career development processes in the four (4) Units by focusing on the Schemes of Service and the Standing Orders. It encompasses, the views and proposals made to the Committee on how this process could be improved in order to enhance morale, motivation, efficiency, and discipline in these Units.
- 6.3** During the presentations, the Committee received various submissions regarding staff promotions and staff development. There was concern regarding the upward mobility of officers and the manner in which selection for promotions was being carried out. Many felt that there was inconsistency in promotions, where at times new officers would be promoted faster than those who have been in the service for a longer time. It was felt that there existed no criteria on promotions and this was attributed to lack of schemes of service. This issue had been noted in the Ominde Report of 1988, where it was recommended that the Directorate of Personnel Management (DPM) should assist to develop Schemes of Service for officers in the Units.

#### **The Kenya Police Force**

- 6.4** The Kenya Police Force Standing Orders provides for the appointments, enlistment, examinations and promotions of the Officers in the Police Force. Chapter 19 provides that the appointment of Gazetted Officers shall be by the Public Service Commission and

further gives the qualifications required for entry into the Force. It gives requirements for:

- (i) direct entry for Gazetted Officers;
- (ii) direct entry for Chief Inspectors;
- (iii) direct entry for Inspectors;
- (iv) direct entry for Sergeant/Senior Sergeant Corporal; and
- (v) enlistment as Constable.

In addition to this, Chapter 2 provides the ranks, duties and responsibilities of officers in the Force and Chapter 24, sets out the examination and promotion procedures.

- 6.5 It was presented to the Committee that there were irregular promotions and at times officers remained in one job group for unnecessarily long periods. The Committee was informed that there was no clearly defined scheme of service for the Police Force. An example was given of Kenya Police College where there was a problem in retaining lecturers and instructors. They preferred to seek better terms elsewhere, where their future was taken care of by way of clearly documented schemes of service. It is observed that procedures for appointment, grading structures and promotions for Police Officers are comprehensively covered under the Forces Standing Orders. There is therefore, no need for developing a separate scheme of service as this might conflict with the already existing provisions for career development. In view of this, the Committee recommends:

#### **Recommendation**

*that the provisions in the Standing Orders for career development of the officers should be strictly adhered to so as to improve morale and retain competent officers.*

- 6.6 The Committee was informed that civilian lecturers and instructors in Kenya Police College, Kiganjo had no Scheme of Service. It is however, observed that the civilian lecturers and instructors could benefit from already existing schemes being used by other government

institutions, subject to fulfilments of the requirements and qualifications specified for advancement within those schemes.

### **The Administration Police Force**

- 6.7 The Administration Police Act Cap 85 gives authority to the District Commissioners to make appointments into the AP Force. Section 4 (1) of the Act States " District Commissioner may appoint fit and proper persons to be officers of the Force". The Act further states under Section 6, the District Commissioner shall administer the Administration Police in the district subject to the general or special directions of the Provincial Commissioner. The ranks of the force are enumerated in the First Schedule of the Act ranging from Recruit Constable to Commandant.
- 6.8 The decisions for promotions within the Administration Police Force are initiated by the District Commissioners and recommendations forwarded to the Commandant at the Headquarters for approval. The Committee was informed that the decisions for promotions were initiated by the DC but the criteria for promotions are however not clear.
- 6.9 The problem of late and irregular promotions was also reported in the presentations made by Administration Police Officers. This, it was stated, contributed to the low morale and lack of commitment to duties by officers. The Committee was informed that promotions at times were based on who was known and where the individual officers were deployed. Those who were deployed in remote areas at times were forgotten while those who were closer to the District/Provincial headquarters had a better opportunity to be considered for promotions. The Committee notes that if decisions regarding promotions are left to individuals, they could be subject to abuse and could result in lowering morale of officers, who are otherwise, hard working and committed. It is felt that there is need to provide specific guidelines on career development for Administration Police so that they can be motivated enough to perform to the required standards. There is therefore, need to develop Force Standing Orders for the Administration Police Force to provide, inter-alia, for development

of the officers so as to boost their morale. In view of the frustrations being experienced by Administration Police officers in regard to promotions, the Committee recommends:-

### **Recommendation**

*that in the absence of Schemes of Service, Force Standing Orders be developed.*

### **The Kenya Prisons Service**

6.10 The Prisons Officers Career development guidelines are contained in the Prisons Standing Orders. They provide the ranks, duties and responsibilities, appointments, enlistment, examinations and promotions for officers in the Service. Like the Police Force, provision is made for direct entry into the various grades by highlighting the qualifications required. It is noted that these are the basic provisions in a Scheme of Service.

6.11 The presentations made by the Prisons Officers expressed similar sentiments regarding lack of adherence to existing guidelines and fairness when it comes to promotion. There was an added observation, noting that there was also gender bias when it came to promotion of women in the prison services. It was not understood why there was a limited number of women officers among the senior levels and this was attributed to the feeling that they are not given adequate opportunities to progress at par with their male counterparts. It was said that in most cases women were deployed in areas which did not help them develop their skills.

In view of the need to develop and facilitate the advancement of women officers in the Prisons Service, the Committee recommends

that

### **Recommendations**

(i) *Women Prison Officers be given adequate opportunities for upward mobility and;*

- (ii) *deliberate effort be made to deploy Women Prison Officers in appropriate areas so that their potential can be tapped, developed and properly utilised.*

6.12 On the issue of uniformed Officers not having a Scheme of Service, the Committee is of the view that the Service Standing Orders provide adequate guidelines on the promotion of Prisons Officers. *The Committee therefore, sees no need to develop a Scheme of Service for uniformed officers in the Prisons Service as this is provided for in the Service Standing Orders.*

### **The National Youth Service (NYS)**

6.13 The National Youth Service has existing schemes of service for its lecturers and instructors in the Engineering Institute, Secretarial College, Catering School, and School of Agriculture. These were developed with the assistance of the Directorate of Personnel Management. There was, however, no Scheme of Service for the uniformed personnel in this Unit. The Committee observes that even though the NYS Act provides for the issuing of Service Standing Orders by the Director, there were no Standing Orders available. For purposes of lifting the morale and motivation of officers, there is need for the development of Service Standing Orders, which would contain guidelines on the promotions and development of the uniformed officers in NYS. The Committee therefore, recommends that:

### **Recommendation**

*the Director NYS develops and releases Service Standing Orders as provided by the Act to facilitate Career Development for these Officers.*

## **CHAPTER 7**

### **DISCIPLINE**

- 7.1** In this Chapter, various provisions made for the discipline of officers in the four Units have been examined. It is recognised that there is need to maintain a high level of discipline in these Units if they are to discharge their roles effectively. The need to maintain discipline should, however, be balanced with the concept of fairness and justice. It is in the light of these needs that views of the Police officers and the current disciplinary provisions have been analysed and recommendations made.

#### **The Kenya Police Force**

- 7.2** The Committee noted that there are legal provisions under the Police Act Cap 84, Force Standing Orders, Chapter 20 and the Service Commissions Act Cap. 185 empowering the Commissioner of Police to exercise disciplinary control over Police Officers. The Forces Standing Orders Chapter 20, provides for procedures to be followed in disciplinary proceedings, gives power to Officers who deal with offences against discipline, enumerates disciplinary offences as defined in regulation 3 of the Police regulations, and provides the punishments to be given to offenders. The Committee noted that these provisions are necessary in order to enforce the high standards of discipline required in the Police Force.

- 7.3** Representations were made to the Committee that the provisions in the Force Standing Orders are oppressive and have not evolved to take into consideration, the higher levels of education in to-day's Police Force. It was proposed to the Committee that in order to enhance the levels of discipline, the Commissioner of Police should be empowered to handle all disciplinary matters for all ranks, without having to refer any cases to the Public Service Commission.

Police Service is part of the Public Service and therefore, is covered under the provision of the Service Commissions Act. The Committee observes, that the powers delegated to the Commissioner of Police

are similar to those delegated to other Authorized Officers in other government departments. The Committee recognises the need to ensure checks and balances in handling of disciplinary matters, a role the Public Service Commission plays adequately, and therefore, finds no justification to alter the current arrangements. In view of this, the Committee recommends;

### **Recommendation**

*that the present disciplinary process be retained.*

- 7.4 The Committee was informed, that the Commissioner of Police is empowered to finalize all disciplinary matters (including dismissal) of Police officers up to the rank of Inspector JG 'J'. This is the level at which graduates with various professional skills enter the Police Force and other sectors of government. The Committee noted that the power to dismiss officers at the equivalent level in the rest of the Civil Service (apart from Prisons Service) lies with the Public Service Commission. The Committee is of the view that if the Police Force is to attract highly educated officers into its ranks, it is necessary for these officers to feel that they are accorded the same job security as their counterparts in the rest of the Civil Service. In order to harmonize the process with that in other government departments, the Committee recommends that:

### **Recommendation**

*disciplinary cases involving dismissal of officers at the level of Inspector JG 'J' be referred to the Public Service Commission for a final decision.*

### **Disciplinary Appeal Board**

- 7.5 The Force Standing Orders state that any member of the Inspectorate has the ultimate right of Appeal to the Public Service Commission. Officers of 'Other Ranks' have the ultimate right of appeal to the Commissioner of Police. To advise the Commissioner in the exercise

of his appellate role, a Headquarters Disciplinary Appeal Board is provided for.

The composition of this Board, whose role is to review evidence and make appropriate recommendations to the Commissioner of Police, comprises:-

Deputy Commissioner of Police (Administration)	- Chairman
Assistant Commissioner (Administration)	- Member
Senior Superintendent (Administration)	- Secretary

There is also provision for a fourth member to be selected from within the Police Force as need arises.

7.6 The appeals procedure provided for in the Standing Orders was reported to be cumbersome, and representations were also made to the Committee that the membership of the Board should be reviewed to incorporate members who are not Police Officers, in order to ensure a broader perspective and objectivity when deliberating on disciplinary cases. Suggestions were made that this membership should incorporate Magistrates and members of the Clergy.

7.7 The Committee finds merit in the proposal to enhance the membership of the Appeals Board in order to ensure that disciplinary issues affecting Police Officers are dealt with as justly as possible, and that the legal implications of decisions made on disciplinary cases are thoroughly addressed. The Committee is aware that due to the anticipated increase of well-educated officers joining the Police Force, Officers will be more conscious of their rights and therefore, likely to require a more balanced view of the disciplinary issues that affect them. In order to ensure impartiality and just dispensation of cases, the Committee, recommends that:

**Recommendation**

- (i) *a legal representative from the Attorney General's Chambers be incorporated into the Appeals Board.*



(ii) *a Public Service Commission representative be included in the membership of the Appeals Board.*

7.8 The Committee was informed that the Force Standing Orders had been revised but had not yet been released for distribution. The Committee was therefore, not able to study the revised edition of Force Standing Orders, to ascertain the extent to which they had taken into account the changing needs of to-day's Police Force. The Committee is of the view that, when dealing with disciplinary cases, Senior Officers in the Police Force should take into account the higher level of education of their juniors, who are likely to be more questioning and analytical in their approach to issues. The Committee, is however, satisfied that the appeals procedures as they are now ensure fairness and therefore, found no need to change them.

7.9 The Committee received complaints regarding S.18 of Chapter 20 of the Force Standing Orders, on the enforcement of discipline of Other Ranks through fines. This practice was said to be a major source of financial stress among officers and that one of the reasons why they do not receive their salaries through banks was to facilitate recovery of fines. It was also reported that this section was misused by senior officers. The Committee observes that S.18 provides for other forms of punishments that may be inflicted on officers and is of the view that an alternative punishment should be used. In view of the financial stress the Officers of Other Ranks experience, the Committee recommends:

#### **Recommendation**

*that the use of fines as a disciplinary measure be minimized by enforcing other disciplinary measures outlined in the Force Standing Orders.*

7.10 As for payment of salaries through banks, the Committee concurs with the representations that in view of the nature of Police duties, which often require officers to move frequently in many parts of the country,

it may not be practicable for all Police Officers to receive salary through banks. However, in order to encourage and facilitate savings of monthly earnings by officers, the Committee recommends that:

### **Recommendation**

*mechanisms be developed by the Commissioner of Police to allow officers of Other Ranks to receive part of their salaries in cash and the balance be paid through their bank accounts.*

### **THE ADMINISTRATION POLICE**

- 7.11 The Committee noted that there are provisions in the Administration Police Act Cap.85 under which the conduct of Administration Police Officers is regulated. It was also noted that although the Ominde Committee recommended the development of Force Standing Orders for this Unit, the Administrative Police Force is still operating without one.

The Committee therefore, is of the view that problems of indiscipline reported among the Administration Police Force may have their basis on the lack of Force Standing Orders. The Committee notes in particular the lack of appropriate provisions to deal with deserters from the Force. The Committee is of the view that a provision should be made in the Act so that deserters from the Administration Police Force can be handled in the same way as in the Police Force and Prisons Service.

- 7.12 It was noted that the Administration Police Act gives wide ranging disciplinary powers (including dismissal) to the Provincial Administration. There is also no provision for an appeals procedure in the Act. The Committee observes that there are no powers conferred by the Act to Provincial Commissioners to dismiss Administration Police Officers from the Force. The Committee is of the view that this situation is anomalous since Provincial Commissioners have not been delegated these powers by the Public Service Commission. In view of the absence of the Administration

Police Standing Orders and the prevailing anomalous situation, the Committee recommends that:

### **Recommendation**

- (i) *the Administration Police Act and the Service Commissions Act be harmonized to ensure delegation of disciplinary powers to Provincial Commissioners in the normal manner.*
- (ii) *a proper appeals machinery within the Provincial Administration be established to ensure fairness in the treatment of Administration Police Officers.*
- (iii) *The Administration Police Force Standing Orders be developed to spell out, inter alia, disciplinary procedures.*

### **THE PRISONS SERVICE**

- 7.13 The Committee observed that the Prisons Service disciplinary procedures are well documented in the Prisons Act Cap.90 and the Prisons Service Standing Orders Chapter 13. It was also noted that the powers delegated to the Commissioner of Prisons under the Service Commissions Act are on the same lines, as those in the Police Force. Members of the Prisons Service did not raise any issues regarding these provisions.

### **THE NATIONAL YOUTH SERVICE**

- 7.14 The Committee noted that the conduct of uniformed officers of the National Youth Service is governed by the National Youth Service Act Cap.208 which also empowers the Director to issue a disciplinary code for the Service.

Representations were made to the Committee that the Director, National Youth Service does not have powers to finalize disciplinary cases with regard to any member of the service but can only make recommendations to the Authorized Officer. The Committee was informed that the process involved is too slow, thus having a negative

effect on the maintenance of discipline in the Service. In view of this, representations were made that the Director, National Youth Service should have delegated powers to discipline uniformed officers in the Service.

- 7.15 The Committee, however, observes that the National Youth Service Act, has provided adequate authority to the Director to handle disciplinary cases involving all uniformed members of the Service and therefore, recommends:

**Recommendation**

*that the Director, National Youth Service, exercises the powers already vested in him by the National Youth Service Act and regulations to enforce discipline.*

- 7.16 Representations were also made that there are frequent transfers of non-uniformed personnel in and out of the National Youth Service and also that the Director has no disciplinary control over this category of staff. These non-uniformed staff usually seek transfers out of the N.Y.S. when attempts are made to enforce discipline on them, thus disrupting the support services that these officers provide. To curb this practice, representations were made that civilian officers should not be transferred out of the N.Y.S. to other Departments /Ministries of the Civil Service but instead should be treated as permanent staff of the Service in order to avoid disruptions.

- 7.17 The Committee sees merit in this proposal but recognizes that non-uniformed officers need to transfer to other areas of the Civil Service for purposes of promotion or change of career. It would therefore, not be fair to restrict them to the National Youth Service. However, in order to minimize this practice, the Committee recommends that:

**Recommendation**

*appropriate consultations be made with the Director, National Youth Service before any transfers are made in order to avoid disruption of services.*

## CHAPTER 8

### WELFARE , RETIREMENT AND BENEFITS

#### INTRODUCTION

- 8.1 The Welfare of staff in any organization is important as it contributes towards good performance by ensuring that staff are motivated through physical and mental health. In this Chapter amenities that are necessary for the welfare of officers are examined. The existing retirement policy and benefits, including insurance cover, are also addressed and analysed with a view to making recommendations towards improving the current provisions.
- 8.2 The Committee in collecting data for this report received views, observations and recommendations regarding the welfare of officers in the Kenya Police Force, the Administration Police Force, the Prisons Service and the National Youth Service.

#### THE KENYA POLICE FORCE

- 8.3 The Kenya Police Force Standing Orders Chapter 53 defines welfare as "all measures necessary for the physical and moral contentment of all ranks and their families." The Police Force has provided recreational facilities and established activities that go towards enhancing the welfare of officers and their families. These include canteens, recreational halls, a Staff Savings and Credit Cooperative Society, a Sports Association, a Kenya Police Rifle club, a Police Hockey Club, a Darts Club, a Boxing Club and an Amateur Athletics Association. The committee will focus mainly on canteens and recreational facilities including other welfare issues that came up during discussions with the Police Officers and also on the regulations governing retirement of police officers.

#### Police Canteens

- 8.4 The Kenya Police Standing Orders contains rules on the running of police canteens. The canteens are managed by either contractors, paid

managers or a committee as provided for in the Force Standing Orders. There is also a provision for canteen welfare fund at the Divisional headquarters. This fund is credited with subscriptions from the officers resident in the lines where the canteens operate.

The Committee notes that the Force Standing Orders (Cap.53 Appendix A) Section 1(ii) provides for a Committee to assist in the management of police canteens in the stations. It also provides rules to be followed in the management of these canteens so as to ensure uniformity.

- 8.5 The Committee observed that some police canteens were well maintained and that no major issues were raised by the officers. However, some complaints regarding overcharging by some private contractors, and inadequate provisions of basic commodities. The Committee was informed that some of the canteens needed a facelift. It is observed, that there are adequate provisions in the Police Force Standing Orders for management of police canteens and notes that the problem of funding and inadequate supervision of contractors may have contributed to some of the management problems highlighted above. In view of this, the Committee recommends:

#### **Recommendations**

- (i) *that the management Committee, as provided for in the Force Standing Orders, be given added responsibilities of making periodic reviews on the status of canteens in all the police lines to ensure that basic facilities are maintained in accordance with the existing requirements.***
- (ii) *that the rates of subscriptions provided in the Standing Orders be raised to boost the canteen welfare fund.***
- (iii) *that additional funds be made available, to the Police Commissioner to specifically assist in the rehabilitation of the existing canteens.***

## **Armed Forces Canteen Organization facilities (AFCO)**

- 8.6** During its visit to North Eastern Province, the Committee learned that the Police Officers had access to AFCO facilities, but that some of the stations in the Province were too remote and the officers could not benefit because of lack of transport. The Committee notes that this facility is a morale booster to the police officers and that police officers are able to buy some of the essential items that may not be available in the police canteens. The Committee feels that Police Stations should be provided with similar facilities and therefore, recommends:

### **Recommendations**

- (i) that AFCO facilities be made available in all Police Stations in operational areas.*
- (ii) that modalities be explored on how these facilities can be used to equip the police canteens, especially with items, that may not be a priority to private contractors running the canteens.*

### **Officers' Mess**

- 8.7** The Management of the officers' mess is governed by Appendix 53c of the Police Force Standing Orders under the Kenya Police Mess rules. It provides for the constitution, membership and a management committee for the messes. The three (3) categories of messes provided are:-

- Officers messes for gazetted officers,
- Inspectors' mess for various ranks of the inspectorate as specified by the provincial/formation commander
- Joint messes for gazetted officers and those ranks of the inspectorate specified by provincial/formation commanders, within their commands.

The Committee in the process of touring the various police stations, was able to visit some of the existing police messes and found that they were well managed and provided an appropriate atmosphere to enable officers relax after their strenuous duties. However, most of them were not equipped with indoor games and literacy facilities. In view of this, the Committee recommends:

### **Recommendation**

*that officers' messes be equipped with indoor games, a library, in addition to the available facilities and that funds be made available on annual basis for equipping all officers' messes with these facilities.*

### **Recreational Facilities**

- 8.8 Recreation is an activity done for enjoyment when one is not working. Force Standing Orders have provided for organized recreation and provision of recreation rooms for Police Officers, and has gone further to ensure that transport is made available so that officers can travel to participate in organized recreation. During its visit to the various police stations, the Committee observed that recreation facilities were provided. In some of the stations these facilities were not very well maintained and in one of the stations they were used to accommodate officers and their families, due to shortage of houses in the police lines. This meant that in such stations the officers did not have recreational facilities which they could use to relax after official duties. In some stations there were adequate recreation grounds where officers could play outside games during the evenings or when they were off duty. The Committee notes that the Force Standing Orders have adequately provided for recreation of Police Officers and therefore, recommends:

### **Recommendation**

*that where recreational facilities are used to house officers, the practice should be phased out. It further reiterates the Ominde*



***Report recommendation on the urgent need to rehabilitate these facilities to improve the welfare of officers in the Police Force.***

**Education**

- 8.9 Given the nature of their job, concern was expressed by the Police Officers, regarding the frequent transfers they were subjected to as this affected their children's education. There was also a request to provide transport to school going children, so that the officers do not have to worry about how their children would get to and from school.

The Committee notes that the education of officers' children is a priority in the family welfare, and that for officers to be able to carry out their duties efficiently, there is need to ensure that their family's stability is not disrupted. It is observed that the issue of education for school going children was a constant worry to most parents and that police officers are no exception. The process of getting admission into new schools and transferring children from one environment to another, adversely affects their school work. It was noted that at Gilgil, there is a Primary and Secondary school, built on self-help basis by the Kenya Police Force and that it is in the process of being expanded to provide boarding facilities for girls. The Committee appreciates the existence of Utumishi Primary School at Gilgil Anti-stock Theft Unit and recommends that possibilities be explored to provide similar facilities in other provinces on self help basis and that these should include boarding facilities. This would help when officers are transferred as they would retain their children in boarding schools. To ease the worry and concern regarding Police Officers' children's education, the Committee recommends that:-

**Recommendation**

***where possible, affordable boarding primary School facilities be built at Provincial levels.***

## **Transport**

- 8.10 On the issue of transport to take children to school, especially in urban areas, the Committee appreciates the problems encountered in the use of public transport, and the anxiety experienced by the officers with young school going children when they have to board public transport (matatus) on their own. The Committee also notes that there are limited resources available to government and its inability to provide every officer with school transport. It is however recommended that:

### **Recommendations**

- (i) *where practicable and subject to availability of vehicles and funds, pool transport be provided to officers' children where school facilities are far from the police lines.*
- (ii) *a Welfare Officer recommended elsewhere in this report, be assigned a task of placing children to schools in liaison with relevant education authorities, on regular basis.*

### **Provision of Basic Items**

- 8.11 In the past, Other Ranks used to be provided with certain basic items such as shoe polish, soap to help them keep their uniforms clean. The Committee was informed that the provision was stopped at some stage due to inadequate funds. The Committee appreciates the fact that given the heavy responsibilities placed on the government, it has at times been forced to prioritise its expenditure. The Committee, however, supports the provision of these basic items and therefore, recommends;

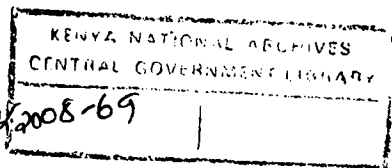
### **Recommendation**

*that the Commissioner of Police explores the possibilities of reinstating this provision and that a source of funds be identified to ensure the sustainability of the facility.*

## Health Facilities

The Code of Regulations states that "Medical privileges are intended to assist an officer and his family in maintaining good health since a healthy civil servant is an asset to the Government". This provision equally covers the officers in the Police Force, and includes the provision of in-patient treatment at government hospitals and non-government hospitals. Besides the Police Officers have been receiving medical attention at the Forces Memorial Hospital. It is observed that there have been several changes regarding "free" medical attention to government officers and that there is a change in policy to this effect. The government has equally responded by reviewing the provisions of medical allowance to officers as discussed under another Chapter in this report. The Committee notes and also commends the additional effort by the Commissioner of Police, in supplementing government efforts by establishing the Kenya Police Medical Fund which currently has Ksh.20m, funded through voluntary contributions of Ksh.50/= p.m. from individual members. This fund provides assistance of up to a minimum of Ksh.50,000/= to officers in the Police Force, in case of hospitalization.

- 8.12** The Committee was informed that the current health care provision in the Police Force was not adequate and that it has been a source of frustration for the officers and their families. It was reported to the Committee that since the Forces Memorial Hospital was made a referral hospital, officers and their families have had problems when seeking medical assistance.
- 8.13** The Committee notes that the current changes in policy regarding the provision of health facilities has affected the ability of the officers to meet exorbitant medical bills, given their basic earnings per month and other social demands. The existing health facilities have also been unable to cope with the expanded population in the Disciplined Forces. The Committee therefore, sees the need to expand health facilities by building a separate hospital for the Disciplined Forces and therefore, recommends:



## **Recommendation**

*that Officers from the four Units be encouraged to make contributions towards the establishment of a Disciplined Forces Memorial Hospital.*

## **Transfers prior to Retirement**

- 8.14 "All ranks of the Force are liable to be transferred for service to any part of the Republic of Kenya". This is the provision in Chapter 23 of the Force Standing Orders. The Committee was informed that the transfer of officers in the police force was too frequent because of the nature of their duties. This has affected their welfare as they didn't have enough time and resources to prepare for their future after retirement. The Ominde Report recommended that before an officer retires, consideration should be given to post such officers closer to their home districts so that they can prepare for retirement.
- 8.15 The Committee feels that besides facilitating the officers' retirement by posting them close to their home areas prior to their retirement date, they should be encouraged through educational programmes, to prepare for retirement early enough during their active working life. Investing in co-operative societies by police officers should be encouraged and information on available financial facilities be made available to officers. In view of this, the Committee recommends that:

## **Recommendations**

- (i) *Officers due for retirement be posted on request to their home areas prior to their retirement dates.*
- (ii) *organised educational training programmes be mounted to prepare them for life after retirement.*
- (iii) *deliberate effort be made by the Commissioner of Police to carry out in-house workshops in all the provinces on regular basis, to enlighten officers on the available investment opportunities.*

## **Retirement Policy**

**8.16** The procedures for retirement and payment of retirement benefits in the Police Force are governed by the Pensions Act Cap.189 and Section G of the Civil Service Code of Regulations. Officers can retire from the service and draw gratuity or pension:-

- (i) on attainment of 50 years and 55 years for all Ranks;
- (ii) on attainment of 40 years for Gazetted Officers;
- (iii) on completion of 12, 16 or 20 years service for officers in ranks classified as "Other Ranks";
- (iv) on medical grounds for all ranks; or
- (v) in the public interest.

