

**ADMINISTRATIVE IMPACT OF RESTRUCTURED PROVINCIAL
ADMINISTRATION ON SELECTED ASPECTS OF MAINTENANCE OF LAW
AND ORDER IN KENYA IN 2010-2014: A CASE STUDY OF BOMET COUNTY**

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**A THESIS SUBMITTED TO THE SCHOOL OF ARTS AND SOCIAL SCIENCES,
DEPARTMENT OF SOCIAL STUDIES IN PARTIAL FULFILLMENT FOR THE
AWARD OF THE DEGREE OF MASTER OF ARTS IN PUBLIC POLICY AND
ADMINISTRATION**

MAASAI MARA UNIVERSITY

2017

DECLARATION

I declare that this is my original work and has not been presented in any other institution for any other award.

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DEDICATION

I dedicate this Thesis to my dear wife Regina and children, Victor and Juliana for their love, moral support and inclination that I complete my Masters studies.

ACKNOWLEDGEMENTS

I am grateful to my supervisors Dr. Mpuria Kindiki and (Fr.) Dr. Ambrose Rono for their invaluable guidance in writing this thesis. I also thank my lecturers at the Maasai Mara University for taking me through the course work, especially Dr. Paul Maithya who taught Research Methodology. I am also indebted to Bomet Law Courts and the Directorate of Criminal Investigation Office, Bomet for providing records of crimes and illicit brews cases, the office of the County Commissioner, Bomet for providing assorted reports and government circulars, all of which helped in building the literature review of the thesis.

Many thanks to the National Authority for Campaign against Alcohol and Drug Abuse head office Nairobi, for availing their quarterly reports on the status of alcohol and drug control in Kenya. I also thank the respective Heads of Departments in the four security services namely the Provincial Administration, the Kenya Police Service, the Administration Police Service and the National Intelligence Service in Bomet County, who were research assistants by helping in the distribution of the questionnaires to the respondents. I would like also to acknowledge the efforts of the secretary in the County Commissioner's office Bomet, Mrs. Judith Chepkoech for helping in typing the thesis.

To my dear wife Regina and children Victor and Juliana for their prayers, moral support and patience throughout my study period. Above all, I am grateful to the Almighty God for His sufficient grace during my study period.

TABLE OF CONTENTS

DECLARATION	i
DEDICATION	ii
ACKNOWLEDGEMENTS	iii
TABLE OF CONTENTS	iv
LIST OF TABLES	viii
LIST OF FIGURES	ix
LIST OF ABBREVIATIONS AND ACCRONYMS	x
ABSTRACT	xi
CHAPTER ONE	1
INTRODUCTION	1
1.1 Background of the Study.....	1
1.2 Statement of the Problem.....	6
1.3 Objectives of the Study	7
1.3.1 General Objective	7
1.3.2 Specific Objectives	7
1.4 Research Questions.....	8
1.4.1 General Question	8
1.4.2 Specific Questions	8
1.5 Significance of the Study	8
1.6 Scope of the Study	9
1.7 Limitations of the Study.....	10
1.8 Delimitations of the Study	10
1.9 Operational Definition of Terms	10
CHAPTER TWO	11
LITERATURE REVIEW	11
2.1 Introduction	11
2.2 General Review of Public Administration	11
2.3 Historical Perspective of the Provincial Administration	13
2.4 The Restructured Provincial Administration (RPA).....	16
2.5 Current Structure of the Restructured Provincial Administration (RPA).....	19

2.6 Functions and Responsibilities of County Commissioners.....	20
2.7 Formal Communication in the Restructured Provincial Administration(RPA)	21
2.8 Maintenance of Law and Order.....	22
2.8.1 Maintenance of Law and Order in Bomet County.....	25
2.8.2 Current Structure of the RPA in Bomet County.....	26
2.9 The Nature and Causes of Crimes committed before the RPA.....	27
2.9.1 The Nature and Causes of Crimes committed in Bomet County.....	32
2.10 The Frequency of Joint Security Operations on Illicit Brews in Bomet County	33
2.10.1 The Frequency of Joint Security Operations on Illicit Brews.....	36
2.11 The Duration of Response to Scenes of Crimes and Why.....	38
2.11.1 The Duration of Response to Scenes of Crimes and Why.....	41
2.12 The Frequency of Security Committees Meetings and What informed them.....	43
2.12.1 Highlights of United Nations Security Council Practice 2014.....	43
2.12.2 National Security Council in Kenya (NSC).....	45
2.12.3 The Frequency of Security Committees Meetings and What informed them.	48
2.13 Theoretical Framework.....	49
2.13.1 Introduction.....	49
2.13.2 Legitimation.....	49
2.13.3 The Theory of Legitimate Domination known as Legal-Rational Authority ..	49
2.14 Conceptual Framework.....	54
CHAPTER THREE.....	57
RESEARCH METHODOLOGY.....	57
3.1 Introduction.....	57
3.2 Research Design.....	57
3.3 Area of the Study.....	57
3.4 Study Population.....	58
3.5 Population Sampling.....	59
3.6 Sample and Sampling Procedure.....	59
3.7 Sampling Frame.....	60
3.8 Research Instruments.....	61
3.9 Instruments Validity and Reliability.....	61
3.10 Data Collection Procedure and Analysis.....	61