## **Retirement**

**8.17** The Pension Act provides that those retiring under the 12, 16 and 20 year rule shall not be eligible for pension but shall be paid a gratuity. It was presented to the Committee that officers retiring under these provisions should be allowed to draw pension like other officers in the rest of the Civil Service. In view of the provisions existing in the rest of the Civil Service, the Committee recommends that;

## **Recommendation**

*Officers of the Other Ranks in the Disciplined Forces be allowed to draw pension on retirement under the 12, 16, and 20 year rule, instead of a service gratuity.*

**8.18** Representations were made to the Committee that retirement age for Senior Officers should be raised from 55 years to 60 years. The Committee realises that the government spends a lot of money on training and promoting officers and that by the time they reach the age of 55, they retire, without the government benefitting from their much needed skills. It is therefore, the feeling of the Committee that if an officer has been active and productive enough in service and has managed to reach the senior levels, the government should be able to benefit from his skills, as it is at this advanced age, that officers have

matured enough to provide effective guidance to junior officers. In view of this, the Committee recommends:

### **Recommendation**

*that the voluntary retirement age remains at 50 years and that the compulsory retirement age be enhanced to 60 years.*

### **Welfare Officer**

- 8.19 When deliberating on the welfare of Officers of the Kenya Police Force, it was suggested that there was a need to have a police welfare officer to oversee welfare issues right from the headquarters down to station levels. It is observed that an officer already in the province can be identified to specifically handle staff welfare in each station within the four Units. The Committee accepts this proposal and strongly recommends that:-

### **Recommendation**

*an officer be identified in each Police establishment to be responsible for staff welfare and that specific tasks be enumerated for this officer to include counselling of officers on retirement, and other problems.*

### **Retirement benefits**

- 8.20 The Pension Act provides for the grant and regulation of pensions, gratuities and other allowances in respect of the public service of officers under the Government of Kenya.

Presentations were made to the Committee that the calculation for pension grants for retired officers were very low. It was suggested by officers of the four Units that the rate be improved from the current provision of 1/480, so as to increase retirement benefits. The Committee observes that this ratio was revised by the government in

1994 from 1/500 to 1/480 through a legal notice, in recognition of the need to improve the benefits paid on retirement.

- 8.21** The Committee, however, sees the need to further increase the benefits accruing to retired officers on retirement from the service and fully supports the sentiments expressed by the Officers of the four Units. In view of the rise in the cost of living, it is necessary to assist the retired officers maintain their standards of living so that they can devote their time to sharing their acquired experience and training while in the service to participate in voluntary community services, and remain respectable members of society. It is with this in mind, that the Committee, recommends that:-

**Recommendation**

*the formula used to calculate pension benefits be revised from 1/480 to 1/360 so as to increase pension benefits on retirement.*

- 8.22** As discussed in paragraphs above, there is need to increase the benefits received by officers on retirement from the Service. It was also presented to the Committee by officers of the Four Units that the monthly pension received by the retired officers has been greatly affected by the cost of living and that the same should be reviewed on regular basis. The Committee discussed this in detail and found that there is justification in increasing the monthly pension. It is therefore, recommended that:

**Recommendation**

*the monthly pension be revised every two (2) years.*

**Widows/Widowers Welfare**

- 8.23** The Committee notes that there is a provision in the Civil Service regulations, which allows an officer's family three(3) months to continue staying in a government house. This is in recognition of the fact that the officer's family needs sufficient time to adjust after

officer's death and to seek alternative accommodation and make the necessary arrangements to move the family.

- 8.24 It was presented to the Committee that on the death of an officer, the family left behind experienced a lot of hardships, especially, on housing. The families are usually required to vacate the Government quarters without being given adequate time to find alternative accommodation. It is noted that housing especially in urban areas, has become an issue and that it is not easy to find decent reasonably priced accommodation. The family therefore, needs adequate time to make these arrangements. In addressing this issue, the Committee felt that the provision of three (3) months is adequate and therefore, recommends that:-

#### **Recommendation**

*where a family requires assistance beyond the three months, the Commissioner of Police in consultation with the DPM should handle the matter.*

#### **Death Gratuity**

- 8.25 The Pension Act provides for payment of gratuity to dependants where an officer dies in service or while on retirement. These provisions are made in recognition of the adjustment the dependants have to undergo, in the absence of the breadwinner. It is provided, vide the Pensions Act, that a pension shall continue to be paid to the dependants of the deceased retired officer for a continuous five(5) years.

It was presented to the Committee that the period of five (5) years should be increased to ten (10) years. The Committee deliberated on this proposal and noted that the government recognises the contribution of retired officers by facilitating their integration into normal community life, hence the provisions of the Pensions Act. It is also expected that the dependants of the officer will strive to find alternative productive ways of making a living in the absence of the breadwinner. However, in view of the changed economic and social



environment, the Committee notes that it is difficult to secure paid employment especially, where the deceased's children have not completed their education. The Committee sees the need to increase the period of payment of Gratuity to the dependants of the deceased retired officer and, therefore, recommends that:-

### **Recommendation**

*the period of pension to dependants for a retired deceased officer be increased from five (5) years to seven (7) years. It is observed that this will need an amendment of the provisions in the Pensions Act and subsequent Parliamentary approval.*

### **Decentralization of Pensions Department**

- 8.26** The Pensions regulations are administered by the Director of Pensions in the Pensions Department Headquarters in Nairobi. To facilitate the processing of pension and gratuity claims, there are pension sections in each government department which are expected to assist in processing retirement claims for retiring officers. These sections are within the personnel units of the ministries under the supervision of a Senior Principal Personnel Officer. Similarly, the Police Department has a pension section within the personnel unit which is expected to advise and process pension claims for officers within the Police Force.
- 8.27** The Committee was informed that the processing of pension and gratuity claims is too slow, and that retired officers and their dependants are subjected to unnecessary travel expenses and frustrations. To minimise this, it was proposed that pension department should be decentralized, in order to ensure that claims were processed on time and that travel expenses by the retirees are minimised.

The Committee notes that the pension department has made concerted efforts to improve the management of pension benefits, and that pension officers have been attached to each ministry to ensure accuracy and speedy preparation of pension claims. It is further noted by the Committee that arrangements have been made to pay pension

to retirees at district level so as to minimise unnecessary travel and expenses by retired officers. In view of the fact that government already recognizes the need to improve the welfare of officers and, to facilitate their integration into normal civilian life, the Committee recommends that:-

### **Recommendation**

*the Pensions Department be decentralized, however, the Committee notes that this will require the development of modalities and implementation strategies before the actual decentralization can take place.*

### **National Hospital Insurance Fund (NHIF)**

**8.28** All Civil Servants are contributors to the National Hospital Insurance Fund and are expected to claim medical benefits as prescribed under the NHIF Act. The contributions towards the funds are based on the level of income and the maximum benefits payable is Ksh.450. Section M7 of the Civil Service Code of Regulations, makes reference to NHIF claims as exclusive of the amount to be refunded to an officer for in-patient treatment at a non-government hospital declared to be a Hospital for purposes of NHIF.

**8.29** The Committee received views and strong submissions regarding the current benefits payable under the National Hospital Insurance Fund(NHIF). In view of the escalated cost of health care it was also suggested that the Fund should pay the full bill inclusive of doctors fee, and laboratory fee etc. The Committee notes that there is need to have a comprehensive medical cover for officers and their families considering the current high cost of medical care. It is noted that the major problem has been the payment of the doctors bills and buying of drugs.

It is further noted that the existing in-patient charges per day at the various hospitals especially in the urban areas exceeds the maximum daily amounts payable under the NHIF.

The Committee finds merit in the proposal to review the current provisions of the NHIF Act and therefore, recommends that:-

### **Recommendation**

*the National Hospital Insurance Fund Act be reviewed in order to increase the current benefits so as to cover all medical charges.*

- 8.30 The Committee further recognizes that with the current liberalization process, there are several other medical insurance companies in the market charging reasonable premiums. The Officers were of the view that they should be given an option to contribute towards a medical insurance of their choice. It is the feeling of this Committee that this proposal should be addressed by government as it would contribute towards improving the morale of officers and hence increase their productivity. It is therefore, recommended that:-

### **Recommendation**

*officers be given an option and be allowed to contribute towards a medical insurance of their choice. Alternatively, the Government should provide a comprehensive Medical Insurance cover for Officers of the four(4) Units.*

### **Group Life Insurance**

- 8.31 The officers of the Kenya Police Force are covered under the group life insurance like the rest of the Civil Service. It was proposed to the committee that the duties of officers of the Police Airwing had a high element of risk and that a suitable life and accident insurance cover should be provided for them. The Committee notes the need to retain pilots in the Police Airwing considering the high rate of exodus currently being experienced. The Committee feels however, that a separate life insurance cover for pilots in the Police Airwing will not solve the current exodus of pilots as the reasons are of a wider nature. It is also observed that if this proposal is accepted, the Civil Servants being carried in the Police Aircraft would need to be included in the

Insurance cover. The Committee considered these and other broader issues and recommends that:-

### **Recommendation**

*the Police Aircraft be comprehensively insured to cover the Pilots and all passengers.*

### **THE ADMINISTRATION POLICE FORCE**

- 8.32 The Administration Police Act (Cap.85) states that the Commandant may issue Standing 'Orders' for general control, direction and administration of the Force. There were no Force Standing Orders available at the time the Committee was collecting data for writing this report, but it was noted that certain welfare facilities were provided. These include canteens, officers' messes and health facilities.

### **Recreational Facilities**

- 8.33 Just as in case of the Police Force, it is equally important to provide recreational facilities for officers of the Administration Police Force.

During the Committee's visits to the Administration Police lines, it was observed that some of the recreational facilities had been converted to residential units due to shortage of houses in the lines. The Committee recommends that;

### **Recommendation**

*these facilities be made available by gradually phasing out their use as accommodation for the Administration Police Force.*

### **Welfare for the Administration Police Force**

- 8.34 The Committee notes that there has been no issue on Force Standing Orders to regulate the administration of this force since the

recommendation made in the Ominde Report. To improve the general welfare and morale of the force, it is emphasized that there is need for the top management of the Administration Police to draw up Standing Orders so that management of canteens and provision of recreational facilities can be regularized, and the welfare of the Administration Police Force can be improved.

### **THE KENYA PRISONS SERVICE**

- 8.35** The Kenya Prisons Standing Orders Chapter 40 makes provision for the welfare of Prisons officers and places the responsibility of ensuring staff welfare on the Provincial Prison Commanders. Section 5(a) of Cap.40 provides that Canteen and recreation rooms be provided, if possible, at all Prisons Establishments on self help basis. It further provides for the appointment of a canteen contractor who is expected to pay a cess in order to run a canteen in the prisons.

#### **Prisons Canteens**

- 8.36** The Committee visited the canteens in the stations and observed that these were well managed and there were no major complaints from the officers. There were canteens in some of the new prisons e.g. Naivasha Maximum Prisons, that had high standards which the committee feels, should be maintained and applied to canteens in all other prisons.

#### **Prisons Officers Mess**

- 8.37** The Prisons Service Standing Orders Cap.37 provides for the establishment and management of the Prisons Officers' Messes. The messes visited by the Committee were well managed and there were no major complaints from the officers.

#### **Recreational Facilities**

- 8.38** Under the Prisons Service Standing Orders Cap.40, there is also a provision for the establishment of recreational rooms on self help basis where possible. Most of the prisons are situated far from the main

towns and shopping centres and due to the nature of their duties, prison officers are required to be within the institutions for security purposes. It is therefore, necessary to provide recreational facilities in the institutions. The Committee observed that in some stations where these were provided, they had been converted into accommodation for officers due to lack of adequate houses. The Committee has highlighted the acute housing problem for the Disciplined Forces elsewhere in this report.

- 8.39** The Committee would also like to point out that not all the prison institutions lacked these facilities. It was observed that in the training institution at Ruiru, and the Naivasha Maximum Prison, there was adequate recreation grounds which were used for sports. The major problem was where the prison facilities had not been expanded or rehabilitated since independence. The Committee notes that the increase in the prison population has affected the facilities that had been intended for recreational purposes and therefore, recommends that:-

#### **Recommendations**

- (i) where the prison recreational facilities are being used for accommodation this practice should be gradually phased out,*
- (ii) where funds are available, the existing facilities be rehabilitated as soon as possible.*

#### **Health-Care**

- 8.40** The Prisons Officers have similar medical privileges as those outlined for the Police Force. The problems experienced by prison officers in obtaining health care were also similar to those of the Police Force. This Committee commends the efforts made by the Commissioner of Police in setting up an internal Voluntary Welfare Fund to supplement government efforts in providing health care for the Police Force and therefore, recommends that:-

## **Recommendation**

*a similar project be established for the rest of the Disciplined Forces.*

## **Retirement Policy**

- 8.41** Prisons Officers are catered for under the Civil Service regulations and the Pensions Act as clarified above under the paragraphs on the Police Force. The processing of retirement claims for prisons officers is done within the personnel unit of the Ministry of Home Affairs and National Heritage.

The officers complained about the red-tape involved in the preparation of pension papers and suggested that the officers should receive their benefits during the month they retire. The Committee observes that, as with the Police Force under paragraph 8.1.16, the Pensions department has already addressed this issue and recommends;

## **Recommendations**

- (i) that the Pension unit in the Ministry of Home Affairs and National Heritage which deals with Prisons officers matters be strengthened.*
- (ii) that officers dealing with pension papers be given regular training to enhance their efficiency.*

## **Prisons Officers Insurance Cover**

- 8.42** The Committee received views that the fund and the Government should cover the total cost of in-patient hospital bills for Prisons Officers and their families. The Prison Officers proposed that because of the nature of the duties in the prison, and the fact that officers handle violent criminals and those condemned to die, a special cover should be established to cater for the risks involved. It was stated that when a prison officer gets injured while on duty, the Accounting

Officer should meet all the medical bills without going through the ex-gratia process.

- 8.43** The Committee is of the view that the analysis and justification for a comprehensive medical insurance cover has been adequately addressed above, under paragraphs 8.28 and 8.29 that, the recommendation applies to Officers in the Prison Service.
- 8.44** The Committee notes that no specific recommendations can be made in this area without taking into account the totality of the civil service. This would further need an interpretation and acceptable definition of the word "risk" as applied to other areas of performance by officers in the entire civil service. In view of this, the Committee recommends that;

#### **Recommendation**

*this issue be addressed under the wider Civil Service Reform Programme with a view to improving morale and enhancing efficiency of the Prison Service.*

#### **THE NATIONAL YOUTH SERVICE**

- 8.45** As stated elsewhere in this report, the National Youth Service was established to train the youth of this country and to provide basic skills that they could use to make a living. The Committee visited the training institutions and some NYS farms and noted that they had canteens but not much in the area of recreation facilities.

Like the Administration Police, no standing orders were available to provide for the welfare of officers in this unit. The Committee observes that there is a provision in the National Youth Service Act Cap.208 that empowers the Director to develop rules and regulations for management of staff of the NYS. The Committee therefore, recommends that:-



## **Recommendation**

*the Director NYS, take immediate steps to develop Standing Orders for this unit to facilitate standardization, management and provision of welfare facilities.*

## **Retirement (NYS)**

- 8.46 The Committee observes that the provision of the Pensions Act (Cap 189) on retirement of uniformed officers of "Other Ranks" does not include the National Youth Service. This is the provision for retirement under the 12, 16, and 20 year rule. It is noted that officers in the National Youth Service belong to the Disciplined Forces and it is recommended that;

## **Recommendation**

*the provision 6(h) of the Pensions Act be amended to include the Officers of the National Youth Service.*

## **Other Welfare Issues - All Units**

### **Funerals**

- 8.47 The Police Force Standing Orders and the Prisons Service Standing Orders provide that assistance shall be given to an officer's family during funeral arrangements. The National Youth Service and the Administration Police Force use the Civil Service Regulations. The Committee received complaints especially from junior officers, that the assistance given to the families during funerals was inadequate. The Committee considered these presentations in line with the existing provisions in the Civil Service Regulations and the Force Standing Orders for Police and Prisons Officers and observed that the provisions are adequate. It also noted that there is a provision for transporting an officer's body to the burial place. Families are therefore, expected to contribute towards these arrangements through other means such as "Harambee".

## CHAPTER 9

### HOUSING

#### Background

- 9.1. The most critical problem facing all the Units is the acute shortage of houses. This has led to widespread pathetic living conditions, particularly in the Police Forces and Prisons Service.
- 9.2. The Government policy in housing civil servants entails provision of Government quarters, leased houses or payment of house allowance in lieu of housing. This in effect means that members of the inspectorate, chief officers and gazetted officers in Police Force and Prisons Service are provided with Government houses under the same conditions.
- 9.3. On the other hand, all officers of the other ranks of these units are required by regulations, to be provided with free accommodation within the 'lines' or prisons quarters. However, the enormous expansion of the Units over the years since independence, with little or no construction of new housing units, has led to severe shortage of houses resulting into serious overcrowding.
- 9.4. The problem of housing has persisted over the years and both the Vassey and Ominde Reports of 1969 and 1988 respectively addressed the same issue.

Indeed, according to the Ominde Report on "Terms and Conditions of Service for the Police Force and Prisons Service", the situation had not improved significantly. The Report adds that the lack of improvement had been caused by the rapid growth of the Police Forces and the Prisons Service without equivalent growth in the construction of houses to accommodate the new officers:

9.5 From the presentations and visits made by the Committee to various residential quarters of the Units, it was evident that the major problems, which were also common to all the Units, especially the Kenya Police Force, the Administration Police Force and the Prisons Service and to a lesser extent, the National Youth Service were the following:-

- Acute housing shortage
- Stalled housing projects
- Poor sanitary facilities

These common problems are, therefore, discussed below in relation to all the Units.

#### **Acute Housing Shortage**

9.6 From the presentations it was evident that acute shortage of housing leading to heavy congestion was widespread throughout the country among all the Units except the National Youth Service. This was confirmed during the visits by the Committee to various stations. In fact, embarrassing cases were observed whereby married couples shared single rooms with unmarried officers.

9.7 The heavy congestion has resulted into generally pathetic and dehumanizing living conditions observed in all the quarters visited. Indeed, when the Committee visited the Kenya Police Force lines, it was not uncommon to find as many as three families sharing a single room, thus resulting into lack of privacy. In most cases they attempted to provide some form of privacy by partitioning the rooms using a variety of fabrics. The status of accommodation of the Police Officers of "other ranks" is reflected on table 9 below. The table shows an average sharing ratio of 1:3 thus confirming the above observation of one unit being shared by three families. The table also shows that the congestion is highest among Anti Stock Theft Unit and General Service Unit with a sharing ratio of 1:14 and 1:11 respectively.

**Table 9.1 Status of Accommodation of Officers of Other Ranks in the Police Force**

PROVINCE	STAFF STRENGTH	HOUSING UNITS	RATIO OF SHARING ACC. PER HOUSING UNIT	ADDITIONAL UNITS REQUIRED	OFFICERS LIVING OUTSIDE
NAIROBI	2149	661	1:3	1488	209
RIFT VALLEY	2583	1173	1:2	1410	28
EASTERN	1605	360	1:4	1245	36
COAST	1046	456	1:2	590	271
NYANZA	1619	495	1:3	1124	247
WESTERN	1496	407	1:3	1089	217
NORTH EASTERN	1266	287	1:4	979	-
CENTRAL	1448	483	1:3	965	171
G.S.U.	1997	179	1:11	1818	-
A.S.T.U.	495	35	1:14	460	-
KAPU	870	95	1:8	775	93
RAILWAY	851	275	1:3	576	-
TRAFFIC	335	62	1:4	273	116
<b>GRAND TOTAL</b>	<b>17,760</b>	<b>4,968</b>	<b>1:3</b>	<b>12,792</b>	<b>1388</b>

9.8 Infact, in one case, when the Committee visited the Administration Police Lines, it was noted with concern that the living conditions were extremely dehumanising due to the alarming rate of congestion. For instance, it was noticed that one small room was occupied by 8 officers, both married and unmarried with a family having space just for a bed. For those with children, the only available space for the children to sleep was under the beds.

There was no privacy and the officers appeared completely demoralised and embarrassed because of the appalling living conditions.

- 9.9** Housing situation in Prison Service is the worst among the four Units. Indeed, their presentations and visits to their quarters by the Committee confirmed that there has been more or less total neglect of housing in the Prisons Service.
- 9.10** The present staff strength of the Prison Service is 14,600 and because of their nature of duty, officers are supposed to be housed within the institutions. However, the available houses are grossly inadequate.
- 9.11** In nearly all the places visited, most of the quarters comprised old and dilapidated houses, many of them appeared neglected. These included temporary mud houses which constituted over 50 per cent of the present housing units indicated in table 9.2 below.

**Table 9.2. Status of Accommodation of Officers in the Prison Service**

PROVINCE	STAFF STRENGTH	NO. PERM H/UNITS	MATURE TEMPORARY	TOTAL H/UNITS
NORTH EASTERN	308	27	39	281
WESTERN	897	110	308	769
NYANZA	1223	379	137	844
EASTERN	1221	200	366	1021
NAIROBI	2819	886	859	1933
CENTRAL	1595	337	413	1235
COAST	1538	332	369	1207
RIFT	3503	713	693	790
<b>TOTAL</b>	<b>13086</b>	<b>2984</b>	<b>3184</b>	<b>10,080</b>

Table 9.2 above shows that only about three thousand housing units are available for the staff of over thirteen thousand officers and thus over ten thousand housing units.

- 9.12** The most unsatisfactory cases were observed at King'ong'o Prison in Nyeri, Embu and Nakuru Prisons. The situation at King'ong'o and Embu was particularly disturbing. The quarters consisted of many lines of the mud houses with small dark rooms, and poor ventilation, which were also shared. The structures were generally in appalling state.
- 9.13** One of the worst cases of overcrowding observed was at Kamiti Prison, where two large dimly lit workshops were converted into residential buildings, each accommodating about 300 officers. Individual officers, in an attempt to have some privacy, partitioned their small compartments of about 10' x 10' using thick black polythene sheets.

- 9.14 These conditions were witnessed everywhere the Committee visited except in Embu where it was noted with appreciation that there was a new and decent housing estate for the Administration Police Officers. The Officers were accommodated in well maintained storey buildings and many of the officers occupied one bedroomed house each.
- 9.15 The Committee was informed that the housing situation and in particular for those officers entitled to free housing deteriorated considerably over the years, due to among other things, recruitment of a large number of new officers with no additional housing units. For instance, Kenya Police Force has grown rapidly since 1963 when it had only 13,000 officers to the present number of about 30,000. Similarly, the size of the Administration Police and that of the Prisons Service has grown considerably from only 2,000 and 4,000 officers at independence to the present numbers of 14,368 and 14,600 respectively.
- 9.16 The gazetted officers were equally affected as they mainly lived in deplorable houses and areas that exposed their dignity into disrepute because, with the present low house allowance, they were not able to be afford decent accommodation commensurate with their status. In some cases these officers were forced to live in houses which were meant for officers of the other ranks.
- 9.17 It is, therefore, clearly evident that housing is a particularly serious problem within the Units and needs urgent redressing in order to boost the morale of the officers. Indeed, representations were made to the Committee that the Ominde Report made specific commendations in housing which were yet to be implemented. In this regard, it was made clear to the Committee that had the recommendations been implemented, the housing situation would have improved significantly. We have, therefore, examined the prevailing housing situation within the Units and wish to make the following recommendations. In view of the large number of housing units required for the officers, and in order to forestall a looming crisis, the Committee recommends;

## Recommendations

- (i) *that the Government should, with immediate effect undertake to build low cost housing units under a deliberate and comprehensive housing scheme. The Director of Housing in the Ministry of Public Works be consulted for appropriate design.*
- (ii) *that the Government should ensure that the provision of houses for the officers keeps pace with the future growth of the Units.*
- (iii) *that the Government leases block houses for officers of the Other Ranks and their equivalents close to their working stations and*
- (iv) *that some Government pool houses be reserved for exclusive use by the Police Officers.*

9.18 The Committee noted with satisfaction that the Prison Service generates a large amount of revenue from its farms, prison industries and other activities in form of Appropriation In Aid. It was further noted that attempts have been made by the Government to allow the Prisons Service to utilise the proceeds from Appropriation- in -Aid by establishing **The Kenya Prisons Industries and Farms Revolving Fund** through Legal Notices Number 314 and 87 of 1988 and 1993 respectively. The purpose of the Fund is to enable the Prisons Service procure the necessary items for the running of prison industries and farms, and to train and rehabilitate prisoners.

The Committee appreciates the Government's efforts in establishing The Kenya Prisons Industries and Farms Revolving Fund, and wishes to further recommend that;

### Recommendation

*the object and purpose of the Fund be extended to include welfare of staff to enable the Prisons Service to utilise the Fund to improve the welfare of its members particularly in provision of more housing units and rehabilitation of the existing ones.*



## **The National Youth Service**

- 9.19** The presentations tended to suggest that unlike the other units, housing was not a serious problem in this unit except in the farm and project areas. In fact, during the visits, the observations did not reveal any serious cases of congestion in their barracks. However, the Committee noticed that some houses, especially in the project and farm areas, were temporary structures and did not provide conducive living conditions.
- 9.20** The Committee, however, noted that National Youth Service has abundant machinery and skills that can be utilized for the construction of low cost houses recommended above for all the four Units.
- 9.21** In view of the issues raised in paragraphs 9.19 and 9.20 above and considering that the staff in the farm and project areas live under difficult conditions particularly, due to shortage of houses, the Committee recommends;

### **Recommendations**

- (i)** *that the Government utilises the abundant machinery and skills of the Unit to provide more cost effective housing units for the staff and*
- (ii)** *that the possibility of utilization of the combined efforts by both the National Youth Service and Prisons Service in the provision of the required low cost houses be explored where practicable.*

### **Stalled Housing Projects (All Units)**

- 9.22** It was reported that many of the housing projects started from 1980s stalled due to lack of funds. The Committee saw some of these stalled housing projects during the visits to the police lines. The details of the projects are given in table 9.3 below.