3.11 Ethical Considerations	62
CHAPTER FOUR.....	64
DATA ANALYSIS, INTERPRETATION AND PRESENTATION	64
4.1 Introduction	64
4.1.1 General information of the Respondents	64
4.1.2 Gender	64
4.1.3 Age dsistribution	65
4.1.4 Education level	66
4.1.5 Length in service.....	66
4.2 Administrative impact of the RPA on the selected aspects law	67
4.3 The Nature and Causes of Crimes Committed before the RPA.....	69
4.4 The Frequency of Joint Security Operations on Illicit Brews	73
4.4.1 Relation of Crimes and Illicit Brews in the period of study.....	73
4.4.2 Illicit Brews Prevalence	74
4.4.3 Frequency of Joint Security Operations on Illicit Brews	75
4.4.4 Times they did Not Conduct Joint Security Operations on Illicit Brews	77
4.4.5 Reasons for Not Conducting Joint Security Operations on Illicit Brews	78
4.5 The Duration of Response to Scenes of Crimes and Why	79
4.5.1 The Duration of Response to Scenes of Crimes.	79
4.5.2 Why it took that Duration of Response.....	81
4.5.2.1 Coordination of Response to Scenes of Crimes	82
4.5.2.2 Chain of Command in Response to Scenes of Crimes	83
4.5.2.3 Limitations to Effective Response to Scenes of Crime.....	84
4.6 The Frequency of Security Committees Meetings	85
4.6.1 Frequency of Security Committees Meetings	85
4.6.2 What Informed Security Committees Meetings before the RPA	87
CHAPTER FIVE	90
SUMMARY OF FINDINGS, CONCLUSION AND RECOMMENDATIONS ..	90
5.1 Introduction	90
5.2 Summary of Findings.....	90
5.3 Conclusion.....	92

5.4 Recommendations.....	95
5.5 Areas for Further Study	97
REFERENCES	98
Appendix I:Organizational Structure of the RPA	106
Appendix II:Geographical Map of Bomet County.....	107
Appendix III:Questionnaire	108
Appendix IV: Research Permit from NACOSTI	119
Appendix V: Research Authorisation Letter.....	120
Appendix VI: Research Authorisation Letter from ministry of interior.....	121
Appendix VII: Research Authorisation Letter from judiciary	122
Appendix VIII: Letter From The Ministry of Education.....	123

LIST OF TABLES

Table 3.1: A sampling frame.....	60
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LIST OF FIGURES

Figure 2.1: Conceptual Framework.....	55
Figure 4.1 : Gender Distribution	64
Figure 4.2 : Age Category.....	65
Figure 4.3 : Education Level.....	66
Figure 4.4: Length In Service	67
Figure 4.5: The Administrative Impact of the RPA on the selected aspects of Law .	68
Figure 4.6 : The Nature of crimes committed before and during 2010-2014	69
Figure 4.7: The main causes of crimes in Bomet county.....	71
Figure 4.8: Relation of crimes and illicit brews before and during 2010-2014.....	74
Figure 4.9: Prevalence of Illicit Brews before 2006-2010 and during 2010-2014	75
Figure 4.10: Frequency of Joint Security Operations on Illicit Brews.....	76
Figure 4.11: Times they did not conduct joint security operations on illicit brews	77
Figure 4.12: Reasons for NOT conducting joint security operations on illicit brews	78
Figure 4.13: The duration of response to scenes of crimes.....	80
Figure 4.14: Coordination of response to scenes of crimes.....	82
Figure 4.15: Chain of Command in Response to Scenes of Crimes	83
Figure 4.16 Limitations to Effective Response to Scenes of Crimes.....	84
Figure 4.17: Frequency of Security committees meetings	86
Figure 4.18:What informed security committees meetings	87

LIST OF ABBREVIATIONS AND ACCRONYMS

ACC	-	Assistant County Commissioner
CID	-	Criminal Investigation Department
DCC	-	Deputy County Commissioner
DIG	-	Deputy Inspector General
DPRTPA	-	Draft Policy on Restructuring and Transformation of Provincial Administration
ECK	-	Electoral Commission of Kenya
GJLOS	-	Governance, Justice, Law and Order Sector
IPOA	-	Independent Policing Oversight Authority
IPPG	-	Inter-Party Parliamentary Group
KANU	-	Kenya African National Union
KDF	-	Kenya Defense Forces
KSOG	-	Kenya School of Government
MDA	-	Ministries, Departments and Agencies
MICNG	-	Ministry of Interior and Coordination of National Government
NA	-	National Administration
NACADA	-	National Authority for the Campaign against Alcohol and Drug Abuse
NARC	-	National Rainbow Coalition
NIS	-	National Intelligence Service
NPSC	-	National Police Service Commission
NPS	-	National Police Service
NSC	-	National Security Council
OOP	-	Office of the President
OSAC	-	Overseas Security Advisory Council
RPA	-	Restructured Provincial Administration
RRI	-	Rapid Results Initiative
UN	-	United Nations
USA	-	United States of America