**Table 9.3. Stalled Housing Projects(The Kenya Police Force)**

	<b>Project</b>	<b>Completion Level (%)</b>	<b>Estimated Cost of Completion in K£</b>
1	Industrial Area Police		5,032,000
2	Nyamira Divisional Police Hqr.	50	15,000,000
3	Kitale Police Hqr.		500,000
4	Kapsabet Divisional Police Hqr.		3,320,000
5	Kibish Police Station & Lines	30	16,702,000
6	Highridge Camp Housing & Offices	70	3,163,000
7	Ongata Rongai Station	60	4,017,000
8	Turkana G.S.U. Base Camp		11,670,000
9	Presidential West Park Housing	80	70,000,000
	<b>TOTAL</b>		<b>129,404,000</b>

9.23 From the presentations it was noted that in all there are about 40 stalled building projects for the Kenya Police Force, the Administration Police Force, the Prisons Service and the National Youth Service, costing nearly Ksh.9 billion, and of these the 29 belong to the Kenya Police Force alone.

9.24 The Committee was informed that about 1200 housing units for the Administration Police have stalled for sometime due to lack of funds as shown in table 9.4 below.

- 9.25 The percentage of completion of the stalled projects varies from 5 to 99 per cent with the majority of the Projects being over 80 per cent complete. They require nearly Ksh.5 billion to complete.
- 9.26 Table 9.4 shows the housing units in some of these stalled projects which are expected to house over 3334 officers decently when complete.

**Table 9.4 Stalled housing units**

<b>Force Unit/Service</b>	<b>Housing units</b>
Police	1512
AP in DCs Offices	522
Other AP	674
NYS	626
<b>TOTAL</b>	<b>3334</b>

In view of the large number of Stalled Housing Projects which were intended to ease the present housing congestion, the Committee recommends;

**Recommendation**

*that immediate and urgent arrangements be made to provide funds for their completion, with priority being given to those nearing completion.*

**Sanitary Conditions (All Units)**

- 9.27 The Committee observed during the visits to staff quarters that sanitary conditions were generally unsatisfactory in the units due to frequent lack of water and inadequate ablution blocks. Many families shared the few facilities that were available.

For instance, in one of the quarters visited, there was only one block of pit latrine without roof and with four compartments which were shared by over 100 families and was in very poor state. The only other block of latrine was unserviceable. The situation was the same in nearly all the places visited, with little or no evidence that public health regulations were being adhered to. These conditions are, therefore, likely to pose health hazard to the officers and their families.

In view of the need to promote a healthy environment and in order to avoid the spread of contagious diseases and to boost the morale of the officers, the Committee recommends;

### **Recommendations**

- (i) that provision be made for regular water supply and adequate sanitary facilities to staff quarters of the units,*
- (ii) that where water borne system is used, standby pit latrines be available in the event of water shortages.*
- (iii) that consideration be given to drilling of boreholes to augment the supply of water in the lines and quarters.*

### **Community Initiatives (Police Force)**

9.28 The Committee was informed that there are cases, where in some areas the community and the Police have jointly worked together to put up houses and other facilities for Police Officers. The Committee appreciates this initiative and, therefore, recommends;

### **Recommendation**

*that Provincial Administration, the Police and local leaders mobilise community resources to supplement the Government efforts in provision of necessary facilities.*

## **Design and Maintenance of Houses (All Units)**

- 9.29** The Committee was informed and witnessed during its visit that many of the existing houses in nearly all the four Units are old and dilapidated. It was evident that some of the recently constructed houses were deteriorating fast due to poor maintenance and inappropriate design, especially those with flat roofs, resulting into leakages. The Committee also observed aspects of negligence on the part of some officers, as they were not taking adequate care of their houses as expected.

In this regard, the Committee recommends;

### **Recommendations**

- (i)** *that suitable designs with longer life span be used for the construction of the housing units, and that adequate funds be provided for maintenance and rehabilitation and,*
- (ii)** *that the staff occupying the houses be urged to be more responsible by ensuring that the houses are properly utilised and maintained. In this respect regular inspection of the houses should be carried out by the appropriate authority.*

## **CHAPTER 10**

### **FACILITIES**

#### **Introduction**

- 10.1** The increasing rate of crime in many parts of the country, particularly in urban areas, is a clear manifestation of the need to put in place a viable and effective security system to maintain law and order.
- 10.2** This will inevitably require, that the security organs, consisting of the Kenya Police Force, the Administration Police Force, the Prisons Service and to a lesser extent the National Youth Service, are provided with adequate and appropriate facilities like transportation, communication equipment, weaponry, and stationery in order to effectively combat the rising level of crime in the country.
- 10.3** This in effect means that the effectiveness of security system and the quality of services rendered will largely depend on the availability of these facilities. Any inadequacy in the provision of these vital tools will adversely affect the morale of staff and services offered.
- 10.4** The presentations, however, indicated that the present situation in the Units is deplorable owing to acute shortage of these facilities. It was noted that some of the present facilities are obsolete while others especially, vehicles are unserviceable and inadequate, thereby severely constraining the operations of the Units. For instance, cases are known where the Kenya Police have not been able to provide any service as there was no vehicle or they had no fuel.

#### **The Kenya Police Force**

##### **Office Accommodation**

- 10.5** The rapid growth of the Kenya Police Force since independence without corresponding expansion of facilities has put serious strain on the existing facilities especially office accommodation. Congestion in the offices was reported with several officers now occupying a single office originally meant for one officer. The facilities mostly date to

pre-independence days when the size of the Force was much smaller. The situation has been compounded by the creation of new districts as the Government is expected to respond by providing the requisite facilities such as Police District Headquarters and new police stations.

The Committee was informed that many of the new building projects which were started and expected to ease the problem of office accommodation were stalled due to lack of funds. A list of these projects was submitted to the Committee, indicating the amounts required to complete them. It was noted that many of them were over 80 percent complete and a total of K£60,735,000 is required to complete the projects as shown below: -

### Stalled Office Projects

	<b>K£</b>
1. Nyamira Divisional Police Headquarters	15,000,000
2. Kitale Divisional Police Headquarters	500,000
3. Eldama Ravine Police Station	1,383,000
4. Kapsabet Divisional Police Headquarters	3,320,000
5. Kibish Police Station & Lines	16,702,000
6. Highridge Camp Housing & Offices	3,163,000
7. Nairobi Dog Unit Sector Offices&Kennels	550,000
8. Mombasa Dog Section	511,000
9. GSU Training School additional facilities	2,919,000
10. Ongata Rongai Police Station	4,017,000
11. Turkana GSU Base Camp	11,670,000
<b>Total</b>	<b>K£. <u>60,735,000</u></b>

All these projects are expected to be utilised for other purposes besides offices when complete.

- 10.6 It is, therefore, evident that lack of adequate office accommodation is a major problem that needs immediate attention because the officers are likely to be less productive as a result of fatigue arising from the congestion.

In view of this, the Committee, recommends;

### **Recommendation**

*that priority be given to the completion of the stalled projects, together with the rehabilitation and expansion of the existing buildings, to ease the present congestion of the offices.*

### **Stationery**

- 10.7 Representations were made to the Committee that the Police Force uses a large amount of registers and para-legal stationery on its day to day operations. Most of this stationery, shown in appendix I, is used for court proceedings and is currently printed by the Government Printer.

However, it was reported that due to heavy workload, the Government Printer is not able to satisfy the Police demands. In this regard, it was proposed that the Police Force be allowed to set up its own Printing Press in order to alleviate this critical problem. In this respect, the Committee was informed that according to a feasibility study carried out, a sum of about Ksh.21 million would be required to set up the press.

The Committee, however, does not find merit in this proposal as the Government Printer has the capacity to provide the necessary documents provided adequate funds are available. In this regard, the Committee recommends;

### **Recommendation**

*that adequate budgetary provision be made to the Government Printer, to print the required stationery for the Kenya Police to enable the Force have the sufficient stationery to facilitate its operations.*



## **Weaponry**

- 10.8** Representations were made to the Committee that criminals were increasingly using sophisticated weapons in commission of crime. The Committee was informed that some of the weapons currently being used by the Police Force are rather inferior to those used by criminals. There is, therefore, need to supply modern and appropriate weapons to enable the Police Force to effectively combat crime.
- 10.9** The Committee is aware that crimes involving ruthless and armed criminals including bandits are on the increase in many parts of the country. To enable the Force to be more effective in combating these crimes, the Committee recommends;

## **Recommendation**

*that as a matter of urgency immediate measures be instituted to ensure that the Police Force is provided with adequate supply of modern weapons, on regular basis.*

## **Transport**

- 10.10** The objective of the Kenya Police Force is to maintain an effective Police presence in all the districts. It is, therefore, mandatory to have an adequate and mechanically sound transport fleet to enable the Police Department provide the required services. However, the operations have been hampered by deficiency in vehicle establishment in relation to increased crime rate, population and Police manpower.
- 10.11** Indeed, representations were made to the Committee that the current status of transport in the Kenya Police Force is very unsatisfactory due to severe shortage of vehicles and as a result the operations of the Force have been severely constrained over the years. This problem has arisen because the Force has not been able to replace motor vehicles on regular basis as required due to under-funding.
- 10.12** It was noted that besides lack of funds for replacement of vehicles, the Force has not been provided with additional vehicles in accordance

with the increasing demand for its services particularly, as a result of creation of new administrative units. This has adversely affected the delivery of services by the Force.

Table 10.1 below shows that the Force has 1712 vehicles out of an establishment of 2063 resulting into a shortfall of 351 due to low budgetary provision.

**Table 10.1 Police Vehicle Establishment/Strength**

Type	Establishment	Strength	Shortfall/Excess
Lorries/Buses	283	163	-120
Land Rovers	578	535	-43
Cars	329	355	26
Vans	109	64	-45
Jeep (Mahindra)	400	400	0
Ambulance	8	2	-6
Breakdown	8	5	-3
Prison Wagon	2	10	8
Riot Wagon	4	2	-2
Water Bowsers	9	7	-2
Load Trailers	6	4	-2
Water Trailers	48	35	-13
Specialist Vehicles	2	1	-1
Mobil Trailers	8	8	0
Special Trailers	1	1	0
Horse Transporters	2	1	-1
Tractor	3	0	-3
Forklift	1	0	-1
Launches	6	5	-1
Motor Cycles	256	114	-142
<b>Grand Total</b>	<b>2063</b>	<b>1712</b>	<b>-351</b>

**10.13** Besides, the lack of adequate vehicles there was persistent concern over some types of vehicles in use, especially Mahindra. From the presentations it was clear that Mahindra vehicles introduced a few years ago are not suitable for Police work as they are slow and less durable.

In view of the acute shortage of vehicles, within the Kenya Police Force, the Committee strongly recommends that;

#### **Recommendations**

- (i)** *the Police Force be provided with adequate and suitable vehicles to enable it to be more mobile and effective in its operations and delivery of service.*
- (ii)** *sufficient budgetary provision be made to the Police Force, for replacement, maintenance and procurement of spare parts.*

**10.14** The Committee was informed that the activities of the Police Force were further hampered by persistent lack of fuel which had adverse effect on its operations. In this regard, it was noted that sometimes members of the public are requested to provide funds for fuel in order to be assisted. In fact, it was noted that the allocation for the current financial year for a Police vehicle is Ksh. 60,000 and Ksh. 40,000 for fuel and maintenance respectively. This fuel allocation can only cover an average of 33 kilometres a day whereas for effective operation, a Police vehicle should cover an average of 100 kilometres per day.

The Committee, therefore, recommends;

#### **Recommendation**

*that the Police Force be provided with adequate funds for fuel to enable it to be mobile and more effective in combating crime.*

## **The Kenya Police Airwing**

- 10.15** The Kenya Police Airwing consists of an approved establishment of personnel and aircraft and it is based at Wilson Airport, Nairobi.

The Committee was informed that the Kenya Police Airwing had inadequate aircraft. The problem was partly contributed by failure to replace those that had either crashed or were unserviceable. For instance, it was reported that eight that had crashed are yet to be replaced, four were under repair and only four are actually serviceable. It was therefore, proposed that adequate funds be provided for replacement, rehabilitation and maintenance of Police aircraft to enhance the operations of the Airwing. The Committee supports this proposal given that the use of Police Airwing is increasingly becoming crucial for movement in less accessible parts of the country and need to reach the scenes of crime quickly especially in operational areas and rescue operations.

In view of the increasing role of the Airwing, particularly in combating crime in operational areas and rescue operations, the Committee recommends ;

### **Recommendations**

- (i) *that immediate steps be taken to replace the crashed and unserviceable aircraft and;***
- (ii) *that adequate funds be provided for rehabilitation and maintenance of Police aircraft ,***

### **Communication**

- 10.16** The presentations raised concern over the poor state of the communication system. The Committee was informed that most of the communication equipment is obsolete, thus hampering the operations of the Force. The situation is much worse in the newly created administrative areas. It was, however, noted with appreciation that the Government has undertaken Phase I of

Rehabilitation of the Radio Trunk Network and Nairobi Area Coverage Project, which is likely to improve the communication system considerably once completed. In this regard, a proposal was made for funding Phase II of the Project to cover areas not included in Phase I.

In view of the urgent need to rehabilitate the present communication system to enhance efficient operation of the Force, the Committee finds merit in the proposal and recommends;

### **Recommendation**

*that funds be made available for implementation of Phase II of the Project, replacement and maintenance of equipment.*

## **The Administration Police Force**

### **Office Accommodation**

- 10.17 The Administration Police Force is part and parcel of the Provincial Administration. It, therefore, relies on the Administration for provision of office accommodation and related facilities.

### **Armoury**

- 10.18 It was noted that many of the Administration Police centres especially in the rural areas have no armoury and instead use improvised armoury box which take 10 - 15 firearms. This arrangement, however, not satisfactory as criminals are likely to have access to such firearms. Considering the increasing rate of crime which involve the use of firearms, the Committee recommends;

### **Recommendation**

*that arrangements be made to construct appropriate armoury in every Administrative Centre for safe storage of firearms.*

- 10.19 Representations were made to the Committee that uniform for the Force was not only inadequate but the issue was also irregular and as such officers sometimes wore torn uniform. This was likely to have negative effect on their morale. Given that the officers need to be presentable in order to command more respect from members of the public, the Committee recommends;

#### **Recommendation**

*that the Administration Police officers be provided with uniform as stipulated in the regulations.*

#### **Transport**

- 10.20 As observed earlier, the Force is essentially a supportive force to the Provincial Administration. It is, therefore, the responsibility of the provincial administration to provide the Force with transport.

### **The Kenya Prisons Service**

#### **Congestion in Prisons**

- 10.21 The Prisons are heavily congested with many of them holding more than double their expected capacity and overcrowding in the prisons is said to be one of the most glaring problems. It was reported that the daily average prison population of 36,000 persons far exceeds the current combined capacity of 18,000 persons.
- 10.22 It was reported that in Nairobi Remand Prison, there is daily average population of 3000 occupying space meant for 800. It was, therefore, felt that double decker beds be introduced to allow for the utilisation of vertical space not only to ease the current overcrowding situation but also to help prevent the spread of contagious diseases. The large prison population is attributed to the rapid increase in population over the years since independence leading to high level of unemployment with consequent increasingly high rate of crimes in both urban and rural areas.

In view of the present serious overcrowding in the Prisons and the urgent need to decongest them, the Committee recommends;

### **Recommendations**

- (i) that efforts be made to intensify the effective implementation of Extra Mural Penal Employment.*
- (ii) that immediate arrangements be made to expand and rehabilitate the existing dilapidated Prisons.*
- (iii) that appropriate arrangements be made for magistrates to take pleas in the remands, in order to speed up the determination of the cases and, ease transport problems between the courts and the prisons.*

**10.23** The Committee notes the magnanimity often shown by His Excellency the President through frequent release of petty offenders on national days, which is highly appreciated.

### **Equipment**

**10.24** Representations were made to the Committee that the prison population has grown considerably both in terms of inmates and staff and there was, therefore, need for modern equipment to facilitate record keeping, among other things, in the Prisons Service. In this regard, a proposal was made to the Committee that the Prisons Department be computerised to facilitate research, keeping of records of both inmates and personnel.

The Committee finds merit in this proposal and, therefore, recommends;



## **Recommendations.**

- (i) computerisation of the Prisons Department;**
- (ii) that adequate budgetary provision for maintenance and rehabilitation of the existing equipment be made;**
- (iii) that consideration be given to installation of close circuit television cameras as a replacement of the existing watch towers.**

**10.25** It was noted that the present workshops are ill equipped and cannot, therefore, meet the needs of the inmates who are expected to acquire or improve on their skills in line with their training and rehabilitation. Similarly prisons generally have large farms but with inadequate machines which constrains their full utilisation.

The Committee recommends;

### **Recommendation**

***that adequate and appropriate equipment be provided to enable the Prisons Service offer effective training and rehabilitation of the inmates, besides enhancing its productive capacity.***

### **Transport**

**10.26** The Committee was informed that due to the nature of prison work, the demands made on transport services in the prisons service have increased tremendously over the years. As a result of the ever changing offender profiles, the necessity to transport them to courts, and spread them in various prisons for security reasons, existing transport services are grossly over stretched.

**10.27** Indeed, acute shortage of transport was cited as one of the major problems facing the Department. Some of the vehicles being used are not suitable for prison work, and many of the existing vehicles are unserviceable. It was, therefore, proposed that a total of 413 of

vehicles of various categories are required for effective operation of the Department. The details are shown on Table 10.2 below.

**Table 10.2 Prisons Service Vehicle Requirements**

<b>Type</b>	<b>No. of Vehicles Required</b>
Staff cars	69
P/Up caged	154
Open lorries	49
Caged vehicles	65
Mini buses	22
Buses	3
Ambulance	13
Water Buzzer	12
Funeral cars	2
4 WD vehicles	8
Tractor	1
F. Van	9
Breakdown	3
Mobile workshop	2
Tipper	1
<b>Total</b>	<b>413</b>

The Committee recognises that availability of reliable transport system is essential for effective delivery of services in the Prisons Service and accordingly recommends;

## **Recommendation**

*that urgent arrangements be made to provide the Prisons Department with adequate and suitable vehicles.*

## **Communication**

- 10.28** Representations were made to the Committee that the present radio communication network has out-lived its life-span and proposal has already been made for installation of modern communication system, designed to be integrated to the Police Communication Network.
- 10.29** The Committee supports the proposal to instal a modern communication system in the Prisons Department and provision of portable communication equipment such as walkie talkies to enhance its communication system particularly with the officers in the field and, therefore, strongly recommends;

## **Recommendation**

*that the proposed installation of modern communication system and, provision of portable communication equipment to the Prisons Department, be implemented to enhance its communication system.*

## **The National Youth Service**

### **Equipment**

- 10.30** From the presentation, it was noted that NYS has a Machinery Centre which carries out maintenance of farm machines for three units, namely Yatta, Mavoloni and Athi River. The Unit hires out its equipment to the local community thereby enabling development of strong agricultural base in the Yatta Plateau which is essential for the communities self-sufficiency in food and also generates revenue inform of Appropriation-in-Aid for the Government. The equipment is also used for the training of the youth to enable them acquire the requisite technical skills.

However, lack of spare parts for some of the machines due to inadequate financial provision has tended to constrain the operations of National Youth Service. Considering the important role the Unit plays in the development of the country, especially in road construction, the Committee recommends;

#### **Recommendation**

*that the National Youth Service be provided with adequate resources for procurement of spare parts, maintenance and rehabilitation of its machinery.*

**10.31** During the visits, the Committee observed with appreciation that the training workshops are very well equipped with, under utilised, expensive and sophisticated machines. The workshops produced several items such as hammer, planes and car jack and were indeed capable of producing high precision equipment.

**10.32** However, the Committee noted with concern that whereas the organisation has the capacity to produce high precision equipment including fabrication of spare parts, it is not yet allowed to market its services and goods.

In view of the need to fully utilize the available capacity of the workshops, the Committee recommends;

#### **Recommendation**

*that industrial utilization of the present spare capacity be explored without jeopardizing the training objectives.*

#### **Transport**

**10.33** From the presentation it was evident that whereas the National Youth Service has a large fleet of various types of vehicles, about 50 per cent of vehicles are unserviceable due to lack of funds for maintenance. This is depicted in table 10.3 below.

**Table 10.3 Current status of vehicles and plants**

Type	No. of Serviceable vehicles	No. of Unserviceable vehicles	Total
Trucks	149	155	304
Light vehicles	62	52	114
Plants	129	111	240
<b>Grand Total</b>	<b>340</b>	<b>318</b>	<b>688</b>

(Source: National Youth Service.)

- 10.34** The activities of the Unit, particularly transportation services are severely constrained by the large number of unserviceable vehicles. Considering that the Unit plays a significant role in the provision of transportation services, there is, therefore, an urgent need for a rehabilitation programme for the unserviceable vehicles.

In view of the significant role the National Youth Service often plays in providing transportation services that are in national interest, the Committee recommends;

#### **Recommendation**

*that urgent arrangements be made to provide the Unit with adequate funds to rehabilitate its large number of unserviceable vehicles.*

#### **National Development**

- 10.35** The Committee has in general noted with satisfaction the role NYS has played in the development of this country through its involvement in various development projects, particularly in relation to irrigation and road construction activities, countrywide and in enabling our youth through its training programmes acquire personal qualities and

skills that will be of use to them in their own lives. In this regard, the Committee recommends;

**Recommendation**

*that the Unit be supported in its development and training activities through adequate funding.*

## CHAPTER 11

### ADMINISTRATIVE AND ORGANISATIONAL STRUCTURES

- 11.1** This Chapter examines the present Administrative and Organisational Structures of the Kenya Police Force, the Administration Police Force, the Kenya Prisons Service and the National Youth Service. In doing so, account has been taken of the fact that a lot of changes have taken place regarding these structures as a result of the recommendations made by the Ominde Report and also other changes that have been a result of other structural adjustments within civil service.
- 11.2** The Committee received views and recommendations regarding the existing structures and staffing from officers of the four (4) Units. Some of the anomalies that were identified while examining the existing structures are also highlighted in this Chapter.

#### **The Kenya Police Force**

- 11.3** The Kenya Police Standing Orders clearly set out the constitution, organisation and control of the Kenya Police. It gives a listing of Provinces, Divisions, Stations and Posts and states that for the purpose of police administration, the Republic is divided into Provinces and Nairobi Area. These are again sub-divided into Divisions, Stations and Posts.

#### **Police Headquarters**

- 11.4** The Kenya Police Force is headed at the level of Commissioner of Police on Job Group 'S'. The Commissioner is responsible to the Head of State for efficient performance of duties by the police force. The Commissioner of Police is appointed under section 108(1) of the Constitution of Kenya and is responsible for maintaining law and order. He is assisted by a Senior Deputy Commissioner of Police on Job Group Q and four Deputy Commissioners of Police (DCP) on Job Group 'P' responsible for Administration, Planning and Estimates, Operations and Manpower Control.

Besides, there are three major Formations headed at the level of Senior Deputy Commissioner of Police. These are:-

- (i) Criminal Investigations Department (CID) Job Group 'R'
- (ii) Directorate of Security Intelligence (DSI) Job Group 'R'
- (iii) General Service Unit (GSU) Job Group 'Q'

11.5 The Committee notes that the position of Commissioner of Police is on Job Group 'S' having been upgraded from Job Group 'R' in 1994. The role of the Commissioner as observed by the Committee, has become more complex especially in the present liberalized economy. The demand for investment has increased necessitating tighter and enhanced internal security measures. The influx of refugees due to instability in the region, and the era of multipartism have greatly widened the scope of responsibilities and expanded the Commissioner's role. It is in view of this expanded role and heavy responsibilities of the Commissioner of Police, that the Committee finds justification in upgrading the Commissioner's Post, and therefore, recommends that:-

#### **Recommendation**

*the post of Commissioner of Police be upgraded from Job Group 'S' to 'T'.*

- 11.6 It was proposed to the Committee that the office of the Commissioner of Police should adopt the title of "Inspector General" and that the deputies to the Commissioner be designated Deputy Inspector General/Commissioner of Police. The current deputies to the Commissioner of Police are the Director of Criminal Investigation, Director of Security Intelligence and the Commandant, GSU.
- 11.7 The proposed titles of "Inspector General" and "Deputy Inspector General" would need critical analysis in view of the fact that the armed forces use the title "General". It was presented to the Committee that in the spirit of the East Africa Co-operation, the heads of Police Forces in the three (3) Countries should be seen to be at the same level by bearing similar titles, but at the same time, the Committee



feels that the justification by one Country in adopting this title may differ and be dependent on what other structures and titles pertain to that Country. The Committee appreciates the sentiments expressed and supports the fact that there is need to harmonize policing activities in the Region. However, having considered the intricacies involved in the adoption of the proposed title, the Committee recommends that:

### **Recommendation**

*the current title of Commissioner of Police is appropriate and that the same be retained.*

- 11.8 In order to smoothen the flow of the chain of command between the Commissioner of Police's office and the field commands, the Committee received proposals that the posts of Deputy Commissioner of Police, Administration, Operations, and Planning be redesignated to read Director of their respective fields, namely Administration, Operations, and Planning, and be held against the rank of Senior Deputy Commissioner of Police.
- 11.9 It is noted that if the title 'Director' is adopted to replace Deputy Commissioner this, would be in conflict with the other titles of Director within the Police structure, whose holders are in charge of major Formations of Police Force, and in addition, it would result in the holders requesting for the benefits that are attached to the posts of Directors of major departments within the Civil Service. This would have major financial implications for the Government as other disciplined forces who share similar titles would also want the same treatment. The Committee however, notes that Heads of C.I.D. and D.S.I. are Senior Deputy Commissioners of Police and have the title of Director. In order, to harmonise these positions, the Committee recommends that ;

### **Recommendation**

- (i) *the Senior Deputy Commissioner of Police at Police Headquarters be redesignated Director of Administration and be elevated to Job Group "R".*

(ii) *the current titles for Deputy Commissioners of Police, Administration, Operations and Planning be retained.*

11.10 It was presented to the Committee that the work performed by Police Officers in Nairobi Area is voluminous hence the need to elevate the positions of Deputy Commissioner of Police Job Group 'P', to that of Senior Deputy Commissioner of Police Job Group 'Q', and that of OCPD's Nairobi Area, to the level of Assistant Commissioner of Police Job Group 'M' and their Deputies to be of the rank of Senior Superintendent of Police (SSP) on job Group 'L'. This proposal was made in view of the rising rate of crime and business activities in Nairobi as compared to other provinces. It is noted that Nairobi is leading in both sophisticated crime and international business operations. It is observed that the structures and levels within the Police Force are pegged to what pertains to the Civil Service grading structure and this would have to be taken into consideration when proposing upgrading of posts within the force.