ABSTRACT

This study sought to investigate administrative impact of Restructured Provincial Administration (RPA) as independent variable on maintenance of law and order as dependent variable in Bomet County, Kenya in 2010-2014. Based on the theory of legitimate domination, it focused on four selected aspects of maintenance of law and order measured in 2006-2010 and in 2010-2014. These formed the objectives of the study and include: analysis of the nature and causes of crimes committed, establishing the frequency of joint security operations on illicit brews and reasons for not conducting them, establishing the duration of response to scenes of crimes and why and establishing the frequency of security committees meetings and what informed them. It employed a descriptive survey design, which targeted 223 security officers with a sample of 143 respondents drawn from four security agencies purposively chosen, namely the Provincial Administration, the Kenya Police Service, the Administration Police Service and the National Intelligence Service. Data was collected through a structured open and closed ended questionnaire and analysis of written records. The data was analyzed using descriptive statistics tabulated using computer Statistical Program for Social Sciences and the MS Excel. The findings were interpreted and presented in percentages and frequency graphs and charts. The findings were: that the RPA had significant negative administrative consequences on the selected aspects in 2010-2014 compared to the similar period before, the RPA contributed to increased personal, property and statutory crimes, the frequency of joint security operations on illicit brews dropped from weekly basis to monthly and need basis, the duration of response to scenes of crimes increased from minutes to hours, and that the frequency of security committees meetings increased to weekly and need basis from monthly and need basis. The new command structure in the RPA, independent security institutions, inadequate resources and entry of County government, all had negative administrative impact on the fight against crimes, the frequency of joint operations on illicit brews, the duration of response to scenes of crimes, and the frequency of security committees meetings in 2010-2014. The government should consider re-restructuring the four security agencies to overcome overlapping chain of command to enhance enforcement and coordination, establish a clear law and policy on liquor that is universal to all Counties to streamline joint operations on illicit brews, avail adequate resources to enhance response to scenes of crimes and fully operationalize Article 239 (5) of the Constitution of Kenya, 2010 to empower security committees.

CHAPTER ONE

INTRODUCTION

1.1 Background of the Study

Public administration in common practice refers to the organization and operations of the executive branch of government (Sahni and Vayunandan, 2012). It constitutes the public service that implements government policies. According to Ranney (1993), it is the obligation of any government to ensure security of its people and property and enhance socio-economic and political development. To achieve this objective, all nations whatever their system of government have a bureaucracy responsible for the administration of the internal affairs of the state and whose role and status are not political.

According to the Economic Commission for Africa (2010), in modern governance, the public service is regarded as the nerve centre of the machinery of government that implements government policies. Most administrative systems in the world today are structured on Weberian theory of bureaucracy. An administrative system of a country depends on a variety of factors including historical experiences, social, cultural and political environments.

Kenya at independence in 1963 inherited a system of administration called Provincial Administration (PA) from the British colonial government. It was a 'top down' system of administration with its headquarters at the Office of the President and cascaded to all parts of the country. It comprised of the Provincial Commissioner heading a province, the District Commissioner heading a district, the District Officer heading a division, the Chief and the Assistant Chief heading a location and a sub location respectively, up to the village elders (Bagaka, 2011 & Republic of Kenya, 2014). A key function of the Provincial Administration before and after independence was maintenance of law and order.

The structure of the PA also comprised of other security agents namely the Administration Police (AP), the Kenya Police (KP) and the Special Branch. These were the enforcement wing of the Provincial Administration. The Kenya Police structure followed that of the PA from top to bottom, while the Administration Police worked under the direct command of the provincial administrators. This was provided

for in the Administration Police Act Chapter 85 Laws of Kenya and the Chiefs Authority Act Chapter 128, both of which are repealed. According to Mbuba and Mugambi (2011), these agencies worked as one intact team in implementing security matters under the District Security Intelligence Committee (DSIC) chaired by the District Commissioner. The armed wing executed the decisions of the DSIC without citing operational independence.

As personal representatives of the President at the local levels, the provincial administrators exercised upward accountability as they followed orders of their seniors without question even when those orders were detrimental to the public interest (Bagaka, 2011). The executive exploited this upward accountability mechanism for political reasons especially during the one party, Kenya African National Union (KANU) rule in Kenya. Consequently, the institution was regarded as repressive and unresponsive to peoples' needs and advancing bad governance.

However, institutional reforms have been implemented over the years to transform the PA to an effective agency of government that adheres to the rule of law and good governance (Republic of Kenya, 2014). These reforms include the 1997 Inter- Parties Parliamentary Group (IPPG) resolutions, the Governance, Justice, Law and Order Sector (GJLOS) reforms of 2002, and the new Constitution of Kenya, 2010 that restructured the Provincial Administration to the RPA.

Restructuring of the PA has been done in Bomet County just like in any other part of the country in 2010-2014, pursuant to Section 17 of the Sixth Schedule of the Constitution of Kenya, 2010. According to the Republic of Kenya (2015), restructuring involved reorganization of the PA in terms of its functions, administrative procedures, institutional, policy and legislative frameworks. However, the meaning of restructuring the PA elicited a lot of public debate because of different interpretations given to it by various interested parties. Some interpreted it to mean 'scrapping', 'abolition' or 'disbanding' Provincial Administration. Others held the view that restructuring entails reorganizing the Provincial Administration to place it under the County government so that provincial administrators report directly to the Governors to avoid a situation of parallel system of administration at the County level.

In Bomet County, this latter interpretation largely came to the fore more than in any other part of the country because of the fact that Bomet County was the first one to host the Chairman of the Council of Governors for two years consecutively in 2013-2015. The management and coordination of security and other national government functions were increasingly constrained by the politics of devolution in Bomet County which, apparently was indifferent to the PA in its restructured form and the security agencies also seemed entrenched in the confusion. According to reports from the Bomet County Commissioner's office (2013), the Chiefs were reporting that the APs had refused to take orders from them, citing their operational independence from the new constitutional order. The working relationship among the Administration Police Service (APS), the Kenya Police Service (KPS), the Provincial Administration and the National Intelligence Service (NIS) continued to expose rifts with dire consequences on the management of maintenance of law and order. Such was the situation that on 20th October, 2013, the Bomet County Commissioner and the Governor held Mashujaa Day celebrations in separate venues (Makiche and Obala,2013). Have anyone thought of the intended effects of restructuring the PA on the management of security agents as a core function of the national government in the Counties?

The enforcement of law and order in the locations weakened with the Chiefs reporting unusual working relationship with the APs and crime incidences being reported more often than before. This is corroborated by the Bomet Criminal Investigations Department reports and the Bomet Law Courts records (2010-2014). Analysis of the crime trends, especially those related to illicit brews and domestic issues in the County were increasing during restructuring of the PA in 2010-2014.

While this was happening in Bomet County, it seemed the problem was also witnessed in other regions. This is evident in the government's action to summon a countywide security meeting at the Kenya School of Government (KSOG) on 20th, November, 2013, apparently to address the challenges. The meeting was attended by all the County Commissioners, all the APS and KPS commanders, the Inspector-General of police and the NIS Director-General. It was presided over by the Cabinet Secretary, Ministry of Interior and Coordination of National Government, Joseph Ole

Lenku and his Principal Secretary. After the meeting, it was reported in the media that ‘Lenku Tells APs to obey Chiefs’ Order’ (Njoka, 2013), and that ‘Lenku order baffling’, (The Sunday Nation, 24th November 2013: Editorial pp. 12 Vol. No.18924), to mention, but a few. However, all these scenarios indicate a dawn of confusion in the management of maintenance of law and order, especially at the lower levels of administration.

What then could have happened after restructuring the PA? Have the RPA achieved the intended effects of restructuring in regard to the maintenance of law and order in 2010-2014? According to March and Olsen (2008), contemporary theories seem to have limitations in achieving the intended effects of restructuring public institutions. They argue that most of these theories assume that the mix of rules, routines, norms and identities that describe institutions change over time in response to historical experience. But in fact, most modern democracies seem to have limited capacity for institutional design and reform and in particular for achieving intended effects of reorganization. However, Lufunyo (2013) argue that in any society, public sector reforms on service delivery keep on changing based on the circumstances at hand and the goal to be achieved with those reforms. Have the RPA then achieved the goal of improved management of maintenance of law and order in Bomet County in 2010-2014?

What have been the administrative impact of the changed command structure (as routines and norms) for instance, among the four security agencies (the PA, the KPS, the APS and the NIS) on selected aspects of maintenance of law and order? Have the new design of the RPA and the independent police institutions had administrative impact on the maintenance of law and order in Bomet County, Kenya in 2010-2014?

These questions are perplexing because, despite restructuring the Provincial Administration in 2010-2014 to improve maintenance of law and order, Kenya experienced increased intensity of lawlessness and insecurity. For instance, according to the Kenya National Commission on Human Rights report (KNCHR, 2014), there was loss of lives and property in the Tana River massacre in 2012; the Westgate Mall terror attack in 2013; the Mpeketoni terror attack in 2014; Baragoi security officers deaths in 2012; Mandera terror attack in 2014 and a case where over one hundred

people died due to consumption of illicit brews in 2014 across several Counties, among many other incidences.

In Bomet County in 2010-2014, security reports indicated an upsurge of crimes and imminent gaps in the management of security services by the Provincial Administration and conflicts with the County government in as far as the management of national security services was concerned (Bomet County Commissioner's office, 2014).

As Hughes (2012) argues, reform is undertaken with the aim of improvement, but there has been so much reform, so much change that management capacity has not improved very much. Any process of change involves winners and losers, and among the losers might have been some valued parts of the traditional model of administration. Could restructuring the pillars of national security have left behind some valued parts of the former Provincial Administration in regard to maintenance of law and order?

It is against this background that this study conceptualized restructuring the PA as the problem in regard to the delivery of maintenance of law and order in Bomet County in 2010-2014. The main objective of the study was to investigate the administrative impact of the RPA on four selected aspects of maintenance of law and order in the County in 2010-2014. The four selected aspects formed the specific objectives of the study and were measured over a period of eight years, four years before restructuring the PA in 2006-2010 and four years in 2010-2014.

These include: examining the nature and causes of crimes committed in Bomet County before the RPA in 2006-2010 and during 2010-2014, establishing the frequency of joint security operations on illicit brews and reasons for not conducting them, establishing the duration of response to scenes of crimes and why and finally, establishing the frequency of security committees meetings and what informed them in these two periods. It was therefore, imperative for the study to achieve these objectives by seeking answer to the question: What have been the administrative impact of the RPA on the selected aspects of maintenance of law and order in Bomet County, in 2010-2014?

The scope of the study is limited to establishing the administrative impact of the RPA these selected aspects of the maintenance of law and order in Bomet County, Kenya in 2010-2014 and to the four security agencies.

1.2 Statement of the Problem

Bagaka (2011) has highlighted that under the new Constitution of Kenya 2010, the Provincial Administration will play complex and indispensable administrative roles than ever before. These include among others, management of national security services in the Counties. The new constitution has introduced major changes in the management of public affairs, some of which have ramifications on national security. Among these changes include, introduction of a duo-layered governance structure (National and County governments), comprehensive police reforms and restructuring of the Provincial Administration to align it with the County governments (Republic of Kenya, 2015).

Restructuring of the PA is a new phenomenon in Kenya and has been implemented in 2010-2014, pursuant to Section 17 of the Sixth Schedule of the Constitution of Kenya, 2010. The meaning and scope of restructuring the PA elicited a lot of public debate because of different interpretations given to it by various interested parties. Despite restructuring the Provincial Administration in order to improve delivery of the national government functions including maintenance of law and order, lawlessness and insecurity continued to be witnessed in many parts of Kenya. Similarly, restructuring the Provincial Administration in 2010-2014 to improve maintenance of law and order, rifts and confusion among the security agencies continued to be witnessed in Bomet County with dire consequences on increase in crimes. The Kenya National Commission on Human Rights, KNCHR (2014) report has been cited in the preceding background of this study to that effect. Also, according to the Security Research and Information Centre, SRIC (2014), crime in 2012 and 2013 rose by 5 percent from 41 percent recorded in 2011/2013 to 46.6 percent, while the people reporting crime had dropped to 38 percent in 2012/2013 from 51 percent recorded in 2011/2012.