#### **Recommendation**

*the Committee considered the effects the elevation of these positions may have on similar positions in other provinces and recommends that the current levels be retained.*

11.11 Presentations were given that the Police Force has from time to time been criticised and grossly abused as being guilty of human rights violation among other things, and several complaints against the members of the Force by the general public are daily accusations. It was therefore, desired that any form of complaint received should be promptly investigated and appropriate action taken against the officer(s) when necessary. It was proposed to the Committee that a post of Deputy Commissioner of Police be created at the Headquarters to be responsible for speedy attendance and investigation of all complaints against police.

- 11.12 It is observed that there is currently a post of Senior Assistant Commissioner of Police at the headquarters, whose holder is responsible for Public Relations. The Committee therefore, finds no sufficient justification in creating a post at a higher level to handle these responsibilities, and recommends that:

**Recommendation**

*the responsibilities of Public relations continue to be handled under the Deputy Commissioner of Police in charge of operations.*

- 11.13 Police Housing, buildings and development is an area of major concern facing the Force at the moment. The G.S.U. quarters at Ruiru and the Police Depot Machakos Road Nairobi are a glaring example of uncompleted building projects as witnessed by the Committee. It was proposed to the Committee that a post of Deputy Commissioner of Police be created to be in charge of Development, police housing and buildings. It was reported that the officers currently vested with this responsibility are too busy on other equally important areas.
- 11.14 The Committee in considering this proposal notes that the problem of uncompleted building projects is not as a result of lack of personnel, but was due to inadequate funding. It is also felt that this function is part of the planning function and a post at the level of Deputy Commissioner of Police in charge of Planning already exists at the headquarters. The Committee observes that the Deputy Commissioner of Police in charge of Planning, Research and Training can adequately handle these responsibilities. It is against this background that the Committee finds no ground for creating an additional post of Deputy Commissioner at the headquarters. It is therefore, recommended that:

**Recommendation**

*the Deputy Commissioner of Police at the Headquarters in charge of Planning, Research and Training, continues to be responsible for police housing, buildings and development.*

11.15 It was proposed to the Committee that a post at the level of Senior Assistant Commissioner of Police be created to oversee all matters that relate to the welfare of the Officers in the Police Force. The Committee notes that staff welfare in the Police Force was a critical issue and needed urgent attention. This is because the morale of the Force if not boosted would greatly affect their ability to maintain law and order in the country. The responsibility of welfare could, however, be assigned to one of the officers already at the level of Senior Assistant Commissioner of Police. The Committee therefore, finds no merit in creating an extra post and hence, recommends that:

### **Recommendation**

*an officer at the level of Assistant Commissioner of Police at the Headquarters, be identified, and be specifically assigned the responsibilities of Staff Welfare. As mentioned in the welfare chapter in this report, specific tasks for the Officer dealing with staff welfare issues be clearly specified.*

11.16 It was proposed to the Committee that the position of Senior Assistant Commissioner of Police, Criminal Intelligence, on Job Group 'N' should be created in the police headquarters. This office would be responsible for maintaining a data base on criminal activities in order to assist the Force in managing crime in the country. It is observed that there is no need to create a post at this level for purposes of maintaining a data base as this position could be given to those graduates entering the service i.e. those with BSc. in Information Technology, who would be appropriately deployed under the Deputy Commissioner of Police in charge of Operations at the Headquarters. It is also noted that this function is already being dealt with by the Director of Criminal Investigation and the Directorate of Security Intelligence. The Committee, therefore, recommends that:

## **Recommendation**

*this task be assigned to those graduates with appropriate qualifications entering the Police Force, and that they be deployed under Deputy Commissioner of Police, Operations and be responsible for maintaining a data base. This would reduce the increase of posts at the senior levels, and give an opportunity to the lower ranks to be developed to fill the higher positions.*

## **Civilian Posts**

- 11.17 Regarding the civilian staff at the police headquarters, it was proposed that these be managed by trained police officers, as they were in a better position to understand police operations. This proposal to replace the civilian staff with uniformed personnel would mean that those Police Officers who will be given civilian responsibilities would have to be adequately trained to understand the Administration processes and procedures that are in operation outside the Disciplined Forces regulations. The uniformed officers may further find it frustrating if they have to deal with non-uniformed staff and this may affect the flow of work and ultimately the efficiency of the Police Force. The Committee is of the view that the presence of the Civilian Cadre in the Disciplined Forces is justified as the Forces are part of the Civil Service and need to work as a team so as to effectively coordinate government activities.

## **Recommendation**

*It is therefore, recommended that Civilian Personnel in the Police Force be retained.*

## **Provincial Police Set-up**

- 11.18 The Provincial Police commands are headed at the level of Deputy Commissioner of Police on Job Group 'P', who are responsible to the Commissioner of Police for administration of the Force in their respective Provinces. There are other Formation Commanders in charge of the Police Airwing, Ports Police, Airport Police, Anti

Stock Theft Unit, Traffic Police, Kenya Police College, Kiganjo, who are also responsible to the Commissioner of Police.

- 11.19 It was proposed that additional posts of Deputy Provincial Police Officer, should be created in each province to assist the PPO's with operational matters. The Committee was informed that there were already Deputy Provincial Police Officers but that they spend most of the time in the office handling administrative matters. They had no time to visit Police Divisions and stations to oversee operations. With the current rationalization activities, any additional posts have to be justified to avoid increasing expenditure on personal emoluments as this would mean reducing the money available for operations. The Committee also took into account the other positions that exist in Government Departments at the Provinces, and also notes that increasing numbers will have to go hand in hand with provision of equipment and facilities. The Committee therefore, recommends that:

**Recommendation**

*the existing vacant posts at the level of Senior Assistant Commissioner of Police Job Group 'N' be filled and that the Commissioner of Police re-deploy the Officers to the areas where their services are needed.*

**Criminal Investigation Department**

- 11.20 This Formation is headed at the level of Senior Deputy Commissioner of Police on job Group 'R' (Director CID). The department is responsible for the detection and investigation of crime and prosecution of offenders in lower courts. It was proposed to the Committee that CID personnel be deployed down to station level, at the level of Chief Inspector or Inspector of Police, depending on the rate of crime in a particular station. It is observed that this would mean an increase in the police establishment and also in the facilities and equipment for the extra personnel. It is felt that the Commissioner of Police has adequate machinery in the field to handle criminal activities. The Committee recommends that:

## **Recommendation**

*the Director of Criminal Investigation in conjunction with the Commissioner of Police, deploy the Officers according to the needs of the stations.*

## **General Service Unit (G.S.U.)**

- 11.21 This is another Formation which is headed at the level of Senior Deputy Commissioner of Police (Commandant GSU). It is a unit that deals with matters affecting internal security throughout the republic. In the presentations to the Committee, it was observed that the title "Commandant" used for the head of the unit, conflicts with that of the Officer in charge of the GSU training school, who also uses the same title. It was proposed to the Committee that the head of the Formation should adopt the title of Director (GSU). The title Deputy Commandant similarly be changed to that of Deputy Director (GSU).

## **Recommendation**

*The Committee supports the proposal and therefore, recommends that the title of Director, General Service Unit (G.S.U.) be adopted instead of Commandant.*

- 11.22 The Committee further observes that the grading of the post of Commandant is at Job Group 'Q' whereas other posts of Senior Deputy Commissioners heading Formations are at Job Group 'R'. In order to harmonize the position of Commandant, General Service Unit with other heads of Police Formations, the Committee recommends that:

## **Recommendation**

*the post of Senior Deputy Commissioner of Police, General Service Unit, Job Group 'Q' be elevated to Job Group 'R'.*

*See Appendix II for the Proposed, the Kenya Police Force Organisation Chart*

## **Police Service Commission**

- 11.23** The Constitution establishes the Public Service Commission which is responsible for appointments, promotions, discipline, examinations and occupational tests in the Civil Service. The Police Commissioner has been delegated powers by the Public Service Commission, to carry out the above responsibilities on its behalf. This is outlined in the Service Commissions Act Cap 185 and the Police Standing Orders. It was proposed to the Committee that a Police Service Commission should be established to deal with Police matters in order to enhance the efficiency and effectiveness of the Police Force. It was felt that the delays currently being experienced when processing police matters, have contributed to the inefficiency and low morale of the Force.
- 11.24** The Committee notes that the issue of a separate Service Commission for the Police Force had been addressed by the Ominde Report which did not find adequate justification to support the proposal.
- 11.25** Having considered the implications and the intricacies involved in creating a separate Service Commission for the Police Force, the Committee recommends that:

### **Recommendation**

*a Standing Review Committee as recommended in the Chapter on Salaries and Allowances, will for the time being, address adequately the problems experienced by the Police Force.*



## **Legal Officers**

**11.26** The Attorney General's Chambers has been guiding the Police department in all its legal matters. The Committee was informed that the Police Force has been experiencing delays and bottlenecks in handling its legal matters due to the shortage of State Councils at the Chambers, and it was proposed that the following posts be created:-

1. Principal State Counsel - 1 post
2. State Counsel - 3 posts

**11.27** The Committee observes that other Government ministries and departments experience similar problems like those pertaining in the forces in matters requiring legal advice. Due to the shortage of legal personnel in the AG Chambers, it was the feeling that the police force should establish these positions within its own structure. The problem would be whether the department would be able to attract and retain these cadres within the force, especially considering that legal officers are currently being paid salaries higher than those in the Civil Service under the Judicial Service Commission. The Committee notes that the police department is constantly involved in court cases, where it is sued for various acts by police officers. In addition, members of the public are becoming more aware of their legal rights which means that these cases will increase. The Committee is of the view that there is need for a legal officer within the department to assist in the processing of legal matters, and therefore, recommends that:

### **Recommendation**

*the post of a legal officer be created at the Police Headquarters, to assist the Police in processing its legal matters.*

### **Building Personnel.**

**11.28** The Committee noted, during the visits to the various stations that colossal sums of money was involved in building projects undertaken

in the police department. It was proposed to the Committee that there should be technical officers seconded from the Ministry of Public Works to the department, or that the following posts be created under the Administrative Secretary's department to ensure that these projects are technically supervised.

1. Civil Engineer - 1 post
2. Quantity Surveyor - 1 post
3. Architect - 1 post

11.29 As observed in the case of legal officers, if the Police Department was to establish posts for this cadre, there would be need to carry out an analysis of the available workload in the department. Due to lack of adequate funding the Ministry of Public Works would still be unable to assist in maintenance of government buildings, even where it is proposed to establish these positions within the police structure. The Committee feels that the issue of housing and office facilities in the Police Force is important as highlighted in the Chapter on Housing and therefore recommends that:

### **Recommendation**

*a post of Building Economist be created within the Police establishment, to advise the Police Commissioner on regular basis, on building projects and facilitate regular maintenance of the existing buildings in the Police Department.*

### **Police Ranks**

11.30 It was proposed to the Committee that new ranks be introduced into the police structure. These are the ranks of Assistant Superintendent, Assistant Inspector, Staff Sergeant Major and Lance Corporal. These new ranks were proposed so as to facilitate the advancement of officers and to give them additional experience. The Committee deliberated on this proposal and observed that the issue of additional ranks into the structure will have to take into account existing posts in the civil service structure. In view of this, the Committee recommends:

### **Recommendation**

*that the introduction of new ranks be addressed through the existing government machinery.*

- 11.31** The Committee also deliberated at length on the existence of the ranks of Senior Sergeant Job Group 'V' and chief Inspector Job Group 'X'. It was noted that these ranks had been deleted as a result of the Ominde Report's recommendation and that the same had been re-introduced into the police structure. The Committee reviewed the historical background of the police grading structure and noted that this problem of deleting and reintroducing these ranks may re-occur in future. It looked at the nature of duties of the Police Force and observed that because of its command structure, its grading structure may not adequately fit into the civil service job grouping. It is therefore, felt that there is adequate justification to have a separate grading structure for the police force. In view of this, the Committee recommends that:

### **Recommendation**

*the titles of Senior Sergeant Job Group 'V' and Chief Inspector Job Group 'X' be retained in the Police Force grading structure and that the relevant Government machinery finds a way of accommodating this in the existing salary structure.*

### **The Administration Police Force**

- 11.32** The Administration Police Force was known as the Tribunal Force during the colonial days and it was meant to assist civil power in governing. The Force has complemented the Kenya Police Force in the maintenance of law and order and the two have worked side by side, especially, in operational areas.
- 11.33** This Force was established under the Administration Police Act (Cap 85) which provides for the discipline, powers and duties of the Administration Police. It states inter alia, that the District Commissioner of any district within which the appointment of

administration police has been approved, shall administer the administration police in that district, subject to the general or special directions of the Provincial Commissioner.

The ranks of this force are also provided in the First Schedule of the Act, and the Minister has been empowered to amend that schedule when the need arises. The Committee notes that the administration police work is in the field and is linked to the Provincial and District Administration.

### **Headquarters**

**11.34** The Administration Police Force is headed at the level of Commandant on Job Group 'R' and the substantive holder of the post is an Administrative Officer. The Committee notes that the Commandant is assisted by a Senior Deputy Commandant on Job Group 'Q', who in practice, is the Head of the Administration Police Training College.

**11.35** It was proposed to the Committee that the head of Administration Police should be at the same level with the heads of the other Disciplined Forces and that the headquarters structure should be expanded. It is observed, however, that the role of the Administration Police is to provide supportive service to Provincial Administration Officers in charge of government development activities in the field. From what was presented to the Committee, it is evident that their duties are confined to Provincial Administration to which they are responsible. The Committee therefore, finds no justification in expanding the establishment of the Force at the apex. In view of this, the Committee recommends that:

### **Recommendation**

- (i)** *the current provision of Commandant as per the Act is adequate and that Administration Police matters continue to be co-ordinated by an Administrative Officer stationed at the Office of the President.*

*(ii) the duties of Administration Police be restricted to Provincial Administration.*

### **Provincial Set-up of the Administration Police Force**

- 11.36** The Committee was informed that Administration Police at Provinces are at the level of Senior Assistant Commandants on Job Group 'N', Superintendent of Administration Police Job Group 'K', Chief Inspector of Administration Police Job Group 'X' or Inspector of Administration Police Job Group 'J'. They are responsible to the Provincial Commissioners and the District Commissioners respectively. The Committee observed that even though these positions are at a higher level, officers at lower levels were attached to some of the Provinces and Districts. The Committee examined the Administration Police Act (Cap 85), the Command structure, the nature of Administration Police duties and the supportive role it plays to the provincial administration and is of the view that the highest rank at the district level should not go beyond the level of Chief Inspector.
- 11.37** Representations submitted on the Administration Police were that this Force should be merged with the Kenya Police Force since there is a lot of duplication in the duties performed by the two forces. It is noted that the Administration Police Force is supposed to provide support service to the Provincial Administration but its growth in size and structure makes it appear as if there are two parallel Police Forces.
- 11.38** The Committee after critically examining the implication of the proposal to merge the Administration Police with the Police force, is of the view that this force should remain independent. The issue that arises is the provision of an outlet for the officers who reach the level of Chief Inspector. These Officers may feel frustrated remaining at one level with no provision for upward mobility. The Committee feels that in order to provide prospects for further career development, these officers should be retrained and redeployed as police officers, in Provincial Administration, or in areas within other sectors of the Public Service.

**11.39** The Committee has carefully analysed the above proposals and is of the view that the Administration Police Force be limited to Provincial Administration and steps be taken to facilitate access to career development for those who are already beyond the recommended level. It is therefore recommended that:

#### **Recommendation**

- (i) the highest rank of Administration Police in the field be at the level of Chief Inspector,*
- (ii) those holding higher ranks above Chief Inspector should hold them personal to themselves and be gradually phased out, or be*
- (iii) retrained and redeployed to other Disciplined Forces, Provincial Administration or in any other opening within the Public Service for which they qualify.*
- (iv) this exercise be handled by the Permanent Secretary, Provincial Administration and Internal Security, and the Commissioner of Police*
- (v) the curricula offered at Kenya Police College, Kiganjo and Administration Police Training College, Embakasi, be harmonised and standardized to allow for smooth conversion of officers when the need arises.*

#### **The Administration Police Training College**

**11.40** The college is headed at level of Senior Deputy Commandant. The substantive holder of this post is an Administrative Officer. It was proposed to the Committee that the position of head of the College and the deputy be upgraded respectively. It is observed that the College is the instrument for training the Administration Police and that it can be headed by a non-uniformed officer. In view of the observation made, regarding the structure of the Force, the Committee recommends:-

## **Recommendation**

*that the current organisational structure of the Administration Police Training College be retained.*

*See Appendix III for the proposed Administration Police Force Organisational Structure.*

## **The Kenya Prisons Service**

- 11.41 The Kenya Prisons Service is governed by the Prisons Act (Cap 90) of the Laws of Kenya. Its role is to execute punishment, rehabilitate prisoners and provide Youth Corrective Training Centers. The Organization of the Service is set out in Cap 1 of the Kenya Prisons Service Standing Orders. The Service is administratively divided into provincial Commands with each Command placed under a Provincial Prisons Commander (PPC) who is the representative of the Commissioner in the provinces and derives powers from section 6(2) of the Prisons Act.

### **Prisons Headquarters**

- 11.42 The Service is headed at the level of Commissioner of Prisons on Job Group 'R' assisted by one Senior Deputy Commissioner of Prisons on Job Group 'Q', and four (4) Deputy Commissioners on Job Group 'P'. The Deputy Commissioners are responsible to the Commissioner through the Senior Deputy Commissioner, for Operations, Administration, Technical Services and Inspection/Extra Mural Penal Employment (EMPE). They are assisted by four (4) Senior Assistant Commissioners of Prisons (SACP) on Job Group 'N'.
- 11.43 The Committee was requested to recommend the upgrading of the post of the Commissioner of Prisons to be in line with other service Commanders due to the heavy responsibilities being shouldered. It is noted that the duties and responsibilities have greatly increased as a result of the increased prison population. The Committee observes that it is not only the prisons population which has

increased, but also that the type of criminals being confined are more enlightened and sophisticated. The Prisons will need to develop sophisticated methods of dealing with these prisoners taking into account the increasing legal awareness of the community. To do this, the Commissioner of Prisons will require to recruit more personnel into the Service and enhance specialization in job performance. In view of this, the Committee recommends that:

### **Recommendation**

*the post of Commissioner of Prisons be upgraded from Job Group 'R' to Job Group 'S'.*

- 11.44 It was also proposed that an additional post of Senior Deputy Commissioner of Prisons (S\DCP) be created to make a total of two (2) positions at this level in order to reduce the increased workload. One would be in-charge of Administration, Technical Services, PSTC and Finance, and the other in charge of specialized services, inspection, operations and Extra Mural Penal Employment. The Committee has justified the upgrading of the post of Commissioner of Prisons and is of the view that the same justification can be applied to that of Senior Deputy Commissioner of Prisons. The Committee notes that the Commissioner will need two (2) deputies to effectively advise on Prison Service activities in view of the increased prison population. The Committee therefore, recommends that:

### **Recommendation**

*that one extra post of Senior Deputy Commissioner of Prisons be created at the Prisons Service Headquarters.*

- 11.45 The Committee also considered the proposal to create three (3) additional posts of Deputy Commissioner of Prisons, in addition to the four (4) existing posts at the Prison headquarters.
- 11.46 It is observed that there are currently four (4) posts of Deputy Commissioner of Prisons in charge of Operations, Administration,



Inspection and Extra Mural Penal Employment, Technical Services. The Committee finds no merit for creating extra posts, but notes that the training college is crucial to the Prisons Service and should be headed at the level of Deputy Commissioner of Prisons. This will facilitate the recruitment of professional lecturers and instructors to enhance the level of training in the Prisons Service. The Committee therefore, recommends that:

### **Recommendations**

- (i) the Department retains the four (4) positions of Deputy Commissioner of Prisons at the Headquarters,*
- (ii) that a post of Deputy Commissioner of Prisons be created for the head of the Prison Staff Training College.*

### **Provincial Set-up**

- 11.47** The Provinces are commanded by Provincial Prisons Commanders at the level of Senior Assistant Commissioner of Prisons at Job Group "N". It was proposed to the Committee that the Provincial Prisons Commanders should be upgraded to the level of Deputy Commissioner of Prisons Job Group 'P'. The Committee examined this proposal in line with what other structures exist in the Provinces and also examined their responsibilities. The Committee appreciates the workload carried by the officers and the strenuous conditions under which they work but notes that there is an exercise being carried out to harmonise the entire civil service structure. It is also recognised that there is a proposal to upgrade the entire Prisons Service structure and this will place Senior Assistant Commissioners Post at Job Group 'P'. The Committee recommends that:

### **Recommendation**

*the level of Senior Assistant Commissioner of Prisons is adequate for headship of the provinces.*

## **Categories of Prisons**

**11.48** There are three (3) categories of Prisons, whose headships depends on their population and size, these are as follows:-

- (a) Principal and Maximum Security Prisons which are headed at the level of Assistant Commissioner of Prisons Job Group "M".
- (b) The medium security prisons headed at the level of Senior Superintendent of Prisons on Job Group "L".
- (c) The District Prisons headed at the level of Superintendent of Prisons on Job Group "K".

**11.49** The Committee notes that the Prison population has expanded enormously and the overcrowding currently being experienced has made the work of prison officers more complex and demoralizing. To help ease this situation, and to be able to cope with the increased workload it was proposed to the Committee that an additional total of 4000 posts at various levels be created in the next four (4) years.

The Committee notes that there is an existing Government machinery that advises on the structures and staffing capacities in the Government departments on regular bases. The Committee therefore, recommends that:

### **Recommendation**

*the Commissioner of Prisons uses the existing Government machinery to determine the specific number of posts that will be required as a result of the increased workload.*

**11.50** Apart from increasing, the number of posts of the already existing cadres, it was proposed that three new cadres, Principal Officer, Lance Corporal, and Assistant Superintendent of Prisons be introduced. These are supposed to build additional promotional steps within the existing Career Paths and give officers more

opportunities for upward mobility. It is however noted that posts are not created in order to allow promotion of existing staff, there are other justifications like the workload and span of control. The Committee notes that the details of ranks and numbers can be addressed through the existing machinery and recommends that:

### **Recommendation**

*the existing rank structure of the Prisons Service be retained.*

*See Appendix IV for the proposed Kenya Prisons Service Organisational Structure.*

### **The National Youth Service:**

#### **National Youth Service Headquarters**

- 11.51 The National Youth Service is essentially a training institution established in 1963 to train young citizens to serve the nation. It is headed at the level of Director on Job Group 'Q' assisted by four (4) Deputy Directors on Job Group 'P' in charge of Administration, Operations, Training, and Planning. These posts are based at the NYS headquarters in Ruaraka.

The National Youth Service headquarters is situated in Nairobi and it Controls units and sub-units throughout the Country. In the field, each major unit is under the charge of an Assistant Director, while sub-units and projects are commanded by Chief Commandants and Senior Commandants.

- 11.52 It was proposed to the Committee that the title of Director General be introduced and that a post be created at two job groups higher than the Director, NYS, to be in-charge of overall command, superintendence and direction of the Service. In addition it was proposed that the title of Deputy Director General be introduced and that a post be created to be second overall in command and to be deputy to the Director General.

The Committee while deliberating on this proposal, found no sufficient justification to warrant the creation of the new titles and further feels that these titles would have far reaching implications in the Public Service.

#### **Recommendation**

*The Committee therefore, recommends that the titles of Director and Deputy Director be retained.*

- 11.53 It is observed that the post of Director is at Job Group "Q" whereas other posts of Director in the rest of the Civil Service are on Job Group "R". The Committee notes that this is an anomaly and in order to rectify this, the Committee recommends that:

#### **Recommendation**

*the post of Director National Youth Service be upgraded to Job Group "R".*

- 11.54 On the proposal to create two (2) additional posts of Deputy Director the Committee finds no justifiable evidence to support this proposal. The Committee is of the view that the existing number of posts of Deputy Director (NYS), are adequate, and hence recommends that:

#### **Recommendation**

*the current four (4) posts of Deputy Director be retained, and that the additional posts be addressed in the normal manner under the existing machinery.*

#### **Training Institutions**

- 11.55 There are sixteen (16) vocational Training Schools in the NYS, and each of these is headed by a Principal. The Job Groups of the heads of these Schools vary and range Between Job Group 'L' and Job Group 'P'. The Principals of the Engineering Institute, the

Secretarial College, the Catering College and the School of Agriculture are on Job Group 'P'. The rest of the Schools have heads between Job Groups 'L' to 'K', who are deployed by the Director, National Youth Service.

It was proposed to the Committee that the heads of the National Youth Service schools should be on the same level with heads of Government Training Institutes and heads of National secondary schools, so as to attract and retain competent lecturers and instructors.

- 11.56** It is noted that even though the title 'Principal' is used for some of the heads of the NYS schools, it may not represent the actual scope and responsibilities of the holders as compared to 'Principals' in major Government institutions. The Committee observes that NYS makes significant contributions towards creation of wealth in this country. NYS also supplies manpower to various crucial sectors of development in the country, in addition to the discipline it inculcates in the youth who go through its Training Schools. In view of the above, the Committee recommends:

#### **Recommendation**

*that the National Youth Service Training Schools be re-evaluated to determine the appropriate levels of headship of its Training Schools.*

*See Appendix V for the proposed National Youth Service Organisational Structure.*

## CHAPTER 12

### FINANCIAL IMPLICATIONS

#### Introduction

**12.1** In this Chapter, the financial implications involved in the implementation of various recommendations the Committee has made are indicated. It is to be noted that almost all the recommendations made in this report have a financial aspect to them. Whereas it has not been possible for the Committee to come up with exact figures in many cases, an attempt has been made to be as close to the reality on the ground as possible.

**12.2** These recommendations have been made with the Committee being fully aware that the Government has many pressing financial commitments competing for scarce resources. However, as highlighted throughout this report, it is important for the Government to take into consideration the crucial role played by the Disciplined Forces, in ensuring day to day security in this country. It is therefore, necessary to emphasize that issues touching on the officers' welfare and operations be given high priority.

It is in view of the above, that the Committee urges the Government to avail the necessary funds to ensure successful implementation of the recommendations.

**12.3** The chapters where implementation of recommendations have financial implications are:

Chapter 5	-	Salaries and allowances
Chapter 8	-	Housing
Chapter 9	-	Facilities

## **Salaries and Allowances**

- 12.4** As can be noted in Chapter 5, Salaries for officers in these Units have been increased by between 100% and 175% but staggered for implementation over a period of three years w.e.f. 1st July, 1997.

Additional expenditure for 1997/78 financial year is **K£.94,396,731 p.a.** . Salary scale mid-points based on proposed salary increases have been used to work out this figure.

- 12.5** Average increases in allowances are between 300% and 500%. Although some of these percentages may appear very high, it is to be noted that the existing rates in most of these allowances are rather low, some as low as Ksh.10 and Ksh.20. In order for these allowances to have any motivational value, they have been raised considerably. Additional funds required for allowances amount to about **K£.186,742,095 p.a.**

- 12.6** Regarding housing and other facilities, which have been covered in Chapters 8 and 9, the financial implications involved in the implementation of recommendations made therein, are contained, in table 12.1 below:-

**Table 12.1 Funds Required for Housing and Facilities**

UNIT	HOUSING (Ongoing Projects)	TRANSPORT	COMMUNI- CATION FACILITIES	OTHER EQUIPMENT
The Kenya Police Force	K£ 67,151,000	K£ 31,124,416	K£ 95,200,000	K£ 4,500,000
The Administration Police Force.	46,000,000			
The Kenya Prisons Service	14,229,430	40,657,604	47,600,000	
The National Youth Service	29,172,597			125,000,000
<b>TOTALS</b>	<b>156,553,027</b>	<b>71,782,020</b>	<b>142,800,000</b>	<b>129,500,000</b>

### Housing

12.7 The recommendation for completion of ongoing and stalled housing projects for the four units have been estimated at a cost of **K£. 156,553,027.**

### Facilities

#### Transport

12.8 The Committee recommended purchase of various types of motor vehicles for the Kenya Police Force and the Kenya Prisons Service at a cost of:-

- The Kenya Police Force - **K£.31,124,416**
- The Kenya Prisons Service - **K£.40,657,604**



## **Communication**

**12.9** The Committee has also recommended installation of telecommunication network for both the Kenya Police Force and the Kenya Prisons Service to enhance efficiency and effectiveness in their operations as follows:-

- **The Kenya Police Force:** Given, that phase I did not cover all the parts of the country, the Committee recommended the implementation of phase II, at a cost of **K£.95,200,000**.
- **The Kenya Prisons Service:** The Committee recommended installation of modern communication system and provision of portable communication equipment to the Unit. The estimated cost is **K£.47,600,000**.

## **Other Equipment**

### **Security Equipment**

**12.10** The Committee recommended the purchase of modern security equipment for the Kenya Police Force. The estimated cost of this is **K£.4,500,000**.

### **Construction Equipment**

**12.11** The Committee recommended that funds be made available to the National Youth Service for repair and replacement of equipment used for construction and farm training. The estimated cost is **K£.125,000,000**.

### **Amenities**

**12.12** The Committee recommended provision of funds to clear the huge pending bills on telephone, electricity and water supplies. The current outstanding bills are as follows:-

-	The Kenya Police	-	K£21,068,311.
-	The Kenya Prisons	-	K£4,294,633.
-	The National Youth Service	-	K£658,635.

### **Other Recommendations**

**12.13** The Committee made further recommendations for provision of adequate funds to the Units for:-

- Transport operating expenses
- Travelling and Accommodation
- Food and Ration
- Purchase of Stationery
- Purchase of Uniforms and Clothing
- Maintenance of building and stations
- purchase of stores and office equipment
- Training facilities and equipment
- Computerisation of the Kenya Police Force and Kenya Prisons Service.

The actual cost could not be determined.

**12.14** The actual implementation of some aspects of these facilities, especially, for the Kenya Police Force and Training Institutions, may require donor funding, in view of the scarcity of internal resources.

- For the Kenya Police Force these facilities include:-
  - transport
  - Communication
  - Training
  - Housing and Office Accommodation
  - Supplies, Records and Stationery
  - Facilities and equipment for training institutions of the four Units

**12.15** The Committee was informed that several donors have been approached to offer Technical Assistance in these areas and that some of them have put conditions for assistance, particularly, the British Government.

It is the Committee's view *that appropriate steps be taken by the Government to seriously address the issue of donor funding as this will be a practical step towards resolving the perennial problem of under funding, in relation to the provision of vital facilities and equipment, for the four Units and the Training Institutions.*

## CHAPTER 13

### SUMMARY OF RECOMMENDATIONS

Para-graph	Recommendation	Page No
<b>CHAPTER 4 RECRUITMENT AND TRAINING</b>		
<b>The Kenya Police Force</b>		
<b>Advertisement for Recruits</b>		
4.4	that advertisements for recruitment into the Police Force be amended to provide for recruitment of females and that recruitment be based on ability, merit and aptitude;	34
<b>Recruitment Age Bracket</b>		
4.5	that the minimum age for recruit constables be expanded from age bracket of 18-25 to 18-30 years.	34
<b>Working Experience</b>		
	that candidates with previous working experience in law, medicine, teaching, accounting and, institutional management, be considered provided that they meet the minimum requirements for recruitment into the Police Force.	34
<b>Minimum Education Level</b>		
4.7	that the education level for recruit constables into the Kenya Police Force be retained at a minimum of the Kenya Certificate of Secondary Education with a mean grade of D+ (plus) or its equivalent.	35

<b>Para- graph</b>	<b>Recommendation</b>	<b>Page No</b>
	<b>Career Structure for Serving University Graduate Police Constables</b>	
<b>4.8</b>	that steps be taken to establish a requisite career structure to accommodate the present serving University graduate police constables to the appropriate ranks within the Police Force.	<b>36</b>
	<b>Direct Entry Cadet Inspector</b>	
	that provision for direct entry Cadet Inspector into Police Force be reintroduced to cater for university graduates with degrees in law, communication, social sciences and appropriate natural sciences.	<b>36</b>
	<b>Duration of pre-service training</b>	
<b>4.10</b>	(i) that the duration of the pre-service training course for Police constables at the Kenya Police College be extended from nine to twelve months.	<b>37</b>
	(ii) that the duration of the pre-service course be reviewed periodically to reflect the relevant curricula that conform to the changes in society.	<b>37</b>
	<b>Curricula Expansion</b>	
<b>4.12</b>	that curricula be expanded to include other disciplines such as Public Relations, Ethics, Criminology, Psychology and Sociology	<b>38</b>

**Para-  
graph**

**Recommendation**

**Page  
No**

**Training Programmes**

that training programmes in Police Training Institutions be reviewed regularly in order to make the curricula conform to Police Career challenges

**38**

**National Curricula**

The Committee notes with appreciation that efforts are being made by the College in liaison with Kenya Institute of Education, to develop a National Curriculum. The Committee, however, recommends that these efforts be speeded up to complete the exercise for the college to have formalized National Curricula with specific objectives.

**38**

**Award of pre-service certificates**

**4.13** that successful graduands from the Police Training Institutions be awarded certificates on completion of the pre-service course.

**38**

**Funds for Police Training Institutions**

**4.15** (i) that funds be made available to the Commissioner of Police to provide the Police Training Institutions with adequate, relevant facilities and equipment;

**39**

(ii) that specific funds be made available to rehabilitate and maintain the existing facilities at the Training Institutions.

**39**

**Internal Advertisements for Instructors**

**4.17** that internal advertisements be used and only interested applicants be invited for interviews.

**40**

<b>Para- graph</b>	<b>Recommendation</b>	<b>Page No</b>
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**Career Guidelines for Instructors and Trainers**

- |      |  |           |
|------|--|-----------|
| (i)  | that an appropriate Scheme of Service be developed to establish career guidelines for the uniformed Instructors and Trainers.  | <b>40</b> |
| (ii) | that Instructors and Trainers stay at the College for three years and be re-posted to the field to acquire additional on-the-job experience which they will need when training recruits. | <b>40</b> |

**Lecturers and Instructors experience and Deployment**

- |             |      |   |           |
|-------------|------|---|-----------|
| <b>4.19</b> | (i)  | that level of responsibility and experience of the Lecturers and Instructors, at the Police Training Institutions be above that of the trainees, and that experience and exposure to field work be a requirement when recruiting candidates for these jobs. | <b>41</b> |
|             | (ii) | that deployment of instructors into the Training Institutions be reviewed from time to time to ensure that interested professionally qualified instructors are attracted to the Training Institutions   | <b>41</b> |

**Short listing of In-Service Candidates**

- 4.21 (i) that short-listing of candidates for courses be based on the required trainable number per year as determined by the Commissioner of Police. 42
- (ii) that the Provincial Headquarters and Formations be allocated specific numbers of candidates to be submitted for the various courses annually so that the Headquarters is left with co-ordination. 42
- (iii) that Police Headquarters should ensure that all the nominated officers attend the recommended courses. 42

**Degree, Diploma Courses**

- 4.22 that the Kenya Police College graduands, who have completed the required probationary period, be given an opportunity to pursue relevant degree and diploma courses at Institutions of Higher Learning/ Public Universities provided that they meet the minimum entry requirements. 42

**Reactivating Provincial Training Centres**

- 4.23 that Provincial Training Centres be reactivated and be used for refresher courses for officers of the Other Ranks. 43

**Funds for Provincial Training Centres**

- 4.24 that adequate funds be allocated to the Provincial Police Training Centres in order to provide the necessary training facilities. 43

**Award of In-service Certificates**

- 4.25 that those officers who successfully complete in-service courses be awarded certificates. 44



<b>Para- graph</b>	<b>Recommendation</b>	<b>Page No</b>
	<b>The Prisons Service</b>	
	<b>Minimum Education Level for Warders/Wardresses</b>	
<b>4.28</b>	that current entry point be retained for all recruit warders and wardresses, and that only KCSE and candidates of equivalent qualifications be recruited into the Prisons Service.	<b>45</b>
	<b>Instructors Training Opportunities</b>	
<b>4.29</b>	that measures be taken to provide opportunities, both local and abroad for training Lecturers and Instructors.	<b>45</b>
	<b>The National Youth Service</b>	
	<b>Women recruits in the National Youth Service</b>	
<b>4.32</b>	that the ratio of women recruited into the National Youth Service be increased.	<b>46</b>
	<b>National Youth Service Training College Facilities</b>	
<b>4.33</b>	that appropriate measures be taken immediately to put the under utilised facilities into productive use.	<b>46</b>
	<b>Training Institutions</b>	
<b>4.34</b>	that adequate funds be made available to provide the necessary facilities to these Training Institutions	<b>48</b>

<b>Para- graph</b>	<b>Recommendation</b>	<b>Page No</b>
	<b>Project Study</b>	
	that an urgent project study be carried out in all the existing Training Institutions to determine the financial implications in relation to:-	<b>48</b>
	(i) acquiring new and modern equipment	<b>48</b>
	(ii) rehabilitation and maintenance of the existing training facilities.	<b>48</b>

<b>Para- graph</b>	<b>Recommendation</b>	<b>Page No</b>
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## **CHAPTER 5 SALARIES AND ALLOWANCES**

### **Salary Increase**

<b>5.12</b>	that salaries be increased by 175% for the lower ranks, reducing progressively to 100% for the highest ranks in the four Units. The implementation of this, to be staggered over a period of three years as follows :-	<b>52</b>
<b>5.15</b>	(a) 1997/1998 - 53% for the lower ranks and 46% for the highest ranks for implementation w.e.f. 1st July 1997. This raises the minimum salary payable to Officers in the lowest ranks Job Group "F" to K£ 2,979 p.a. (Kshs 4,965 p.m.) and K£ 21,843 p.a. (Kshs 36,405 p.m.) for the highest rank Job Group "T".	<b>53</b>

<b>Para- graph</b>	<b>Recommendation</b>	<b>Page No</b>
(b)	1998/1999 - 61% reducing progressively to 27% for the lowest and highest rank respectively w.e.f. 1st July, 1998.	53
(c)	1999/2,000 - 61% reducing progressively to 27% for the lowest and highest rank respectively w.e.f. 1st July, 1999.	

Salary scale progression within the ranks for the last two years be worked out by the relevant Government Departments at appropriate time.

#### **Standing Review Committee**

- |             |   |           |
|-------------|---|-----------|
| <b>5.15</b> | that in order to maintain high morale that is crucial to the good performance of Officers in these Units, and to ensure that real earnings of these Officers are not eroded by inflationary pressures, a Standing Review Committee be established to review the Terms and Conditions of Service for these Units on a regular basis. | <b>54</b> |
|-------------|---|-----------|

#### **Automatic House Allowance for Junior Officers**

- |             |  |           |
|-------------|--|-----------|
| <b>5.19</b> | that Police Officers of the Other Ranks and Junior officers within the Prisons and National Youth Service be eligible for payment of automatic house allowance at the current market rates in cases where free housing is not available. | <b>69</b> |
|-------------|--|-----------|

**Automatic House Allowance**

**5.24** that all officers who are not housed by the Government be entitled to automatic house allowance according to the current market rates and their Job Groups as shown on table 5.2. **70**

**Out- and In- Patient Medical Allowance**

**5.28** Recommended rate for both Out-Patient and In-Patient allowances are shown below on tables 5.3 and 5.4 respectively. **72**

**(i) Out-Patient Medical Allowance**

<b>Job Group</b>	<b>Current Rates (Ksh p.m)</b>	<b>Recommended Rates (Ksh p.m.)</b>
	2,490.00	<b>3,000.00</b>
	1,995.00	<b>3,000.00</b>
	1,740.00	<b>3,000.00</b>
<b>M and above</b>	1,500.00	<b>3,000.00</b>
<b>L and below</b>	1,245.00	<b>2,000.00</b>
	990.00	<b>2,000.00</b>
	750.00	<b>2,000.00</b>
	495.00	<b>2,000.00</b>

**(ii) In-Patient Medical Allowance**

<b>5.28</b>	M and above	200.00	<b>1,000.00</b>	<b>73</b>
	L and below	150.00	<b>800.00</b>	

**Accommodation Allowance- Other Officers**

**5.30** The following rates are recommended:- **74**

<b>Job Group</b>	<b>Current (Ksh. Per night)</b>	<b>Recommended (ksh, per night)</b>
R and above	400.00	<b>1,800.00</b>
N and P	300.00	<b>1,500.00</b>
K,L and M	200.00	<b>1,200.00</b>
H,V,J and X	150.00	<b>500.00</b>

**Maternity Leave**

**5.33** that female officers be granted 90 working days maternity leave which should be exclusive of annual leave. This entitlement should cover all female officers irrespective of marital status **75**

**Leave Allowance**

- 5.34 (i) that Leave allowance be payable along with the officers' salary in the month preceeding the one when officers are scheduled to take leave, at the following rates:- **76**

<b>Job Group</b>	<b>Recommended Rates (ksh, p.a.)</b>
S and above	13,000
P,Q,R	12,000
M&N	9,000
L&K	8,000
H&J	6,500
F&G	5,625

- (ii) that the requirement for the production of a letter from the Chief or District Officer be scrapped. **76**

**Hardship Allowance**

- 5.36 (i) that hardship allowance be raised from 30% to 35% of an Officer's monthly basic salary **77**
- (ii) that the current ceiling of Ksh. 600 p.m. and Ksh. 1,200 p.m. for single and married officers respectively, be doubled **77**

<b>Para- graph</b>	<b>Recommendation</b>	<b>Page No</b>
<b>Transfers Allowance</b>		
<b>5.38</b>	(i) that transfer allowance be paid whenever it involves change of accommodation	<b>77</b>
	(ii) that the current provision of paying one month's salary prior to departure should remain, in view of the salary increases proposed	<b>78</b>
	(iii) that disbursement of these claims be improved in order to reduce hardships for transferred officers. Hence, the DPM Circular requiring prior payment be strictly adhered to.	<b>78</b>
<b>Transfers of Officers</b>		
<b>5.39</b>	(i) that senior officers behind such unwarranted transfers in any of the four Units be surcharged for these expenses.	<b>78</b>
	(ii) that transfers be effected only if the transferring officers have established that there are funds to meet Officers' transfer expenses.	<b>78</b>
	(iii) that transfers should not be used as a disciplinary measure as this has a negative effect on performance. Indisciplined officers should be handled in accordance with the provisions of the prevailing disciplinary procedures.	<b>78</b>

**Entertainment Allowance**

- 5.41 That, instead of paying this allowance to individual officers, a provision be made in the votes of the Directors C.I.D., D.S.I., Commandant GSU, Provincial Police Officers/Formation Commanders and Officers Commanding Police Divisions to meet these expenses. This provision be equally applicable to the Commandant, APTC, the Commissioner of Prisons, Provincial Prisons Commanders, Officers in-Charge of Prisons, the Director, National Youth Service.

The Committee, has, however, not seen the need to extend this provision to Departmental Heads based at these Units' Headquarters.



**Responsibility Allowance**

**5.43** that responsibility allowance at the rates indicated be paid to the following offices in the four Units:- **80**

Police Force	Current Rate Sh. p.m	Recommended Rate Sh. p.m.
Commissioner of Police	4,000	<b>6,000 (or similar rate as Permanent Secretaries)</b>
Senior Deputy Commissioner	2,000	<b>4,000</b>
Directors, CID, and DSI and	2,000	<b>4,000</b>
Commandant G.S.U.	2,000	<b>4,000</b>
Provincial Police Officers,	2,000	<b>3,000</b>
Officers in-charge of Provincial CID and DSI Branches	-	<b>2,500</b>
Officers-in-Charge of Police Divisions	Nil-	<b>1,500</b>

**Administration Police Force**

Commandant APTC	Nil-	4,000
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**Prisons Service**

Commissioner of Prisons	Nil-	4,000
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Senior Deputy Commissioner	Nil	3,000
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Provincial Prisons Commanders	Nil	2,500
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Officers in charge of Prisons	Nil	1,500
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**National Youth Service**

Director NYS	Nil	4,000
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Deputy Director	Nil	3,000
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Chief Commanding Officers Class 'A'	Nil	2,500
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Commanding Officers Class 'B'	Nil	1,000
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**Motor Vehicle Advance and Allowance**

- 5.44** (i) that car loan advance be increased, taking into account market prices of vehicles and other factors such as officers' ability to repay these loans. In this regard, the following amounts are recommended:- **82**

<b>Job Group</b>	<b>Car Loan Advance (Kshs)</b>
L and above	900,000
J, K	700,000
H and below	500,000

- (ii) the repayable period be increased from 72 months to 84 months **82**
- (iii) the deposit for a new car be 30% of the price and; **82**
- (iv) Car mileage allowance be increased in order to assist officers to maintain their cars **82**

**Duty Free Private Motor Vehicles**

- 5.45** Police Officers of the rank of Deputy Commissioner of Police and above be considered for duty free facilities every five years to enable them purchase vehicles that are in keeping with their ranks. **83**

**Bicycle Allowance**

- 5.46** that this allowance be increased from Ksh. 60 to Ksh. 200 and from Ksh. 50 to Ksh. 180 in rural and urban areas, respectively. **83**

**Uniform Allowance**

- 5.48** that these uniforms be purchased in bulk and issued to Officers of all ranks in the Police and Prisons Departments, to enable the Government benefit from economies of scale. **84**

**Drivers Allowance**

- 5.51 (i)** the following rates for the drivers in the four Units are recommended. **85**

<b>Grade</b>	<b>Current (sh. p.m)</b>	<b>Recommended (sh. p.m)</b>
Driver Grade 1	100	<b>500</b>
Driver Grade 11	80	<b>400</b>
Driver Grade 111	60	<b>300</b>
Motor Cyclist	Nil	<b>200</b>

- (ii)** that Police drivers attached to Judges of the High Court be paid extraneous duty allowance at the same rate as drivers attached to Permanent Secretaries i.e. Sh. 500 p.m. **85**

**Wireless Operators And Teleprinters Allowance**

5.52 (i) the following rates are recommended: **86**

<b>Grade</b>	<b>Current (Ksh.p.m.)</b>	<b>Recommended (Ksh.p.m.)</b>
Senior Signaller	150	<b>300</b>
Grade I	100	<b>200</b>
Grade II	80	<b>160</b>
Grade III	60	<b>120</b>
Teleprinter	60	<b>120</b>
Radio/Telephone Operator	45	<b>100</b>

(ii) this allowance be extended to Signallers and Radio Operators in the National Youth Service at similar rates. **86**

**Bandsmen Allowance**

- 5.53 (i)** the following rates are recommended for all officers participating in the bands, irrespective of their ranks:- **87**

<b>Rank</b>	<b>Current (Ksh.p.m.)</b>	<b>Recommended (Ksh. p.m.)</b>
Gazetted Officers	-	<b>300</b>
Inspectorate/ Chief Officers	-	<b>200</b>
NCOS	30	<b>150</b>
Constables/Warders & Wardresses	20	<b>120</b>

- (ii)** the allowance be extended to the National Youth Service, at the same rates, at equivalent ranks. **88**

**Instructors Allowance**

- 5.55 (i)** Instructors Allowance be increased to 25% of basic salary. **88**

- (ii)** This allowance should also be extended to Instructors at Police Training Centres in the Provinces and to NYS Lecturers and Instructors, for Police Officers, the allowance should be paid only when these officers are engaged in Instruction duties. **88**

**Plain Clothes Allowance - CID and DSI**

**5.57** Recommended rates are as follows:- **89**

<b>Rank</b>	<b>Current (Ksh. p.m)</b>	<b>Recommended (Ksh. p.m.)</b>
Directors		
CID & DSI	Nil	<b>1,000</b>
Other Gazetted		
Officers	Nil	<b>1,000</b>
Inspectorate	80	<b>750</b>
Other Ranks including drivers attached to CID & DSI	30	<b>500</b>

**Outfit Allowance (external- DSI).**

**5.58** the rates paid to Civil Servants serving in Foreign Missions be **89**  
applicable to these officers.

<b>Para- graph</b>	<b>Recommendation</b>	<b>Page No</b>
<b>Special Clothing Allowance (Presidential Escort)</b>		
<b>5.59</b>	<p>(i) clothing listed be issued to the officers concerned on a yearly basis;</p> <ul style="list-style-type: none"> <li>- two pairs of suits</li> <li>- four shirts</li> <li>- two pairs shoes</li> <li>- two neck ties</li> <li>- two pairs of socks</li> </ul>	<b>90</b>
	<p>(ii) clothing allowance be given at the same rates as those recommended for CID and DSI officers</p>	<b>90</b>
	<p>(iii) dry-cleaning allowance be increased from Ksh.20 p.m. to Kshs.800 p.m.</p>	<b>90</b>

**Special Duty Allowance (Directorate of Security Intelligence)**

<b>5.61</b>	Officers in DSI be paid special duty allowance at the same rates recommended for Officers in the Presidential Escort Unit.	<b>91</b>
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<b>Para- graph</b>	<b>Recommendation</b>	<b>Page No</b>
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**The Prisons Service**

**Special Duty Allowance**

- 5.62** The current rates payable to Officers in Maximum Security Prisons be increased as follows:- **92**

<b>Rank</b>	<b>Current (Sh. p.m)</b>	<b>Recommended (Sh. p.m.)</b>
Chief Officer 1 & 11	100	<b>300</b>
Chief Warder & Chief Matron	50	<b>150</b>
Warders/ Wardresses	20	<b>100</b>

**Overseas Allowance (Presidential Escort)**

- 5.63** The Committee considered these proposals and is of the view that the present provisions are adequate. **92**

**Recce Allowance (R & G Companies)**

- 5.64** The Committee noted that this allowance was revised in July, 1996 and therefore, finds no justification for its further revision at the moment. **93**

**CID Allowance**

5.66 that this allowance be paid to all officers attached to the Department regardless of ranks as follows:- 94

Rank	Current (Ksh. p.m)	Recommended (Ksh. p.m)
Senior D.C.P.	Nil	1,800
Deputy Commissioner	"	1,600
Senior Asst. Comm.	"	1,500
Asst. Commissioner	"	1,200
Senior Supt.	"	1,000
Superintendent	"	1,000
Inspector	80	1,000
Other Ranks	50	600

**Urban Allowance**

5.67 that these rates be increased as follows:- 95

Area	Rank	Current (Ksh. p.m)	Recommended Ksh. p.m.
Nairobi - City and Mombasa Town	Inspector	50	300
	- Other Ranks	20	200

<b>Para-graph</b>	<b>Recommendation</b>	<b>Page No</b>
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**Animal Handlers Allowance**

<b>5.70</b>	that this allowance be increased to Ksh. 200 p.m. and that civilian staff handling and caring for these animals also be paid animal handlers' allowance at the same rates as the Police Officers of Other Ranks.	<b>96</b>
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**Female Searchers Allowance**

<b>5.71</b>	that the allowance be raised from Ksh. 10 to Ksh.100 per search.	<b>97</b>
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**Coxswains and Water Police Allowance**

<b>5.72</b>	that the Coxswains and Water Police allowance be revised as follows:-	<b>97</b>
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<b>Grade</b>	<b>Current (Ksh. p.m)</b>	<b>Recommended (Ksh. p.m)</b>
Coxswains with mechanics Certificate	40	<b>300</b>
Coxswains Certificate only	30	<b>250</b>
Crew members with mechanics Certificate	20	<b>200</b>

**Flying/Engineers Allowance (Police Airwing)**

5.74 that the rates be paid as follows:-

99

Rank	<u>Current</u> <u>Shs.p.m.</u>	<u>Recommended</u> <u>Shs. P.m.</u>
Deputy Commissioner of Police	Nil	7,200
Senior Assistant Commissioner	2,400	7,200
Assistant Commissioner	2,400	7,200
Senior Superintendent	2,400	7,200
Superintendent	2,000	6,000
Inspectors	1,200	3,600

In arriving at this rates, the Committee has taken into account the proposals which have been made to raise these officers' salaries according to their police ranks, besides other facilities which are provided such as housing and free transport.