In 2010-2014, a lot of public outcry concerning management of security services dominated the news across Kenya. Some of the headlines and editorial opinions in the

dailies for example include: “Is military intervention a solution to escalating lawlessness across Kenya?” (Gaitho, 2014); “Mend rift between AP, Regular police officers” (Editorial, 2014); “Emasculating national security services has been to our detriment” (Njoka, 2014); “Lenku tells Aps to obey Chiefs’ order” (Ombati, 2013); “Police officers snub Chiefs, DCs” (Ombati, 2013); “Police wrangles fuelling insecurity” (Muchiri, 2014); “Many police commanders threat to national security” (Okoth, 2014) and “How Provincial Administration is key in Security” (Opalo, 2014). These are, but few public expressions that demonstrated that maintenance of law and order was at stake and therefore, a need to investigate how restructuring the Provincial Administration have impacted on the maintenance of law and order.

In Bomet County in 2010-2014, security reports indicated an upsurge of crimes and imminent gaps in the management of security services by the Provincial Administration and conflicts with the County government in as far as the management of national security services was concerned (Bomet County Commissioner’s office, 2014). Crime trends were on the increase in the period under study. For instance, crimes filed in the year 2009-2010 were 1520 cases, those filed in the period between the years 2010-2011 were 1120 cases, in 2010 a total of 1164 cases were filed. In 2012 a total of 937 cases, in 2013 a total of 1252 cases and in 2014 a total of 1370 cases (Bomet Law Courts, 2015). Why then, despite restructuring the PA to improve delivery of the national government services, maintenance of law and order was at stake in Bomet County, in 2010-2014?

1.3 Objectives of the Study

1.3.1 General Objective

The general objective of this study was to establish administrative impact of the RPA on selected aspects of maintenance of law and order in Bomet County, Kenya in 2010-2014.

1.3.2 Specific Objectives

The study sought to address the following objectives.

- i. To examine the nature and causes of crimes committed in Bomet County before the RPA in 2006-2010 and during 2010-2014.

- ii. To establish the frequency of joint security operations on illicit brews and reasons for not conducting them in Bomet County before the RPA in 2006-2010 and during 2010-2014.
- iii. To establish the duration of response to scenes of crimes and why by the security agencies in Bomet County before the RPA in 2006-2010 and during 2010-2014.
- iv. To establish the frequency of security committees meetings and what informed them in Bomet County before the RPA in 2006-2010 and during 2010-2014.

1.4 Research Questions

The research sought to address the following research questions.

1.4.1 General Question

What have been the administrative impact of the Restructured Provincial Administration (RPA) on the selected aspects of maintenance of law and order in Bomet County, Kenya in 2010-2014?

1.4.2 Specific Questions

- i. What was the nature and causes of crimes committed in Bomet County before the RPA in 2006-2010 and during 2010-2014?
- ii. What was the frequency of joint security operations on illicit brews and reasons for not conducting them in Bomet County before the RPA in 2006-2010 and during 2010-2014?
- iii. What was the duration of response to scenes of crimes and why by the security agencies in Bomet County before the RPA in 2006-2010 and during 2010-2014?
- iv. What was the frequency of security committees meetings and what informed them in Bomet County before the RPA in 2006-2010 and during 2010-2014?

1.5 Significance of the Study

The study of the administrative impact of the RPA on selected aspects of maintenance of law and order is critical during 2010-2014 when Kenya passed a new constitution which among other reforms, required restructuring of the Provincial Administration within five years after the effective date to align it with the County governments. The study findings would be of significance to the law enforcement agencies in enhancing

their delivery of the selected aspects of the maintenance of law and order and in streamlining their operations, especially during this time when Kenya witnessed several incidences of insecurity and lawlessness. The study findings would also be useful to other civil servants in appreciating the RPA in the new constitutional dispensation, hence foster inter-linkages in regard to the maintenance of law and order.

The local community and the general public would benefit from the study findings in understanding and appreciating the new role of the RPA in the delivery of the maintenance of law and order under the new constitution. The study findings may also be useful to the government and the policy makers in reviewing laws and policies regarding the management of security services in Kenya, with a view to developing new strategies to combat emerging administrative and security challenges. Finally, the study findings would form a basis for further research in this new institution of the Restructured Provincial Administration.

1.6 Scope of the Study

The study was done in Bomet County which is one of the 47 Counties in Kenya. The County's demographic information, agricultural productivity, good road networks, neighboring Counties crime statistics in 2006-2010 and during 2010-2014, the restructuring of the Provincial Administration and the onset of the County government of Bomet which hosted the first Chairman of the Council of Governors (2013-2015), all made the study of the administrative impact of the Restructured Provincial Administration on the selected aspects of the maintenance of law and order appropriate. These factors were necessary for occurrence of crimes, hence a case study of the County. The scope of the study was limited to establishing the administrative impact of the RPA on the selected aspects of the maintenance of law and order in Bomet County before the RPA in 2006-2010 and during 2010-2014. The scope covered only four security agencies namely, the Provincial Administration (PA), the Kenya Police Service (KPS), the Administration Police Service (APS) and the National Intelligence Service (NIS) in Bomet County. This allowed adequate and intensive data collection.