**Field Operational Allowance (GSU & ASTU)**

- 5.75** Field Operational allowances be paid at higher rates in order to act as a reasonable incentive, at the following rates:- **100**

<b>Rank</b>	<b>Current (Ksh. p.m.)</b>	<b>Recommended (KSh. p.m)</b>
Gazetted Officers	160	<b>1,500</b>
Inspectorate	108	<b>1,200</b>
Other Ranks	56	<b>1,000</b>

**Top up Allowance (Kenya Police)**

- 5.80** that these Police Officers be paid a top up allowance by these organisations to bring their salaries to the level of that earned by security staff at equivalent positions in the organisations **102**

**Commuter Allowance**

- 82** that a commuter allowance be introduced to officers not provided with official transport, at the following rates:- **102**

<b>Job Group</b>	<b>Recommended (Kshs. p.m)</b>
N- Q	<b>1,500</b>
J-M	<b>1,000</b>
F-H	<b>800</b>

<b>Para- graph</b>	<b>Recommendation</b>	<b>Page No</b>
<b>Transport Allowance (DSI)</b>		
<b>5.83</b>	voted provisions for transport expenses be increased to enable these officers have adequate cash to enhance their mobility.	<b>103</b>
<b>Miscellaneous Allowance (DSI) Technical Section</b>		
<b>5.84</b>	the current rates be doubled.	<b>103</b>
<b>Risk Allowance</b>		
<b>5.89</b>	(i) appropriate measures be taken within the four Units to enhance the safety measures and security of these officers.	<b>105</b>
	(ii) Protective items such as gloves, bullet-proof vests etc should be issued to Police Officers whose duties, the risks outlined above, entail.	<b>105</b>
	(iii) with regard to the Prisons Service, there is need to re-examine the current practice of chaining Warders to prisoners while escorting them to and from prisons as it poses health and security risks to the Warders and therefore, recommends that alternative ways of securing prisoners be explored.	<b>105</b>
<b>Escort Allowance to meet Transport Expenses for Administration Police Officers</b>		
<b>5.97</b>	adequate provisions be made in the transport vote to cater for such expenses where transport is not available.	<b>108</b>

Para- graph	Recommendation	Page No
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**CHAPTER 6 SCHEMES OF SERVICE/CAREER DEVELOPMENT**

**The Kenya Police Force Standing Orders for Career Development**

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|------------|--|------------|
| <b>6.5</b> | that the provisions in the Standing Orders for career development of the officers should be strictly adhered to so as to improve morale and retain competent officers. | <b>112</b> |
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**Development of Administration Police Force Standing Orders**

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|------------|--|------------|
| <b>6.9</b> | that in the absence of Schemes of Service, Force Standing Orders be developed. | <b>114</b> |
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<b>Para- graph</b>	<b>Recommendation</b>	<b>Page No</b>
<b>Opportunities for Women Prisons Officers</b>		
	(i) that Women Prison Officers be given adequate opportunities for upward mobility and;	<b>114</b>
<b>6.11</b>	(ii) that deliberate effort be made to deploy Women Prison Officers in appropriate areas so that their potential can be tapped, developed and properly utilised.	<b>115</b>
<b>Development of The National Youth Service (NYS) Service Standing Orders</b>		
<b>6.13</b>	that the Director NYS develops and releases Service Standing Orders as provided by the Act to facilitate Career Development for these Officers.	<b>115</b>
<b>CHAPTER 7 DISCIPLINE</b>		
<b>The Kenya Police Force</b>		
<b>Disciplinary Matters</b>		
<b>7.3</b>	that the present disciplinary process be retained.	<b>117</b>
<b>Dismissal of Officers in "JG" J</b>		
<b>7.4</b>	that disciplinary cases involving dismissal of officers at the level of Inspector (JG `J') be referred to the Public Service Commission for a final decision.	<b>117</b>



Para- graph	Recommendation	Page No
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### **Disciplinary Appeals Board Representations**

7.7	(i) that a legal representative from the Attorney General's Chambers be incorporated into the Appeals Board.	118
	(ii) that a Public Service Commission representative be included in the membership of the Appeals Board.	119

### **Discipline of Other Ranks through Fines**

7.9	that the use of fines as a disciplinary measure be minimized by enforcing other disciplinary measures outlined in the Force Standing Orders.	119
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### **Payment of Salaries through Banks**

7.10	that mechanisms be developed by the Commissioner of Police to allow officers of Other Ranks to receive part of their salaries in cash and the balance be paid through their bank accounts.	120
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### **The Administration Police Force**

#### **Delegation of Disciplinary Powers**

7.12	(i) that the Administration Police Act and the Service Commissions Act be harmonized to ensure delegation of disciplinary powers to Provincial Commissioners in the normal manner.	121
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<b>Para- graph</b>	<b>Recommendation</b>	<b>Page No</b>
	<b>Appeals Machinery</b>	
	(ii) that a proper appeals machinery within the Provincial Administration be established to ensure fairness in the treatment of Administration Police Officers.	121
	<b>Development Force Standing Orders</b>	
	(iii) that the Administration Police Force Standing Orders be developed to spell out, inter alia, disciplinary procedures.	121
	<b>The National Youth Service</b>	
	<b>Enforcement of Discipline</b>	
7.15	that the Director, National Youth Service, exercises the powers already vested in him by the National Youth Service Act and regulations to enforce discipline.	122
	<b>Transfer of Non Uniformed Officers</b>	
7.17	that appropriate consultations be made with the Director, National Youth Service before any transfers are made in order to avoid disruption of services.	122

<b>Para- graph</b>	<b>Recommendation</b>	<b>Page No</b>
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**CHAPTER 8 WELFARE, RETIREMENT AND BENEFITS**

**The Kenya Police Force**

**Police Canteens**

<b>8.5</b>	(i) that the management Committee, as provided for in the Force Standing Orders, be given added responsibilities of making periodic reviews on the status of canteens in all the police lines to ensure that basic facilities are maintained in accordance with the existing requirements.	<b>124</b>
	(ii) that the rates of subscriptions provided in the Standing Orders be raised to boost the canteen welfare fund.	<b>124</b>
	(iii) that additional funds be made available, to the Police Commissioner to specifically assist in the rehabilitation of the existing canteens.	<b>124</b>

**Armed Forces Canteen Organization (AFCO) Facilities**

(i)	that AFCO facilities be made available in all Police Stations in operational areas.	<b>125</b>
(ii)	that modalities be explored on how these facilities can be used to equip the police canteens, especially with items, that may not be a priority to private contractors running the canteens.	<b>125</b>

<b>Para- graph</b>	<b>Recommendation</b>	<b>Page No</b>
	<b>Officers' Mess</b>	
<b>8.7</b>	that officers' messes should be equipped with indoor games, a library, in addition to the available facilities and that funds be made available on annual basis for equipping all officers' messes with these facilities.	<b>126</b>
	<b>Recreational Facilities</b>	
<b>8.8</b>	that where recreational facilities are used to house officers, the practice should be phased out. It further reiterates the Ominde Report recommendation on the urgent need to rehabilitate these facilities to improve the welfare of officers in the Police Force.	<b>126</b>

<b>Para- graph</b>	<b>Recommendation</b>	<b>Page No</b>
	<b>Education for Children</b>	
<b>8.9</b>	that affordable boarding primary School facilities be built at Provincial levels.	<b>127</b>
	<b>Transport</b>	
<b>8.10</b>	(i) that where practicable and subject to availability of vehicles and funds, pool transport be provided to officers' children where school facilities are far from the police lines.	<b>128</b>
	(ii) that a Welfare Officer recommended elsewhere in this report, be assigned a task of placing children to schools in liaison with relevant education authorities, on regular basis.	<b>128</b>

## **CHAPTER 5**

## **SALARIES AND ALLOWANCES**

### **Provision of Basic Items**

- 8.11** that the Commissioner of Police explores the possibilities of reinstating provision of soap and shoe polish that a source of funds be identified to ensure that the facility can be sustained. **128**

### **Disciplined Forces Memorial Hospital**

- 8.13** that Officers from the four Units be encouraged to make contributions towards the establishment of a Disciplined Forces Memorial Hospital. **130**

### **Transfers prior to Retirement**

- 8.15** (i) that Officers due for retirement be posted on request to their home areas prior to their retirement dates. **130**
- (ii) that organised educational training programmes be mounted to prepare them for life in retirement. **130**
- (iii) that deliberate efforts be made by the Commissioner of Police to carry out in house workshops in all the Provinces on regular basis to enlighten officers on the available investment opportunities. **130**

### **Retirement And Pension of Officers of Other Ranks**

- 8.17** that Officers of the Other Ranks in the Disciplined Forces be allowed to draw pension on retirement under the 12, 16, and 20 year rule, instead of a service gratuity. **131**

<b>Para- graph</b>	<b>Recommendation</b>	<b>Page No</b>
	<b>Voluntary Retirement</b>	
<b>8.18</b>	that the voluntary retirement age remains at 50 years and the compulsory retirement age be enhanced to 60 years.	<b>132</b>
	<b>Welfare Officer</b>	
<b>8.19</b>	that an officer be identified in each Police establishment to be responsible for staff welfare and that specific tasks be enumerated for this officer to include counselling of officers on retirement, and other problems.	<b>132</b>
	<b>Revised Formula on Pension Benefits</b>	
<b>8.21</b>	that the formula used to calculate pension benefits be revised from 1/480 to 1/360 so as to increase pension benefits on retirement.	<b>133</b>
	<b>Revision of Pension</b>	
<b>8.22</b>	that the monthly pension be revised every two (2) years.	<b>133</b>
	<b>Occupation Of Government Quarters</b>	
<b>8.24</b>	that where a family of the deceased Officer requires assistance to occupy a Government quarter beyond the three months, the Commissioner of Police in consultation with the DPM should handle the matter.	<b>134</b>

<b>Para- graph</b>	<b>Recommendation</b>	<b>Page No.</b>
	<b>Death Gratuity</b>	
<b>8.25</b>	that extension of pension periods to dependants for a retired deceased officer be increased from five (5) years to seven (7) years. It is observed that this will need an amendment of the provisions in the Pensions Act.	<b>135</b>
	<b>Decentralization of Pensions Department</b>	
<b>8.27</b>	that the Pensions Department be decentralized to enhance efficiency, however, the Committee notes that this will require the development of modalities and implementation strategies before the actual decentralization can take place.	<b>136</b>
	<b>National Hospital Insurance Fund (NHIF)</b>	
<b>8.29</b>	that the National Hospital Insurance Fund Act be reviewed in order to increase the current benefits so as to cover all medical charges.	<b>137</b>
	<b>Optional Medical Insurance</b>	
<b>8.30</b>	that the Government provides a comprehensive Medical Insurance cover for Officers of the four(4) Units but officers be given an option to contribute towards a medical insurance of their choice.	<b>137</b>
	<b>Police Aircraft Insurance</b>	
<b>8.31</b>	that the Police Aircraft be comprehensively insured to cover the Pilots and all passengers.	<b>138</b>



<b>Para- graph</b>	<b>Recommendation</b>	<b>Page No</b>
	<b>The Adminisration Police Force</b>	
	<b>Recreational Facilities</b>	
<b>8.33</b>	that these facilities be made available by gradually phasing out their use as accomodation for the Administration Police	<b>138</b>
	<b>Prisons Service</b>	
	<b>Recreational Facilities</b>	
<b>8.39</b>	(i) that where the prison recreational facilities are being used for accommodation this practice should be phased out,	<b>140</b>
	(ii) that where funds are available, the existing facilities be rehabilitated as soon as possible.	<b>140</b>
	<b>Voluntary Health Care Fund</b>	
<b>8.40</b>	That a similar project to that of the Police Force be established for the rest of the Disciplined Forces.	<b>141</b>
	<b>Processing Of Retirement Benefits</b>	
<b>8.41</b>	(i) that the Pension unit in the Ministry of Home Affairs and National Heritage which deals with Prisons officers matters be strengthened.	<b>141</b>
	(ii) that officers dealing with pension papers be given regular training to enhance their efficiency.	<b>141</b>

<b>Para- graph</b>	<b>Recommendation</b>	<b>Page No</b>
	<b>Special Medical Insurance Cover</b>	
<b>8.44</b>	that this issue be addressed under the wider Civil Service Reform Programme with a view to improving morale and enhancing efficiency in the Prison Service.	<b>142</b>
	<b>National Youth Service (NYS)</b>	
	<b>Welfare Facilities</b>	
<b>8.45</b>	that the Director NYS, take immediate steps to develop Service Standing Orders for this unit to facilitate standardization, management and provision of welfare facilities.	<b>143</b>
	<b>Pension</b>	
<b>8.46</b>	that the provision of section 6(h) of the Pensions Act be amended to include the Officers of the National Youth Service.	<b>143</b>

<b>Para- graph</b>	<b>Recommendation</b>	<b>Page No</b>
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**CHAPTER 9                      HOUSING**

**Provision Of Houses**

<b>9.17</b>	that in order to forestall a looming crisis	<b>150</b>
	(i) the Government should, with immediate effect, undertake to build low cost housing units under a deliberate and comprehensive housing scheme. The Director of Housing of the Ministry of Pubic Works be consulted for appropriate design.	
	(ii) that the Government should ensure that the provision of houses for the officers keeps pace with the future growth of the Units.	<b>150</b>
	(iii) that the Government leases block houses for officers of the Other Ranks and their equivalent close to their working stations and	<b>150</b>
	(iv) that some Government pool houses be reserved for exclusive use by the Police Officers.	<b>150</b>

**Prisons Industries and Farms Revolving Fund**

<b>9.18</b>	the object and purpose of the Fund be extended to include welfare of staff to enable the Prisons Service to utilise the Fund to improve the welfare of its members particularly in provision of more housing units and rehabilitation of the existing ones.	<b>150</b>
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<b>Para- graph</b>	<b>Recommendation</b>	<b>Page No</b>
<b>National Youth Service</b>		
<b>9.21</b>	(i) that the Government utilises the abundant machinery and skills of the Unit to provide more cost effective housing units for the staff and	<b>151</b>
	(ii) that the possibility of utilization of the combined efforts by both the National Youth Service and Prisons Service in the provision of the required low cost houses be explored where practicable.	<b>151</b>
<b>Stalled Housing Projects (All Units)</b>		
<b>9.26</b>	that immediate and urgent arrangements be made to provide funds for their completion, with priority being given to those nearing completion.	<b>153</b>
<b>Sanitary Conditions (All Units)</b>		
<b>9.27</b>	(i) that provision be made for regular water supply and adequate sanitary facilities to staff quarters of the units,	<b>154</b>
	(ii) that where water borne system is used, stand by pit latrines be available in the event of water shortages.	<b>154</b>
	(iii) that consideration be given to drilling of boreholes to augment the supply of water in the Police lines and quarters.	<b>154</b>

<b>Para- graph</b>	<b>Recommendation</b>	<b>Page No</b>
	<b>Community Initiatives (Police Forces)</b>	
<b>9.28</b>	that Provincial Administration, the Police and local leaders mobilise community resources to supplement the Government efforts in provision of necessary facilities.	<b>154</b>
	<b>Design and Maintenance of Houses (All Units)</b>	
<b>9.29</b>	(i) that suitable designs with longer life span be used for the construction of the housing units, and that adequate funds be provided for maintenance and rehabilitation and,	<b>155</b>
	(ii) that the staff occupying the houses be urged to be more responsible by ensuring That the houses are properly utilised and maintained. In this respect regular inspection of the houses should be carried out by the appropriate authority.	<b>155</b>
 <b>CHAPTER 10 FACILITIES</b>  		
	<b>The Kenya Police Force</b>	
	<b>Office Accommodation</b>	
<b>10.6</b>	that priority be given to the completion of the stalled projects, together with the rehabilitation and expansion of the existing buildings. to ease the present congestion of the offices.	<b>158</b>

<b>Para- graph</b>	<b>Recommendation</b>	<b>Page No</b>
	<b>Stationery</b>	
10.7	that adequate budgetary provision be made to the Government Printer, to print the required stationery for the Kenya Police to enable the Force have the sufficient stationery to facilitate its operations.	<b>158</b>
	<b>Weaponry</b>	
10.9	that as a matter of urgency immediate measures be instituted to ensure that the Police Force is provided with adequate supply of modern weapons, on regular basis.	<b>159</b>
	<b>Shortage Of Vehicles</b>	
10.13	(i) that the Police Force be provided with adequate and suitable vehicles to enable it to be more mobile and effective in its operations and delivery of service.	<b>162</b>
	(ii) that sufficient budgetary provision be made to the Police Force for replacement, maintenance and procurement of spare parts.	<b>162</b>
	<b>Funds For Fuel</b>	
10.14	that the Police Force be provided with adequate funds for fuel to enable it to be mobile and more effective in combating crime.	<b>162</b>

<b>Para- graph</b>	<b>Recommendation</b>	<b>Page No</b>
	<b>Unserviceable Aircraft</b>	
<b>10.15</b>	(i) that immediate steps be taken to replace the crashed and unserviceable aircraft and;	<b>163</b>
	<b>Police Aircraft</b>	
	(ii) that adequate funds be provided for rehabilitation and maintenance of Police aircraft.	<b>163</b>
	<b>Communication Project</b>	
<b>10.16</b>	that funds be made available for implementation of Phase II of the Project, replacement and maintenance of equipment.	<b>164</b>
	<b>The Administration Police Force</b>	
	<b>Armoury</b>	
<b>10.18</b>	that arrangements be made to construct appropriate armoury in every Administrative Centre for safe storage of firearms.	<b>164</b>
	<b>Uniforms</b>	
<b>10.19</b>	that the Administration Police officers be provided with uniform as stipulated in the regulations.	<b>165</b>

<b>Para- graph</b>	<b>Recommendation</b>	<b>Page No</b>
	<b>Prisons Service</b>	
	<b>Decongestion of Prisons</b>	
<b>10.22</b>	(i) that efforts be made to intensify the effective implementation of Extra Mural Penal Employment .	<b>166</b>
	(ii) that immediate arrangements be made to expand and rehabilitate the existing dilapidated Prisons.	<b>166</b>
	(iii) that appropriate arrangements be made for magistrates to take pleas in the remands, in order to speed up the determination of the cases and, ease transport problems between the courts and the prisons.	<b>166</b>
	<b>Equipment</b>	
<b>10.24</b>	(i) that the Prisons Department be computerised	<b>167</b>
	(ii) that adequate budgetary provision for maintenance and rehabilitation of the existing equipment be made;	<b>167</b>
	(iii) that consideration be given to installation of close circuit television cameras as a replacement of the existing watch towers.	<b>167</b>



<b>Para- graph</b>	<b>Recommendation</b>	<b>Page No</b>
	<b>Training Equipment</b>	
<b>10.25</b>	that adequate and appropriate equipment be provided to enable the Prisons Service offer effective training and rehabilitation of the inmates, besides enhancing its productive capacity.	<b>167</b>
	<b>Vehicles</b>	
<b>10.27</b>	that urgent arrangements be made to provide the Prisons Department with adequate and suitable vehicles.	<b>169</b>
	<b>Communication System</b>	
<b>10.29</b>	that the proposed installation of modern communication system and, provision of portable communication equipment to the Prisons Department, be implemented to enhance its communication system.	<b>169</b>
	<b>The National Youth Service</b>	
	<b>Equipment</b>	
<b>10.30</b>	that the National Youth Service be provided with adequate resources for procurement of spare parts, maintenance and rehabilitation of its machinery.	<b>170</b>

<b>Para- graph</b>	<b>Recommendation</b>	<b>Page No</b>
	<b>Workshops</b>	
<b>10.32</b>	that industrial utilization of the present spare capacity be explored without jeopardizing the training objectives.	<b>170</b>
	<b>Vehicles</b>	
<b>10.34</b>	that urgent arrangements be made to provide the Unit with adequate funds to rehabilitate its large number of unserviceable vehicles.	<b>171</b>
	<b>National Development</b>	
<b>10.35</b>	that the Unit be supported in its development activities and training through adequate funding.	<b>172</b>

## **CHAPTER 11      ADMINISTRATIVE      AND ORGANISATIONAL STRUCTURES**

### **The Kenya Police Force**

<b>11.5</b>	that the post of Commissioner of Police be upgraded from Job Group 'S' to 'T'.	<b>174</b>
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### **Title of Commissioner of Police**

<b>11.7</b>	that the current title of Commissioner of Police is appropriate and the same be retained.	<b>175</b>
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<b>Para- graph</b>	<b>Recommendation</b>	<b>Page No</b>
	<b>Title of Director in relation to Deputies (Police Headquarters)</b>	
11.9	(i) that Senior Deputy Commissioner of Police at Police Headquarters be redesignated Director of Administration and that he be elevated to Job Group "R"	175
	(ii) that the current titles for Deputy Commissioner of Police (Administration, Operations and Planning) be retained.	176
	<b>Police Officers in Nairobi</b>	
11.10	The Committee considered the effects the elevation of these positions may have on similar positions in other provinces and recommends that the current levels be retained.	176
	<b>Public Relations Officer</b>	
11.12	that the responsibilities of Public relations continue to be handled under the Deputy Commissioner of Police in charge of operations.	177

<b>Para- graph</b>	<b>Recommendation</b>	<b>Page No</b>
	<b>Additional Posts of Deputy Commissioner Of Police ( Development)</b>	
<b>11.14</b>	that the Deputy Commissioner of Police at the Headquarters in charge of Planning, Research and Training, continues to be responsible for police housing, buildings and development.	<b>177</b>
	<b>Staff Welfare Officer</b>	
<b>11.15</b>	that an officer at the level of Assistant Commissioner of Police at the Headquarters, be identified, and be specifically assigned the responsibilities of Staff Welfare. As mentioned in the welfare chapter in this report, specific tasks for the Officer dealing with Staff Welfare issues be clearly specified.	<b>178</b>
	<b>Maintenance of Data Base (Police Headquarters)</b>	
<b>11.16</b>	that this task be assigned to those graduates with appropriate qualifications entering the Police Force, and that they be deployed under Deputy Commissioner of Police, Operations and be responsible for maintaining a data base.	<b>179</b>
	<b>Civilian Posts Be Managed By Trained Police Officers</b>	
<b>11.17</b>	that Civilian Personnel in the Police Force be retained	<b>179</b>

<b>Para- graph</b>	<b>Recommendation</b>	<b>Page No</b>
	<b>Additional Posts of Deputy Provincial Police Officers</b>	
<b>11.19</b>	that the existing vacant posts at the level of Senior Assistant Commissioner of Police Job Group 'N' be filled and that the Commissioner of Police redeploys the Officers to the areas where their services are needed.	<b>180</b>
	<b>Deployment Of C.I.D. Staff</b>	
<b>11.20</b>	that the Director of Criminal Investigation in conjunction with the Commissioner of Police deploy the Officers according to the needs of the stations.	<b>181</b>
	<b>Commandant General Service Unit (G.S.U.)</b>	
<b>11.21</b>	that the title of Director G.S.U. be adopted instead of Commandant.	<b>181</b>
	<b>Elevation Of Post Of Senior Deputy Commissioner Of Police G.S.U.</b>	
<b>11.22</b>	that the post of Senior Deputy Commissioner of Police, General Service Unit, Job Group 'Q' be elevated to Job Group 'R'.	<b>181</b>

<b>Para- graph</b>	<b>Recommendation</b>	<b>Page No</b>
	<b>The Police Service Commission</b>	
<b>11.25</b>	that a Standing Review Committee as recommended in the Chapter on Salaries and Allowances, will for the time being, address adequately the problems experienced by the Police Force.	<b>182</b>
	<b>Post of Legal Officer</b>	
<b>11.27</b>	that the post of a legal officer be created at the Police Headquarters, to assist the Police in processing its legal matters.	<b>183</b>
	<b>Post of Building Economist</b>	
<b>11.29</b>	that a post of Building Economist be created within the Police establishment, to advise the Commissioner of Police on regular basis on building projects and maintenance of existing buildings in the Police Department.	<b>184</b>
	<b>New Police Ranks</b>	
<b>11.30</b>	that the introduction of new ranks be addressed through the existing government machinery.	<b>185</b>

**Para-  
graph**

**Recommendation**

**Page  
No.**

**Ranks Of Senior Sergeant and Chief Inspector**

- 11.31** that the titles of Senior Sergeant Job Group 'V' and Chief Inspector Job Group 'X' be retained in the Police Force grading structure and that the relevant Government machinery finds a way of accommodating this in the existing salary structure. **185**

**The Administration Police**

- 11.35** (i) that the current provision of Commandant as per the Act is adequate and that Administration Police matters continue to be co-ordinated by an Administrative Officer stationed at the Office of the President. **186**
- (ii) that the duties of Administration Police be restricted to Provincial Administration. **187**

**Provincial Structure**

- 11.39** (i) that the highest rank of Administration Police in the field be at the rank of Chief Inspector, **188**
- (ii) that those holding higher ranks above Chief Inspector should hold them personal to themselves and be gradually phased out. **188**
- (iii) that they be retrained and be redeployed to other Disciplined Forces, Provincial Administration or in any other opening within the Public Service for which they qualify. **188**
- (iv) that this exercise be handled by the Permanent Secretary, Provincial Administration and the Commissioner of Police. **188**
- (v) that the curricula offered at Kenya Police College, Kiganjo and Administration Police Training College Embakasi, be harmonised and standardized to allow for smooth conversion of officers when the need arises. **188**



**Para-  
graph**

**Recommendation**

**Page  
No**

**The Administration Police Training College**

**11.40** that the current organizational structure of the Administration Police Training College be retained. **189**

**The Kenya Prisons Service**

**Commissioner of Prisons**

**11.43** that the post of Commissioner of Prisons be upgraded from Job Group 'R' to Job Group 'S'. **190**

**Additional Post**

**11.44** that one extra post of Senior Deputy Commissioner of Prisons be created at the Prisons Service Headquarters. **190**

**Additional Post of Deputy Commissioner Of Prisons**

**11.46** (i) that the Department retains the four (4) positions of Deputy Commissioner of Prisons at the Headquarters, **191**

(ii) that additional post of Deputy Commissioner of Prisons be created for the head of the Prison Staff Training College. **191**

Para- graph	Recommendation	Page No.
	<b>Provincial Set Up</b>	
11.47	that the level of Senior Assistant Commissioner of Prisons is adequate for headship of the provinces.	191
	<b>Additional of 4,000 Posts</b>	
11.49	that the Commissioner of Prisons uses the existing Government machinery to determine the specific number of posts that will be required as a result of the increased workload.	192
	<b>New Ranks</b>	
11.50	that the existing rank structure of the Prisons Service be retained.	193
	<b>National Youth Service</b>	
	<b>Proposed Title of Director General</b>	
11.52	that the titles of Director and Deputy Director be retained.	194
	<b>Post of Director N.Y.S.</b>	
11.53	that the post of Director National Youth Service be upgraded to Job Group "R".	194
	<b>Additional Posts Of Deputy Director</b>	
11.54	that the current four (4) posts of Deputy Director be retained, and that the additional posts be addressed in the normal manner under the existing machinery.	194

**Para-  
graph**

**Recommendation**

**Page  
No**

**Headship of N.Y.S. Training Schools**

**11.56**

that the National Youth Service Training Schools be re-evaluated to determine the appropriate levels of headship of its Training Schools.