1.7 Limitations of the Study

The sensitivity of the study topic and the fear of reprisals of the security agents in divulging information was a limitation to the study. It was also limited to the sampling method used which was purposive, yet it has challenges of biasness.

1.8 Delimitations of the Study

To overcome the limitations, the researcher assured the four security agencies on the confidentiality of their information and that the study was for academic purposes only. The researcher focused on them as key informants since they had experience in the delivery of the maintenance of law and order and were conversant with the restructuring of the Provincial Administration.

1.9 Operational Definition of Terms

Operational definition of terms involved defining all the variables of the study and those terms that may have different meaning to various people, and defining the terms as they are used in this research. The following terms were used in this study:

Nature of crimes-refers to the categories or attributes of crimes prohibited by established laws or customs

Duration of response to scenes of crimes- time taken by the security agencies to react or visit scenes of crimes;

Frequency of security meetings- how often security meetings were held by the security agencies;

Illicit brew- unlawful liquor brewed and/or taken for intoxication;

Joint security operations- collective and cooperative security activities to crackdown illicit brews by the security agencies;

Maintenance of law and order- continuing the established social system and the rules binding the community;

Restructured Provincial Administration (RPA)- reorganized structure, functions, administrative procedures, policy and legislative frameworks of the Provincial Administration;

Security agencies- government departments that deal with the maintenance of law and order.

CHAPTER TWO

LITERATURE REVIEW

2.1 Introduction

This chapter will review the literature related to the public administration in which the RPA falls and on the selected aspects of maintenance of law and order from a general perspective to a specific focus in Bomet County. It aims at getting an in-depth knowledge of the theoretical and empirical aspects that have been written in regard to the research topic with a view to identifying a knowledge gap that the research intends to fill. It will give a general review of the variables involved and end by giving a critical review of the administrative role of the RPA on the maintenance of law and order.

2.2 General Review of Public Administration

Sahni and Vayunandan (2012) define public administration as the implementation and enforcement of government policies. By common usage and practice, the scope of public administration is restricted to the organization and operations of the executive branch of the government. It can be viewed as a product of certain evolutionary processes and the true nature and functioning of public administration can be understood against the background of traditional administration in various societies.

For instance, these scholars argue that since time immemorial, the functioning of the machinery of government has been reflected in the history of Western political thought. These include Plato's *The Republic*, Aristotle's *Politics* and Machiavelli's *The Prince* which have contributed a lot to both political and administrative thought.

The term public administration came into use in the 17th century and was put to effect in its contemporary sense notably by George Washington, Alexander Hamilton, Thomas Jefferson and others towards the end of the 18th century (The first use of the term that has come to the attention in French literature was in 1812 in the third edition of a work by Charles-Jean Bonnin, *Principes P' Administrative Publique*. Noted in 5, *Public Administration Review*, 1945) (Sahni & Vayunandan, 2012). According to the literature available, in every society, public administration began with its main focus on the performance of activities like maintenance of law and order, defence and others.

In the USA, public administration refers to the organization, personnel, practices and procedures essential to effective performance of the civilian functions assigned to the executive branch of the government. Administrative systems have existed in ancient societies. For example, in ancient Egyptian Empire in 1300 B.C, there existed recognizable system of large scale administration. The Ottoman Empire under Suliman, the magnificent (AD 1520-66), had highly perfected system of civic service, although it was based on a mixed christian and mohammedan caste system (Singh, 1998).

According to Singh (1998), in India, most of the ancient administration was based on religious Hinduism practices. However, the village was the basic administrative unit before the advent of the Portuguese, French and British invasion in India in the 16th century. The British rule in India changed the Indian history by developing administration that helped their control of the country and collection of revenue to advance their interests.

In pre-colonial African states, the administrative system was typically centralized and unitary in framework before the colonial era (Tordoff, 2002). During colonial rule in Africa in the last quarter of the 19th century, both the Anglophone (British) and the Francophone (French) colonial administration were bureaucratic in nature which was later adopted by the post-colonial African states with only slight modifications. In Ghana for example, Africa's first country to gain independence from Britain in 1957, the executive is responsible for both determining and implementing government policy. The president is the head of the executive and commander-in-chief of the armed forces (Kuzu, 2010). In Kenya, the administrative system is a presidential unitary government whose sovereign power is exercised directly by the people of Kenya through the democratically elected representatives at the national and county levels. (Republic of Kenya, 2010).

The independent African states inherited from their colonial masters a civil service structure, rules, procedures and regulations. Almost everywhere in Sub-Saharan Africa, the civil service retained both its hierarchical structure and elite status inherited from the colonial era. While particular features of the inherited bureaucracy might have to be modified in developing countries, bureaucracy should in the absence

of 'clear viable alternatives' be adapted to the changed circumstances of independence rather than replaced by an entirely alien administrative system (Tordoff, 2002).

In the post-colonial era in Africa, the inherited administrative machinery was a tool of the political leadership. As Hyden, Court & Mease (2004) point out, how bureaucracy is structured and how it relates to the political leadership have been issues of great significance to academics and practitioners alike since Max Weber. Bureaucracies should be viewed in the context not only of policy implementation, but also of governance since its rules and procedures tend to have an influence on how the people perceive the political system at large. This is because many contacts that citizens have with the government are with first-level bureaucrats responsible for processing requests for services and assistance. At independence in 1963, Kenya retained the system of administration called Provincial Administration which was an outfit from the British colonial government. It is imperative to look at the historical evolution of this institution of public administration.