**195**

**APPENDIX I**

**KENYA POLICE FORCE - STATIONERY REQUIREMENTS**

ITEM	WORK ORDER	QUANTITY ORDERED	RECEIVED QUANTITY	BALANCE
Occurence Book	L213/96	1,000.00	228.00	772.00
Cell Registers	L214/96	1,000.00	310.00	690.00
Charge Registers	L793/94	500.00	40.00	460.00
Traffic Charge Registers	L794/96	500.00	Nil	500.00
Arms Movement Books	L650/96	5,000.00	Nil	5,000.00
Duty Roster	L651/96	5,000.00	Nil	500.00
C.V.B.	L1022/96	500.00	Nil	500.00
Daily Work Book	997/95	500.00	Nil	500.00

Lost and Found Property Register	L1080	500.00	Nil	500.00
Exhibit Register	L1081	500.00	Nil	500.00
Summons Register	L1082	500.00	Nil	500.00
Patrol Register	1083	500.00	Nil	500.00
Defaulter Register	1084	500.00	Nil	200.00
Crime and Incident Book	6629	200.00	Nil	500.00
P 12 Fuel Register	L 1051/94	500.00	Nil	1,000.00
Police Manual	L1021/95	1,000.00	Nil	500.00
Inquest Register	153/94	500.00	Nil	5,000.00
Service Registers	Indent No. 094928 of 16/1/97	5,000.00	5,000.00	5,000.00
P2 Case File Covers	520/96	50,000.00	15,000.00	35,000.00

P 2B Statement Forms	529/96/ 107896	200,000.00	966,000.00	1,034,000.00
P 3 Medical Exams	L 646/96	200,000.00	103,000.00	97,000.00
P 5 Charge Sheet	L 641/96	500,000.00	Nil	500,000.00
P 17 Bond to attend Court	637/96	500,000.00	Nil	500,000.00
P 18 Bond and Bail Bond	1079	200,000.00	210,000.00	200,000.00
P 20 Fingerprint Male	L 638/96	500,000.00	126,000.00	374,000.00
P 20A Fingerprint (F)	639/96	100,000.00	Nil	100,000.00
P 23 Inquest Forms	L 640/96	100,000.00	Nil	100,000.00
P 23A Post Mortem Forms	530/96	200,000.00	Nil	200,000.00
P 43 Accident Inquiry	L534/96	100,000.00	Nil	200,000.00
P 56 Monthly Veh. Return	L 644/96	100,000.00	Nil	100,000.00

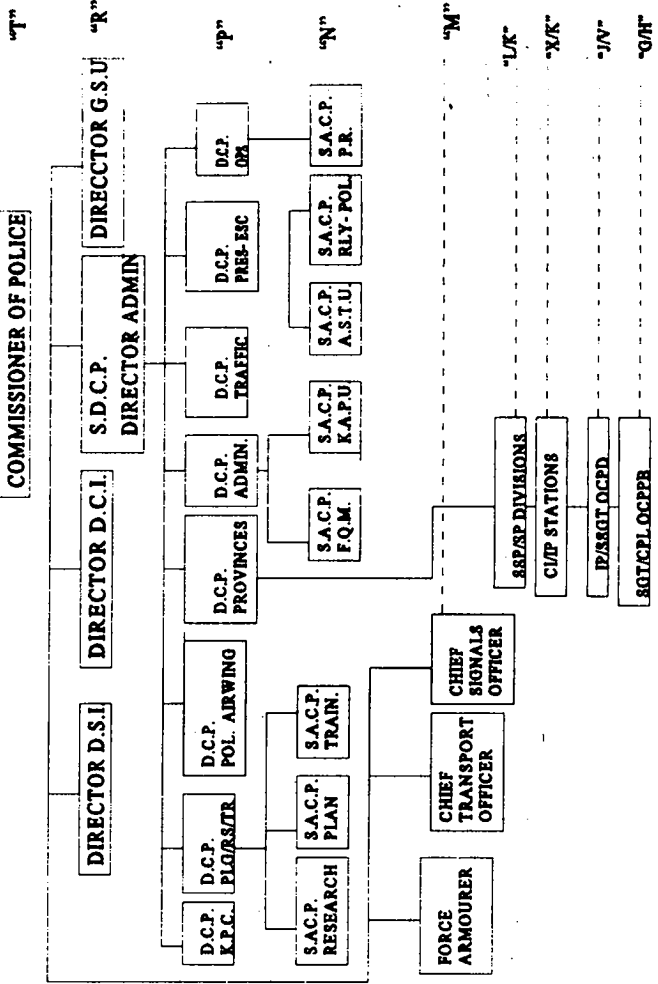
P 72 Notice of Int. Prosecution	L 643/96	100,000.00	Nil	100,000.00
P 6 Defaulter Sheet	L 533/96	100,000.00	Nil	100,000.00
P 103 Travelling Allowance	645/96	100,000.00	Nil	100,000.00
P 107 Quarterly Arms Return	L211/96	10,000.00	Nil	10,000.00
P 56A Monthly Veh. Return	L212/96	20,000.00	20,000.00	Nil
P 118 File Cover General	531/96	20,000.00	4,500.00	15,500.00
P 133 File Covers Personal	Indent No. 094928 of 16/1/97	200,000.00	Nil	20,000.00
P 121 Kit Card	Indent No. 094928 of 16/1/97	5,000.00	Nil	5,000.00

P 139 Arms Record Forms	L642/96	200,000.00	Nil	200,000.00
P 194, 193, 195 Letter Heads	L647/96	600,000.00	Nil	600,000.00
Signal Register	538	500.00	Nil	500.00
Signal Log Book	L539/96	500.00	Nil	500.00
C6 Exhibit Memo	L649/96	100,000.00	100,000.00	Nil
C8 Descriptive Forms	L 648/96	200,000.00	100,000.00	Nil
P 133 File Covers Personal	530/96	20,000.00	20,000.00	Nil
P 163 Casualty Returns	L988/95	50,000.00	15,000.00	35,000.00
Signal Pads	537/96	200,000.00	96,000.00	104,000.00
O. B.	Indent No. 094926 of 25/7/96	5,000.00	Nil	5,000.00



Cell Registers	"		5,000.00	Nil	5,000.00
Charge Register	"		-	-	-
Charge Register Traffic	"		1,000.00	1,000.00	1,000.00
O. V. B.	"		1,000.00	Nil	1,000.00

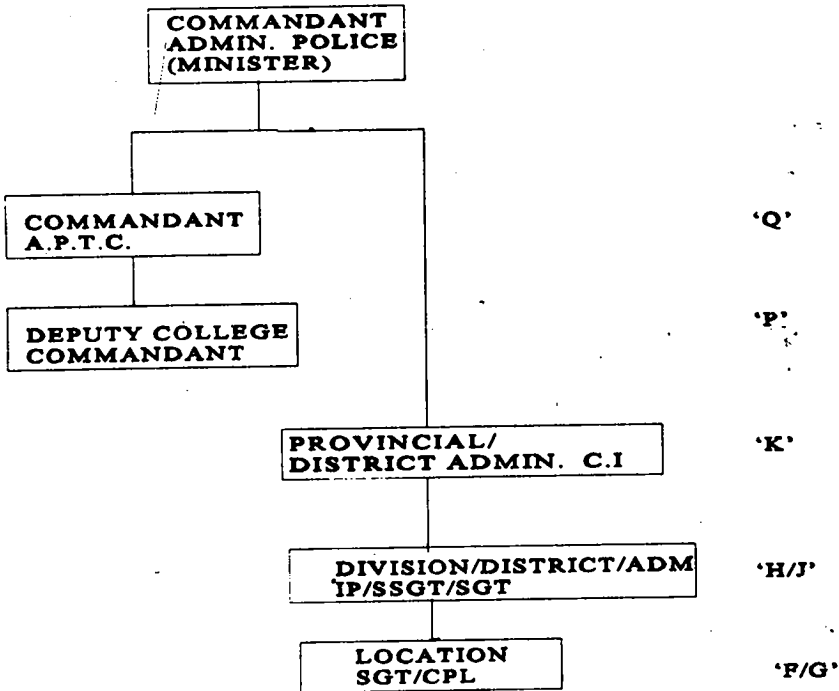
**APPENDIX II  
PROPOSED ORGANISATIONAL STRUCTURE FOR THE KENYA POLICE FORCE**



**KEY:**

- D.S.I. Directorate of Security Intelligence
- D.C.I. Directorate of Criminal Investigation
- G.S.U. General Service Unit
- S.D.C.P. Senior Deputy Commissioner of Police
- D.C.P. Deputy Commissioner of Police
- S.A.C.P. Senior Assistant Commissioner of Police
- S.S.P. Senior Superintendent of Police
- S.P. Superintendent of Police
- O.C.P.D. Officer Commanding Police Division
- O.C.P.B. Officer Commanding Police Patrol Base
- C.I. Chief Inspector
- I.P. Inspector of Police
- SGT Senior Sergeant
- SGT Sergeant
- CPL Corporal
- K.P.C. Kenya Police College
- PLG/RS/TR Planning Research & Training
- POL-AIRWING Police Airwing
- ADMIN. Administration
- PRE-ESC Presidential Escort
- OPS. Operations
- PLAN Planning
- TRAIN Training
- FOM Force Quarter Master
- K.A.P.U. Kenya Airport Police Unit
- A.S.T.U. Anti Stock Theft Unit
- RLY-POL Railway Police
- P.R. Public Relations

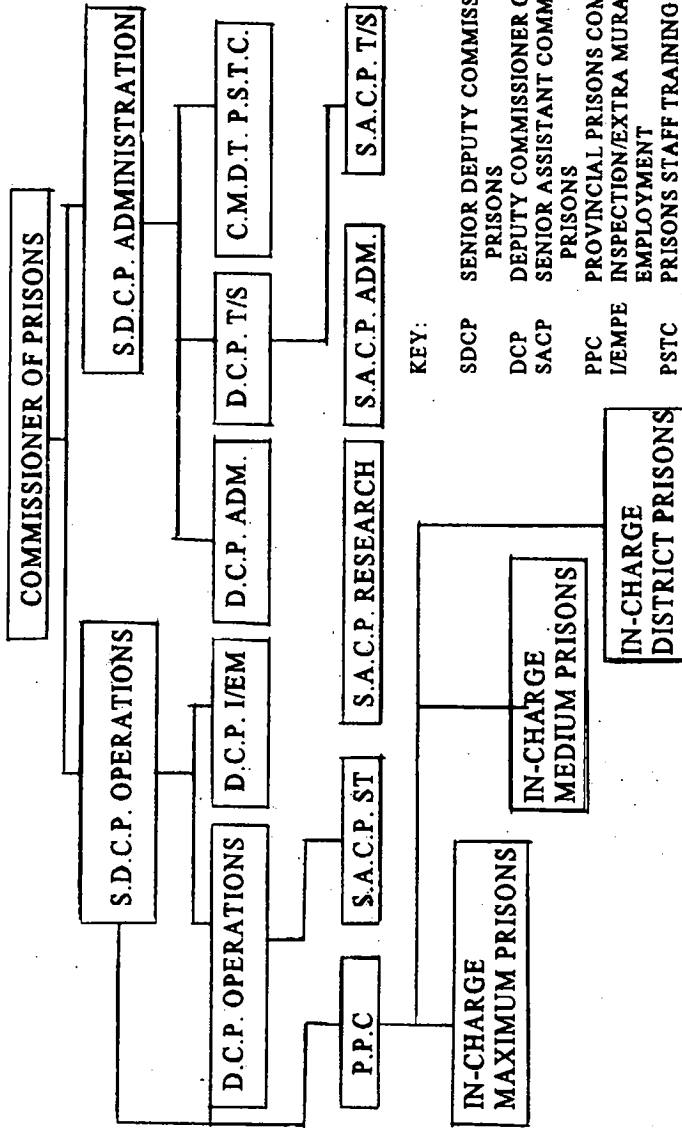
**APPENDIX III  
PROPOSED ORGANISATIONAL STRUCTURE FOR THE  
ADMINISTRATION POLICE FORCE**



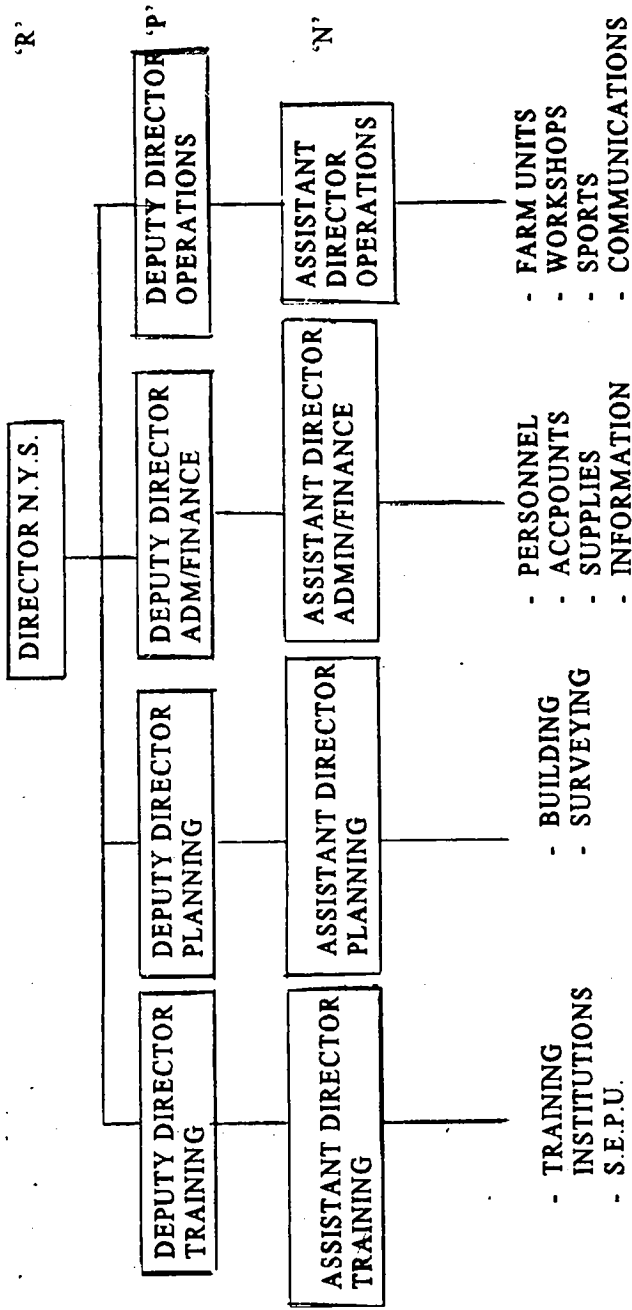
**KEY:**  
**C.I.** Chief Inspector  
**IP** Inspector of Police  
**SGGT** Senior Sergeant  
**SGT** Sergeant  
**CPL** Corporal  
**APTC** Administration Police College

APPENDIX IV

PROPOSED ORGANISATION STRUCTURE FOR THE KENYA PRISONS SERVICES



APPENDIX V  
 PROPOSED ORGANISATIONAL STRUCTURE FOR THE NATIONAL YOUTH SERVICE



**LIST OF INDIVIDUAL OFFICERS AND MEMBERS OF THE PUBLIC WHO WERE INTERVIEWED AND/OR SUBMITTED MEMORANDA**

**Central Province**

Ogongo Zachary, then Provincial Commissioner, Central Province, Nyeri  
Makumi John G., District Commissioner, Nyeri District  
Mutemi David M., District Commissioner, Muranga District  
Sigei Francis K. A., District Commissioner, Kirinyaga District  
Oyosi David N., Ag. District Commissioner, Nyandarua District  
Odhambo Jacob, District Officer, Kiambu District  
Waweru J. N., Administrative Officer, Nyeri  
Muchemi Charles K., Provincial Police Officer, Nyeri  
Onyiego D. O., Deputy Provincial Police Officer, Nairobi  
Gachanja Abraham W., Senior Assistant Commissioner, Kenya Police  
College, Kiganjo  
Muriithi Michael M., Senior Assistant Commissioner, Kenya Police  
College, Kiganjo  
Otieno Alfred, Senior Assistant Commissioner, Kenya Police College,  
Kiganjo  
Angote S.A., Ag. Senior Assistant Commissioner, Kenya Police  
College, Kiganjo  
Cheruiya Philip K., Assistant Commissioner of Police, Kenya Police  
College, Kiganjo  
Ipara Alfred, Assistant Commissioner of Police, Kenya Police College,  
Kiganjo  
Kamau Josiah M., Assistant Commissioner of Police, Kenya Police  
College, Kiganjo  
Katsutsu Edward H., Assistant Commissioner of Police, Kenya Police  
College, Kiganjo  
Musimi Rudisi, Assistant Commissioner of Police, Kenya Police College,  
Kiganjo  
Ngunguni Martin N., Officer In Charge Administration, Kenya Police  
College, Kiganjo  
Mwangangi Mary M., Ag. Assistant Commissioner of Police, Kenya  
Police College, Kiganjo

Masinga Winston, Senior Superintendent of Police, Nyeri  
 Mengoh John, Senior Superintendent of Police, Kenya Police College,  
 Kiganjo  
 Munyambu F.M., Ag. Senior Superintendent of Police, Kenya Police  
 College, Kiganjo  
 Ekada G.O. Superintendent, Kenya Police College, Kiganjo  
 Mukungi C.N., Superintendent of Police, Kenya Police College, Kiganjo  
 Mwaniki J. M., Assistant CDT, PCs Office, Nyeri  
 Nabea Fred, Officer Commanding Police Station, Nyeri  
 Kitili Julius, Chief Inspector, Kenya Police College, Kiganjo  
 Birir Simon Kipkemboi, Inspector of Police Kenya Police College, Kiganjo  
 Ikasi William, Inspector of Police Kenya Police College, Kiganjo  
 Kabutha W. William, PTEO  
 Kanake Jacob K., Inspector of Police, Kenya Police College, Kiganjo  
 Katana Leonard, Inspector of Police Kenya Police College, Kiganjo  
 Keyum Joshua, Inspector of Police, Kenya Police College, Kiganjo  
 Kilokwe John, Inspector of Police, Kenya Police College, Kiganjo  
 Langat Pau, Inspector of Police, Kenya Police College, Kiganjo  
 Mahembah J., Inspector of Police, Kenya Police College, Kiganjo  
 Matheri J. K., Officer In Charge, Nyeri Prison  
 Moherai Merengo, Inspector of Police, Kenya Police College, Kiganjo  
 Munga Gideon, Inspector of Police, Kenya Police College, Kiganjo  
 Muturi Kinyua, Inspector of Police, Kenya Police College, Kiganjo  
 Mwakubia Ferdinand, Inspector of Police, Kenya Police College, Kiganjo  
 Mwenje Joseph N., Inspector of Police, Kenya Police College, Kiganjo  
 Njoroge Samuel, Inspector of Police, Kenya Police College, Kiganjo  
 Njuguna P.N., Deputy Officer In Charge, Nyeri Prison  
 Odol Julius, Inspector of Police, Kenya Police College, Kiganjo  
 Ogola Charles Ng'ene, Inspector, Kenya Police College, Kiganjo  
 Omani Tom, Inspector of Police, Kenya Police College, Kiganjo  
 Ondiek Henry, Inspector of Police, Kenya Police College, Kiganjo  
 Onyangoh Antony, Inspector of Police, Kenya Police College, Kiganjo  
 Seroney Mark K., Inspector of Police, Kenya Police College, Kiganjo  
 Sheunda Sumba, Inspector of Police, Kenya Police College, Kiganjo  
 Wafula John Temba, Inspector of Police, Kenya Police College, Kiganjo  
 Wambua Stephen, Inspector of Police, Kenya Police College, Kiganjo  
 Mwachia Ambrose, Ag. Inspector of Police, Kenya Police College,  
 Kiganjo  
 Sang J., Ag. Inspector, Kenya Police College, Kiganjo

Ngunjiri Margaret, Officer In Charge Nyeri Women Prison  
Ojikes Julius, Senior Sergeant, Kenya Police College, Kiganjo  
Gakanga Joseph, Sergeant, Kenya Police College, Kiganjo  
Gichigi Jackson, Sergeant Kenya Police College, Kiganjo  
Kiumba David, Sergeant, Kenya Police College, Kiganjo  
Kura Richard, Sergeant, Kenya Police College, Kiganjo  
Maina Esbon, Sergeant, Kenya Police College, Kiganjo  
Mnangei Jackson, Sergeant, Kenya Police College, Kiganjo  
Muguro Fibias K., Sergeant, Kenya Police College, Kiganjo  
Mukhwana George, Sergeant, Kenya Police College, Kiganjo  
Musundi Jackton, Sergeant, Kenya Police College, Kiganjo  
Mutiga Silas, Sergeant, Kenya Police College, Kiganjo  
Ndiwa Stephen, Sergeant, Kenya Police College, Kiganjo  
Ngeiywa Patrick, Sergeant, Kenya Police College, Kiganjo  
Okall Stephen, Sergeant, Kenya Police College, Kiganjo  
Ringera Kinyua, Sergeant, Kenya Police College, Kiganjo  
Wahungu Cleophas, Sergeant, Kenya Police College, Kiganjo  
Wambua Benjamin, Sergeant, Kenya Police College, Kiganjo  
Siokido D. T. O., C.O.T.S., General Service Unit  
Ahmbaya Jereim, Corporal Kenya Police College, Kiganjo  
Barasa Gifinalis, Corporal , Kenya Police College, Kiganjo  
Cheruiyot Richard, Corporal, Kenya Police College, Kiganjo  
Chesebe Richard M., Corporal, Kenya Police College, Kiganjo  
Esekon Joseph, Corporal, Kenya Police College, Kiganjo  
Kibet James, Corporal, Kenya Police College, Kiganjo  
Kimengua Alphonse, Corporal, Kenya Police College, Kiganjo  
Kiriaburi N., Corporal, Kenya Police College, Kiganjo  
Kirong'o Antony, Corporal, Kenya Police College, Kiganjo  
Kobia Jackson, Corporal, Kenya Police College, Kiganjo  
Koskei Sammy, Corporal, Kenya Police College, Kiganjo  
Mangwana Otman, Corporal, Kenya Police College, Kiganjo  
Mugo James, Corporal, Kenya Police College, Kiganjo  
Muriithi Pascal Martin, Corporal, Kenya Police College, Kiganjo  
Mwangi Julius, Corporal, Kenya Police College, Kiganjo  
Mwaura Michael, Corporal, Kenya Police College, Kiganjo  
Njoroge Duncan, Corporal, Kenya Police College, Kiganjo  
Ogonda Maurice, Corporal, Kenya Police College, Kiganjo  
Oramisi Frederick, Corporal, Kenya Police College, Kiganjo  
Ronoh Charles, Corporal, Kenya Police College, Kiganjo



Vuhia Wycliffe, Corporal, Kenya Police College, Kiganjo  
Wanjohi Paul, Corporal, Kenya Police College, Kiganjo  
Lorel Musa, Police Constable, Kenya Police College, Kiganjo  
Maina Julius, Police Constable, Kenya Police College, Kiganjo  
Kimani Joseph, Police Constable, Kenya Police College, Kiganjo  
Majhala Phoeberonia M., Police Constable, Kenya Police College, Kiganjo  
Makau Daniel M., Police Constable Kenya Police College, Kiganjo  
Makhanu Fred K., Police Constable, Kenya Police College, Kiganjo  
Muhaya Nelson, Police Constable, Kenya Police College, Kiganjo  
Ndegwa Samuel, Police Constable, Kenya Police College, Kiganjo  
Ndiritu Eutycus, Police Constable, Kenya Police College, Kiganjo  
Ndungu Samuel, Police Constable, Kenya Police College, Kiganjo  
Nganga John N., Police Constable, Kenya Police College, Kiganjo  
Onditi Joshua, Police Constable, Kenya Police College, Kiganjo  
Otieno John, Police Constable, Kenya Police College, Kiganjo  
Rutto Vincent, Police Constable, Kenya Police College, Kiganjo  
Shoka Tytone, Police Constable, Kenya Police College, Kiganjo  
Tenai Joseph, Police Constable, Kenya Police College, Kiganjo  
Kimathi David, Kenya Police College, Kiganjo

### **Coast Province**

Kiilu Peter, Provincial Commissioner, Mombasa  
Olando Paul, District Commissioner, Mombasa  
Muchelule Aggrey, Chief Magistrate, Mombasa  
Gichuki F. N., Provincial Police Officer, Mombasa  
Gichiu C.W., Provincial Police Officer, Mombasa  
Njenga Simon P., Deputy Principal NYS Technical College  
I. N. Njagi (Mrs.), Personnel Officer, PC's Office, Mombasa  
R. A. Owino (Mrs), Personnel Officer, PC's Office, Mombasa  
Wameyo S. O., Provincial Prisons Commander, Mombasa  
Mayawga S. O., Commanding Officer, Technical College  
Rose N. Nabili, Officer In Charge, Shimo La Tewa Women Prison  
Josephat Mulei, ACP PC's Office, Mombasa  
Gachara C.M., ACP I/C Shimo La Tewa Main Prison  
Munyagia Atanasio T., OCS Makupa Police Station  
Wambani Patrick, OCS Mbaraki Police Station  
Gichuru James, OCS Nyali Police Station  
Musumba James, OCS Central Police Station