2.3 Historical Perspective of the Provincial Administration

The Provincial Administration is known for its historical background, immense administrative functions and organizational structure. It traces its origin to the advent of colonialism and British rule in Kenya. The British government ruled its colonies through indirect rule by using various Ordinances. According to the Republic of Kenya (2014), the Village Headmen Ordinance of 1902 provided for the appointment of official Headmen in charge of villages and responsible for maintenance of order, repairing roads and determining petty native cases. The chief, then known as the village headman was the prime instrument of the District Commissioner, then known as regional agents, for the disposal of colonial government business.

The Local Native Councils (LNCS) were established in 1924 and played an advisory role to the District Commissioner, levied taxes and made by-laws for agriculture and education sectors. Also put in place were the African Tribunal Courts, whose main function was to adjudicate disputes under customary law. The District Commissioner served as the court of appeal for the tribunal. In 1937, the Native Authority Ordinance gave chiefs additional mandate to control manufacture of liquor, prevention of spread

of animal diseases and plant pests, control of water supplies and regulation of grazing and cutting of trees. The chiefs were the main executive agency for furthering the activities of the government as a whole (DPRTPA, 2014).

The Provincial Administration was introduced to ensure that colonial laws and policies were enforced. The main functions were to collect taxes, maintenance of law and order and pacification of the natives in the colony. It also provided judicial services and participated in legislative matters in the local authorities. However, the mandate has been widened to include development coordination over and above the maintenance of law and order.

After Kenya gained independence in 1963, a deliberate effort was made to expand the native administrative system which comprised of Chiefs and Headmen in the Provincial Administration. The African Provincial Commissioners, District Commissioners, and District Officers were appointed to represent the presidency as a symbol of national unity and its executive authority throughout the Republic. Executive Order No. 1 of 1965 further expanded the mandate of the Provincial Administration to include precedence in matters of maintenance of law and order, coordination of government functions and implementation of government programs and policies. According to the Draft Policy on Restructuring and Transformation of Provincial Administration, DPRTPA (2014) Provincial Administration has been reformed to remove the colonial mentality and made to conform to the needs of the current society. This has been made possible through trainings and seminars and attitude change and good governance .

The function of the maintenance of law and order by the Provincial Administration during and after independence was clearly stipulated in the Chiefs Act Chapter 128 Laws of Kenya (now repealed). According to Bagaka (2011), the department also performed other functions such as coordination of central government policies and development programmes at the local level, interpretation and dissemination of government policies, being a link between the central government and the people and offering alternative disputes resolution. As personal representatives of the President at the local levels, the provincial administrators exercised upward accountability as they

followed orders of their seniors without question even when those orders were detrimental to the public interest.

This upward accountability mechanism was exploited by the executive to suppress those opposed to its policies and programmes. For example, before the establishment of the defunct Electoral Commission of Kenya (ECK) in 1992, the Provincial Administration was used to conduct elections, license political parties and apprehend wrong doers. In the eye of an ordinary Kenyan, the history of the provincial administrators personifies repression, dictatorship, impunity and authoritarianism (Bagaka, 2011). In post-colonial Kenya, the system of Provincial Administration was abused especially during the single party system of government. The relation between the Provincial Administration and the ruling party Kenya African National Union (KANU) was symbiotic and therefore performed functions that were furtherance of political interests.

However, over the years, various reform initiatives have been undertaken to make the Provincial Administration a professional institution that adheres to the rule of law and good governance. According to the Republic of Kenya (2014), as the clamor for multipartism and democracy gained momentum in the early 1990s, calls for limiting the influence of the Provincial Administration system in political affairs of the country increased. Consequently, the government acceded to the Inter-Party Parliamentary Group (IPPG) in 1997 in which certain laws that underpinned the Provincial Administration were amended.

After the 2002 general elections and the National Rainbow Coalition (NARC) government took over power, the new administration embarked on a reform agenda of government institutions. The thinking was that most government institutions had become moribund and unresponsive and were no longer serving the Kenyan people. The government, therefore, initiated a comprehensive reform programme known as Governance, Justice, Law and Order Sector (GJLOS) whose objective was to improve service delivery to the public (Republic of Kenya, 2014).

In the Provincial Administration, the GJLOS targeted the Administrative Officers, Chiefs and Assistant Chiefs. The reforms had a substantial impact in transforming the

institution of the Provincial Administration. For example, a survey done in 2006 by the GJLOS showed that the office of the chief was the most improved in terms of service delivery with over 70 percent of civil disputes arbitrated by the Provincial Administration (Republic of Kenya, 2014). Yet, despite this, as Bagaka (2011) points out, the Proposed Constitution of Kenya 2005, wanted the Provincial Administration system to be scrapped, but Kenyans overwhelmingly rejected the proposal and instead voted to retain it in a restructured form in the new Constitution of Kenya, 2010.

2.4 The Restructured Provincial Administration (RPA)

In August, 27th 2010, Kenya passed a new Constitution which brought a lot of changes in the structure and working of the government. Article 6 (1) of the new Constitution of Kenya, 2010 divides the territory of Kenya into 47 Counties as specified in the First Schedule, consequently phasing out provinces as units of administration. The Sixth Schedule of the Constitution of Kenya, 2010 Section 17 requires that within five years after the effective date, the national government shall restructure the system of administration commonly known as the Provincial Administration to accord with and respect the system of devolved government established under the constitution.

To enhance co-ordination and management of National Government functions in the Counties, the President through the Executive Order No. 3/2014, delegated power and authority to County Commissioners to direct and co-ordinate security and all other National Government functions at the County level (Republic of Kenya, 2015).