Mutiso F. K., DSIO's Office  
Kinoti S. M., CO1  
Odiko C. O., Officer In Charge Medium Prison  
Ogore D. O., Office In Charge Shimo La Tewa Annexe Prison  
Ikambuli Richard, Principal NYS Technical College  
Irungu John, Principal Mechanical School, Yatta  
Muturi Richard N., Commandant NYS Technical College  
Fazan A. Zilpah, Training Officer NYS Technical College  
Abondo Peter, Police Inspector, Mombasa  
Khaemba Job Etaha, Inspector of Police, Mombasa  
Mathei Francis, Administration Police Inspector DC's Office Mombasa  
Wamari Duncan, Administration Police Inspector DO's Office  
Nyaga Eston, S.P.O. Officer NYS Technical College  
Kabita Mary, S.P.O NYS Technical College  
Muchemi Duncan, SO1 NYS Technical College  
Nashera J. John, T.O. NYS Technical College  
Kyalo Benjamin, Technical Instructor NYS Technical College  
Ngugi Benjamin, Technical Instructor, NYS Technical College  
Omondi Martin, Technical Instructor, NYS Technical College  
Waweru Johnson, Lecturer, NYS Technical College  
Ndukuyu Ben, Lecturer, NYS Technical College  
Musumba Barasa Wilberforce, Lecturer NYS Technical College  
Okello Otheno, Lecturer NYS Technical College  
Ngala Samuel N., AP Sergeant PC's Office  
Muhaso Suleiman, Corporal Shimo La Tewa  
Mwapena Arnold M., Corporal Shimo La Tewa Main Prison  
Kamalu Peter K., Administration Police Constable, PC's Office  
Mwadama Halima, Police Constable, Mombasa  
Omar Amina, Police Constable, Mombasa  
Koskei R. K., Warder Shimo La Tewa Prison  
Nyambu Darius, Warder Shimo La Tewa Prison  
Salim S. Salim, Warder/Signaller, Mombasa  
Rotich John, Warder, Mombasa  
Omungo John, Artisan/Warder, Mombasa  
Anyaju Warder, Mombasa  
Ngenoh K., Shimo La Tewa Main Prison  
Kiema Jackson, Mombasa  
Kasena, Mombasa  
Rotich John, Mombasa

Yona Josephat, Lamu  
Mulei, Mombasa

### **Eastern Province**

Sirma Timothy, Provincial Commissioner, Eastern Province  
Akello Calistos, PA/PC Eastern Province  
Cheboi Chelimo, District Commissioner, Embu  
Kinuthia J.K. for P.C.I.O., Embu  
Ahere Nicholas, Senior Training Officer, National Youth Service, Yatta  
Barasa Margaret Ondiso, CDT, National Youth Service, Mavola  
Mambo (Mrs) D.M, Provincial Personnel Officer Embu  
Matiah Salesius M. M., S/CDT, Machakos  
Bosire Prosper, DCIO, Mbeere  
Irungu John, Principal Mechanical School, Yatta  
Dr. Jawuor G., Provincial Works Officer, Embu  
Eng. Kariuki E.K., District Works Officer, MOPW&H-Embu  
Itotia Peter M., CDT, Athi River  
Mukunga Anne, CDT Deputy C.O, Yatta  
Kaaria A. G. AOI, PC's Office, Embu  
Kariuki (Mrs) J. K., Deputy Prisons Provincial Commander, Embu Prison  
Kemboi A., PA/Provincial Commissioner, Embu  
Kenyonito Charles O. O., A.O.I, Principal, Yatta  
Kerongoi Henry N., D/DTDO, Embu  
Mbithi Wa Jason, Deputy OCPD, Embu  
Mucai (Mrs) E., PDLP S/P, Embu Prison  
Kimani C. G. for PDA, Embu Prison  
Mahindu Joseph K., DHAO, Embu  
M'Kini Moses N.W., Ag.DSDO, Embu  
Ndambuki Solomon N., Deputy Provincial Adult Education Officer Embu  
Nganga DPO, DPO, DC Embu  
Njiru P. Muthuci, for PWE, Embu Prison  
Njuguna J. M.J., for P.D.D.E., Embu  
Nturibi P.M., DTO, Embu  
Opuch E.O., P.T.E.O., Embu  
Musau Gabriel, Inspector, Tharaka-Nithi  
Ngurungu Paul Njeru, Senior Sergeant, Embu Prison  
Muange Phillip, Senior Sergeant, Embu Prison  
Matingelah Bernard, Sergeant, Embu

Nyamache Robert, Sergeant, Embu Prison  
Omondi Henry, Sergeant, Itabua  
Nzeki Peter Muindi, Corporal, Embu Prison  
Chengo Peterson, Corporal, Traffic Embu  
Ikiara Silas, Corporal, Embu Police Headquarters  
Maingi Charles Corporal, Embu Prison  
Mbatiah Jenipher, Corporal, Divisional Headquarters  
Mwaura Anne W., Corporal Embu Prison  
Ngunjiri John, Corporal, Embu Prison  
Kimori Chrisantos, Warder, Embu Prison  
Gikunju James, APC, Embu  
Muiruri Francis, Warder, Embu Prison  
Mulli Sammy M., Warder, Embu Prison  
Mutahi Ephantus, Constable, Isiolo  
Mwangi Francis, Warder, Embu Prison  
Ngigi Esther W., Wardress, Embu Prison  
Odhiambo Benard, Warder, Embu Prison  
Olum Benter, Constable, Traffic Embu  
Wambugu Beatrice, Constable, Itabua  
Wamucho Isaac, Constable, Nyambene  
Mutitu Lucy, Co-operatives Embu  
Nzola Joseph M., AD, Yatta

### **Nairobi Province**

Ogongo Zachary, Provincial Commissioner, Nairobi Area  
Kimalat W.K.K., Permanent Secretary, Provincial Administration, Office  
of the President  
Sawe Alexander, Permanent Secretary, DPM, Office of the President  
Lesrima Simeon, Permanent Secretary, Ministry of Finance  
Eng. Sharawe, Permanent Secretary, Ministry of Public Works and  
Housing  
Wachira Duncan K., Commissioner of Police, Police Headquarters  
Lopokoiyit Edward P., Commissioner of Prisons, Prisons Headquarters  
Mathenge J. S., Former Permanent Secretary and Chairman of Public  
Service Commission  
Mahihu Eliud, Chairman, Kenya Ports Authority  
Kamau Jean (Ms), Executive Director, FIDA  
Hajja Fatima Abeyd, Executive Director, Kenya Anti-Rape Organisation

Major M. arap Langat, Director NYS, Nairobi  
 Too Noah Arap, Director of Criminal Investigations (CID)  
 Birgen Lawrence K. Commandant, Nairobi  
 Sang M. Senior Deputy Commissioner of Police, Nairobi  
 Chunga Bernard, Director, Public Prosecution  
 Momanyi Bwonwonga, Assistant Director, Public/Prosecutions  
 Mianwa oduogi P., DS/DPD CSRS  
 Akwara Ben E., Ag. Deputy Secretary, DPM  
 Ikinu John W., Engineer (Mech) Signals Headquarters  
 Kabetu M., Deputy Commissioner of Police, Headquarters  
 Kieti R.A.M. D/Director-D.I, Nyati House  
 Kyanda Njiru, Provincial Police Officer  
 Kimurgor Charles, Commandant, GSU  
 Ochieng J.P., D/CDT, Police Airwing  
 Ogugu D. M., Senior Assistant Director, DPM  
 Ojal A. O., SPD/OI/C, Kamiti Medium  
 Ombungu A. J., Senior Assistant Commissioner of Prisons Headquarters  
 Omondi J. M., PPC, Nairobi Area  
 Omondi G.M., PIC, Nairobi Area  
 Omundi Florence, Deputy Officer -in-charge, Langata Women Prisons  
 Ongwae J.E.O. Programme Director, Civil Service Reform Programme  
 Onyiego D.O., D/PPO, Nairobi Area  
 Njoroge George S., Deputy Commandant  
 Mutungi Stanley, Deputy Commissioner of Police, Headquarters  
 Maragwa E. M. Ag. DCP, PPO Nairobi Area  
 Manyala J. O. Senior Assistant Director, DPM  
 Macharia J., Deputy Officer, Langata  
 Mutonyi John, SSP Chief Instructor, CID Training School  
 Sawh Francis, S/DCP, Headquarters  
 Waithaka F. M., Senior Assistant Commissioner of Police, Headquarters  
 Wamweya Stephen, Snr. Supt. Telecoms, Signals Headquarters  
 Wesonga S. C., SSP(T) Incharge Industries Ruiru  
 M'turuchiu P. N., ACP, OI/C, NBI R/All Prisons  
 Cheptirge Deniel, S.P. DCIO, Embakasi  
 Tipen L., ACP, Officer-In-Charge, Kamiti Prison  
 Eregwae P., D/Presidential Escort Commander, Highridge  
 Kanai P. M., ACP, Nairobi Area  
 Gathu J. N., SSP Security Officer, Kamiti Prison  
 Guantai S. J., SSP Officer-In-/Charge, Kamiti Prison

Kaaria F. M. SSP Officer-In-Charge Kamiti Prison  
 Hussein M. A., Chief Transport Officer, Headquarters  
 Iteere M. K. Ag. SP, GSU Training School  
 Kabira J. K., SP, Kamiti Prison  
 Cheserek E.S.K., S/ACP, Headquarters  
 Bwana David G., SSP 'G' Ruiru  
 Buyela I. P., P.D.M., Nairobi Area  
 Kimundi Peter, S/ACP Commandant, CID Training School  
 Korir J., D/COTS, (SSP), GSU Training School  
 Korir J. K., SSP, D/CO, GSU Training School  
 Koskei J. K., SSP, Officer-In-Charge, Industries, Kamiti Prison  
 Kasyoka T. N., SSP, Officer-in-Charge, Langata Women Prisons  
 Kiarie S. C., SSP, OCPD Gigiri  
 Maru Joel, SSP, GSU  
 Kiget Joseph, SOOPS, Unit Headquarters  
 Kishara Alexander K. SSP D/Head of Training, DCI Training School  
 Kyalo David J., OCPD Embakasi  
 Kyenze Willy, D.T.O. GSU  
 Litoro C.A., C.O.1 (T) In-Charge Carpentry, Ruiru  
 Lucheveleli Symon M. S.P. Chief Instr. D/School  
 Luhnopowi Jackson, Inspector of Police  
 Maswai Nicholas, C.O.1 Incharge 'A', Ruiru  
 Nairange J. L., COI, Kamiti main  
 Njoroge George, Inspector of Police Mounted  
 Mbiyu S.M., OC. Special Unit, CID Hqrs.  
 Njuguna, Inspector of Police., Officer-In-Charge, Transport  
 Mocha T. M., Under Secretary, Police  
 Muchiri Daniel, SSP Officer-In-Charge Depots, Embakasi  
 Murage Riachard G., Snr. Supt. Telecoms, Police Headquarters  
 Mugo J. K., SP Kamiti Prison  
 Musau Daniel M., S.P. Police Headquarters  
 Munyao Joseph K., CPO Headquarters  
 Mutatiro S. J., SP(T) D/Oi/c Industries, Ruiru  
 Murey Ag. Assistant Commissioner of Police, GSU  
 Muriithi G.S., D/FQM, Police Hqrs.  
 Muthami P.A.M., SP, In-charge Documentation, Ruiru  
 Muthoka Sammy, SP, GSU  
 Mutuku J., Chaplain (P), Langata W.'P'  
 Mwania David K., SSP D/Officer-In-Charge, Ruiru

Ndegwa David S., D/SO(S) Training Signal Training School  
 Nderitu Peter, CFA Headquarters  
 Ndungu D.T., OC Fraud Section, CID Hdqrs  
 Ngeiywa S.K.N., Assistant Commissioner of Police Officer-In-Charge,  
 Ruiru  
 Ngururi Moses, Senior Suprt/Commandant of P/Headquarters  
 Nthuku John B., Deputy Commissioner of Prisons, Headquarters  
 Nyamunga Mauriu A.O., Senior Assistant Director, DPM  
 Nzioka G. L.N., Deputy Programme Div., Civil Service Reform  
 Programme  
 Nzoi P. S. K., Chief Signaler Officer, Police Headquarters  
 Oganda, SP, Kamiti Prison  
 Ontita Charles N., SOOPS(1) Unit Headquarters  
 Owuor M. A., DCDT./CID Training School  
 Rotich F., AG. SP OC BCOY GSU  
 Servery A. S., Assistant Commissioner of Prisons Headquarters  
 Shile J. S., SSP GSU T/School  
 Too Joshua, SP, GSU  
 Waweru Lillian, Catechist (Catholic), Langata  
 Kimenchu S.K., D.S. Senior Training Officer, KPC  
 Danson J. N., COI, Officer-In-Charge CTC, Kamiti  
 Birgen Steven K., Inspector of Police, GSU  
 Mlaulu Muthusi, Inspector of Police, GSU  
 Namtali Owen, I.P. Ag. O/C Operator, Signal Training School  
 Kamonde J. N., C.O.1(T) Incharge metal, Ruiru  
 Kamotho J. M., COI, Kamiti Prison  
 Nyangoi J. K., COI Industries, K. Prison  
 Nderitu Michael, Inspector of Police, GSU  
 Songoro D. O., COI, Kamiti Prison  
 Cheptim Godfrey, C.O.11 Duty Officer, Ruiru  
 Tum Marius K., Inspector of Police, GSU  
 Wale Agina, Inspector of Police, GSU  
 Yegon Michael Chepkaitany, Inspector of Police, State House  
 Tum Joshua Kipkoech, Inspector of Police, Ruaraka Camp  
 Sugut Stephen, Inspector of Police  
 Kitur Robert Kipkemoi, Inspector of Police, Unit Armourer  
 Kibiriti Jotham, Inspector of Police  
 Ndiwa Ndara R. A., OC.OOOF, KPC  
 Murage J., COI, Building Section, Langata

Waithaka Stephen, CO1-IndustriesK. Main  
 Wachira F. E., SOP, F/Hqrs  
 Hamisi, C.I, Unit Doctor  
 Hano Richard N., CO.11, Kamiti Indus.  
 Kaaria David, C.O.11 Duty Officer, Ruiru  
 Kaguchia James Mwangi, SO(S) Training, SIG/Training School  
 Kaitapok Yusuf, C.O.11 Duty Officer, Ruiru  
 Kamau J. J., CO 11, Kamiti Industries  
 Kimani Samuel, C.O 11 -Deputy i/c Upholstery, Ruiru  
 Kipchumba Alfred, C.O.11 Duty Officer, Ruiru  
 Kuing Tomothy, CO 11, Kamiti Industries.  
 Kuingi Timothy, CO 11 - Prison Industries Kamiti Prison  
 Mugo Samuel, CO 11 Duty Officer, Ruiru  
 Mulang'a Michael, CO 11 Duty Officer, Ruiru  
 Mungai G. K. CO 11(T) Incharge Upholstery, Ruiru  
 Munyoli D. K., Executive Officer, Unit Headquarters  
 Muturi Raphael, CO11, Kamiti Industries  
 Mwangi David, CO 11, Kamiti Industries  
 Mwaura Francis, CO11 Duty Officer, Ruiru  
 Mwema Josephat, CO11, Kamiti Industries  
 Ndonge G. N., CO11 Deputy i/c Printing, Ruiru  
 Njiiriri R., CO 11 i/c Industry, Langata  
 Opati Enocks E., CO11 Social Welfare Officer, Ruiru  
 Njogu John, CO.11, Ruiru  
 Njuguna P. N., CO11 Deputy In-Charge Metal, Ruiru  
 Obare J. A., CO11-Prison Industries, Kamiti Prison  
 Onollo H., CO11, Prison Industries, Kamiti Prison  
 Wekesa Elizabeth, (SP) In-Charge Prison Industry, Langata Women  
 Prison  
 Siokio D.T.O., COTS, GSU  
 Wafula David, CPL Prosecution  
 Ochieng Daniel, SSGT, Nairobi Area  
 Wanjohi Patrick, CPL, Langata  
 Changulo Ben, S/SGT, Gigiri Division  
 Gathigia Lucy, S/SGT, Nairobi Area  
 Weru Simon, SGT In-Charge Line, Embakasi  
 Kamuchio Gilbert, Sergeant, Kilimani  
 Mulupi Jackson, Sergeant In-Charge Line, South B Police  
 Kariuki J. SOA(1), Predential Escort, Highridge



Khaemba Welfare Officer, Langata Women Prison  
Murugi Lucy, (Secretary to PEC), Unit Headquarters  
Gaduve David, Police Constable, Gigiri Division  
Mwarigha Johnstone M., Police Constable., Nairobi Area  
Witava G. M., Ears Group

### **North Eastern**

Chege J. G. R., Deputy Provincial Commissioner, North Eastern  
Munyua J.K., Provincial Police Officer, North Eastern  
Okoth E. N., Provincial C.I.D. Officer, North Eastern  
Cheptot Amos, Assistant Commissioner of Police  
King'oo D. M., D/ Provincial Prisons Commander  
Mochama P. O., D/P.S.I.O.  
Oodoro S. O., D.S.I.O.  
Songok J. K., D.I.O.,  
Wakhisi F. M., C.D.T. NYS, G.M.F.V.  
Njoroge B., DO1  
Mwang P. M., Senior Superintendent of Police  
Kamindo J. K., SSP/OCPD  
Ndambuki S. M., DCIO Garissa  
Musewe G. A., SIO  
Musila M. A., Officer-In-Charge Garissa Prison  
Mohamed H. H., CIP Garissa  
Kariuki S. N., OC/P.T.C. Garissa  
Imanene J. M., Deputy DCIO Garissa  
Small George, CO(11) Prison Garissa  
Osman Bare, Administration Police Inspector Garissa  
Raye Mohamed, Administration Police Sergeant Garissa  
Kinungi J. W., Prisons Senior Sergeant Garissa  
Karanja S.N., National Youth Service Mbalambala  
Rutere J. M., Inspector of Police Law Courts Garissa  
Ahmed B. Y., AP/Inspector, Garissa  
Ibrahim Hassan Adan, A.I. S/Sergeant Garissa  
Salat Abdullahi M., Administration Police Sergeant Garissa  
Muyekho Mateche, Sergeant PP0's Office  
Muktar Idris S., Sergeant Administration Police  
Adan Abdullahi K., Sergeant PC's Office  
Hassan Y. Adan, AP/Sergeant Garissa

Abdi Nunow Ibrahim, Corporal/Driver  
Hassan Dekow, Corporal Administration Police Garissa  
Maina Isano, Corporal Administration Police  
Maisiba Christopher, Corporal Administration Police  
Said Mohamed, Corporal Administration Police Garissa  
Wabwire Simon Owalla, Corporal Garissa  
Anyang David Omondi, Corporal Garissa  
Eipa Paul, APC Garissa  
Esekon Axpard Ngitiang, Administration Police Constable, Garissa  
Jumlal James, Administration Police Constable, Garissa  
Kaptuwai Kemboi, Police Constable Garissa  
Kwamboka Martha, Warder Garissa Prison  
Lwanga Peter, Administration Police Constable  
Maruk Peter Silale, Police Constable  
Mohamed Abdi Omar, Warder Garissa Prison  
M'ikiara David Karani, Warder Provincial Prisons Headquarters  
Ogola Juliana A, Wardress, Garissa Prison  
Otieno David Erick, Warder, Provincial Prison Headquarters  
Owiti Julius Otieno, Administration Police Constable, Garissa

### **Nyanza Province**

Kaguthi Joseph, Provincial Commissioner Nyanza Province  
Kibera, District Commissioner, Homa Bay District  
Obondo Kajubi, Commissioner, Suba District  
Kiratu Wamae, District Commissioner, Siaya  
John Egesa, Commissioner, Kuria District  
Mwathe Geoffrey, Provincial Police Officer  
Basigwa Naftali O., Provincial Prisons Commander  
Ouko O., Acting District Commissioner, Kisumu  
Oguya B, District Officer  
Osewe Olga, Senior Resident Magistrate  
Omondi P.G.M., Deputy Provincial Prisons Commander  
Mburu Peter, Sergeant  
Osia, Administration Police Sergeant  
Orangwa Joseph, Corporal Administration Police  
Muriithi Martin Murimi, Police Constable  
Ojwang Stephen, Administration Police Constable  
Ingutia, Prison Warder

Walo, P.C.'s Office  
Mulako, Probation  
Ombija Nicholas, Businessman  
Surani Shiraz, Businessman  
Mehta Ramesh, Businessman  
Mangeli Francis, Businessman  
Rev. Limo  
Tuwei Vincent  
Ali Hassan M.  
Obajo

### **Rift Valley Province**

Yatich Paul, Deputy PC, Rift Valley Province, Nakuru  
Abduba John A., District Commissioner, Nakuru  
Kimurgor Stephen, District Officer, E/Ravine  
Sang F.K.A., S/DCP, Provincial Police Officer, Rift Valley Province  
Kengere Johnson, D/PPC,  
Warsame J. D., Senior Assistant Commissioner, Rift Valley  
Langat W. K., S/ACP, PCIO, Nakuru  
Matano R. L., S/ACP, Rift Valley  
Mzee Evans, Deputy Principal, NYS Gilgil  
Mohamed M. M., DOI, Turkana  
Muregi O., ACP Administration Headquarters  
Kimutai Willy, DPO, Nandi  
Ituka J. K., Senior Superintendent, Nakuru  
Kavila P. K., Senior Superintendent, OCPD's Office, Rift Valley  
Kimaiyo D. M., S.P, OCPD's Office Rift Valley  
Masereti Peter M., S.P, OCPD's Office, Rift Valley  
Muli Gideon M., Senior Superintendent, PPO's Office, Rift Valley  
Nyota John M., Superintendent, D/OCPD's Office, Rift Valley  
Buluma Ferdinand J., OCS, Rongai  
Cheruiyot J.C.A., OCS, Bondeni  
Limbu Ali H., OCS, Bahati  
Maritim John K., S.P., OCPD's Office  
Galgallo Dibo M., Chief Inspector, Nakuru  
Koech Stephen K., DCIO, Office  
Wambua David M., OCS, Menengai  
Aloo John P., OCS, Rongai

Nyawanga J. O., Chief Inspector, Nakuru  
Ocharo Stephen, Officer In Charge- Lines, Nakuru  
Musyoki J., Chief Inspector, Nakuru  
Bett Reuben K., A.P.I., Nakuru  
Kavoi J. K., Inspector, Nakuru  
Kisiri O., Inspector, Naivasha  
Ouma Moses Ogaya, Lecturer, NYS Gilgil  
Mainya Jane Bosibori, Lecturer, NYS Gilgil  
Tiyo Pessy, Lecturer, NYS Gilgil  
Onyango Patrick, Assistant Lecturer, NYS Gilgil  
Kimutai Julius Leen, Senior Sergeant, Nakuru  
Kiptoo David, Senior Sergeant A.P., Nakuru  
Gituma David G., Sergeant, Nakuru  
Ng'ang'a Simon, Sergeant, Bondeni  
Roronge James M., Senior Segeant  
Seenoi Jacinta, Sergeant, Nakuru  
Karingithi Hudson, Police Corporal, Molo  
Kitio Wilfred, Police Corporal  
Komen Joseph Arap, Police Corporal, Nakuru  
Bett Joel K., Police Corporal, Nakuru  
Jerotich Alice, Police Corporal, E/Ravine  
Karanja Joseph, Police Corporal  
Mwachia, Police Corporal  
Onzere Javan K., Police Corporal, Nakuru  
Sigilai Paul K., Police Corporal, Nakuru  
Wanyama Jackson, Police Corporal, Nakuru  
Wainoti Johnstone K., Warder, Nakuru  
Biwott John K. Warder, PPC's Office  
Kamau Cyrus K., Warder, Nakuru  
Changwony Kipchumba, Administration Police, Nakuru  
Chesang Paul, Administration Police, Nakuru  
Chesang Samuel, Administration Police Constable  
Denyo Francis, Police Constable, Molo  
Kaburu Anthony, Police Constable, Nakuru  
Kagombe Peter, Police Constable, Bahati  
Karanja K. G., Police Constable, Nakuru  
Kavua David, Police Constable, E/Ravine  
Kenga Oharo H., Police Constable, Nakuru  
Kigathi George G.; Administration Police Constable, Nakuru

Kipchumba Kuto, Police Constable, Menengai  
Kiptoo Wilson, Administration Police Constable  
Koima Francis K., Administration Police, Nakuru  
Koskei Michael, Administration Police Constable, Nakuru  
Langat Samuel, Administration Police Constable, Nakuru  
Mabumbe Mulama, Police Constable, Bondeni  
Makokha Joseph Police Constable, Bahati  
Malenje John, Police Constable, Bondeni  
Murkomen Bernard Police Constable, Nakuru  
Mutai Wilfred, Police Constable  
Mwaurah Police Constable, Molo  
Nakaa Alfred, Police Constable, Elburgon  
Ndombi Sarah, Police Constable, Nakuru  
Ngeno Joseph, Administration Police Constable  
Ngeta Stephen, Police Constable, Elburgon  
Otieno Elly, Police Constable, Nakuru  
Owaga Samson O., Police Constable, Menengai  
Salim Joseph Administration Police Constable  
Siole John Administration Police, Njoro  
Tobii Paul, Administration Police Constable  
Keter Henry, Administration Police Constable  
Njiru Protasio, Njoro  
Rotich Samuel K., Nakuru  
Bilgen Keva, Kericho  
Kibor Juliana, Nakuru  
Kiptui William, PC's Office  
Koech Jonathan, Nakuru  
Maritim Daniel K., Njoro

### **Western Province**

Mbugua Ngethe, Deputy Provincial Commissioner, Western Province  
Raburu Peter, District Commissioner Kakamega District  
Mwangi Dave, District Commissioner Vihiga District  
Kirui, District Commissioner Mt. Elgon District  
Ekuam D. E., District Commissioner, Teso District  
Mukhwana, Administrative Officer, P.C's Office  
Musau James, Provincial Police Officer Nyanza Province  
Otina D. R., Provincial Criminal Investigations Officer

Onono J. D. Assistant Commissioner of Police  
Okunda, Senior Superintendent of Police  
Obondo M, Superintendent of Police  
Opagala Evans, Inspector of Police  
Ngatia Richard, Inspector of Police  
Makhoha Vincent, Administration Police Constable  
Abongo George, Police Constable  
Musau Thomas, Police Constable  
Sifuna Benson, Administration Police Constable  
Simiyu Richard, Police Mechanic  
Ochieng, Artisan  
Waiganjo J.,Kakamega  
Ombati Kenneth  
Okunya A. S.  
Kamau S.  
Shiundu J.  
Anyango