The former Provincial Administration has been restructured to National Administration with its headquarters at the Office of the President (OOP) in Nairobi and cascaded to all parts of the country. The department in the Ministry of Interior and Coordination of National Government (formerly the Ministry of Provincial Administration and Internal Security) has been restructured to have Regional Coordinators formerly Provincial Commissioners heading regions; County Commissioners heading Counties; Deputy County Commissioners formerly District Commissioners heading Sub-counties (formerly districts); Assistant County Commissioners (ACCs) formerly District Officers heading Divisions (now wards)

and Chiefs and Assistant Chiefs heading Locations and Sub-locations respectively, upto the villages headed by the Village Headpersons (Republic of Kenya, 2013).

According to the Ministry of Interior and Coordination of National Government (2014), the RPA oversees the administration, development and security of 8 Regions; 47 Counties; 289 Sub-counties; 476 Divisions; 2516 Locations and 6841 Sub-locations as well as other Administrative Officers seconded to line ministries at the headquarters. It is a key institution because of its wide reach and visibility in the country. As stipulated in the Republic of Kenya(2013), the functions of the field Administrative Officers include but not limited to: Coordination of the national government functions, public programmes and activities in the field; maintenance of law and order, mobilization of resources for community development, coordination of state and official functions, management of security agents in the field, promotion of good governance, promotion of statehood and nationhood and peace building and conflict resolution. Furthermore, the Draft Policy on Restructuring and Transformation of Provincial Administration (2014), in the Ministry's Medium Term Plan 2013-2017, envisages transforming the RPA to an effective agency of government in the coordination of delivery of national government services.

According to the Annual Report to Parliament on the state of National Security by H.E the President Uhuru Kenyatta (2015), Kenya is in the 4th year of implementing a new Constitution, which introduced major changes in the management of public affairs, some of which have ramifications on national security. Among these changes include introduction of two levels of government (devolution), which are distinct and interdependent (National and County governments); comprehensive police reforms which saw the enactment of various legislations and establishment of new institutions such as National Police Service (NPS), the National Police Service Commission (NPSC) and the Independent Policing Oversight Authority (IPOA) and restructuring of the Provincial Administration to align it to the devolved structure of government (Republic of Kenya, 2015).

However, in the year 2014, Kenya faced a myriad of security challenges among them terrorism, radicalization or violent extremism, ethnic and inter- communal conflicts, organized crime, regional instability, proliferation of small arms and light weapons,

cyber-crime, contrabands and smuggling of goods, illicit brews menace and drug trafficking, poaching, road safety and refugees issues among others (Republic of Kenya, 2015). To address these challenges, the Government adopted multi-sectorial interventions to improve national security which include: coordination of National Government functions, implementation of police reforms, and review of security legislations among others. According to the Republic of Kenya (2015), in May 2014, the President issued Executive Order No. 3/2014 on strengthening of the National Government Co-ordination Function at the County level, delegating the power to direct and co-ordinate the National Government functions to County Commissioners. What administrative consequences does reorganization of these security institutions have on maintenance of law and order?

According to H.E the President Uhuru Kenyatta, this order has realized the intended objective by improving co-ordination of National Government business in the Counties and created synergy, teamwork and a sense of shared responsibility in service delivery to citizens. In particular, the Executive Order No. 3/2014 provides for the roles and responsibilities of County Commissioners in co-coordinating National Government functions in the Counties. But has this role been effectively implemented by the County Commissioners in the management of the security agents and maintenance of law and order in the Counties in 2010-2014? What, for instance, have been the administrative impact of the RPA on selected aspects of maintenance of law and order in Bomet County in 2010-2014?

The previous literature on restructuring government institutions to improve service delivery to citizens point to having institutional and social effects on the management aspects of the institutions. For instance, Bangura, (2000) on Public Sector Restructuring, argues that the most comprehensive reforms on efficiency on service delivery are in Organization for Economic Cooperation and Development (OECD) countries, with Australia, New Zealand and the United Kingdom as the lead reformers. According to this author, restructuring government institutions is expected to have administrative impacts on the services delivered and should build on the strengths of the institution to better the services.

Restructuring the Provincial Administration in Kenya as required by the Sixth Schedule, Section 17 of the Constitution of Kenya 2010 has been a subject of public domain since the promulgation of the Constitution in August 27th, 2010. This is because of the different interpretations given to it by different parties. Some interpreted restructuring to mean ‘scapping’, ‘abolition’ of the Provincial Administration, while others understood it to mean reorganizing the Provincial Administration to have the officers report to the Governors to avoid a parallel administration in the Counties. However, according to the Ministry of Interior and Coordination of National Government Report on Restructuring and Transformation of Provincial Administration(2015), restructuring entails reorganization of Provincial Administration in terms of its functions, administrative procedures, institutional, policy and legislative frameworks, with the overall aim of aligning it to the Counties to continue coordinating security and other national government functions.

The interpretation to have the PA reorganized to report to the Governors was more pronounced in Bomet County with the first Chaiman of the Council of Governors spearheading the interpretation of the restructuring of the Provincial Administration with total indifference to its operations in the devolved governments. This ensuing confusion and imminent gaps in the management of security agencies by the PA, with some security agencies apparently entrenched in the misinterpretation of restructuring the PA prompted conceptualization of the topic of this study. What have been the administrative consequences of the RPA on selected aspects of the maintenance of law and order in Bomet County, Kenya in 2010-2014?

2.5 Current Structure of the Restructured Provincial Administration (RPA)

The RPA has established the Regional Coordinators in charge of regions (formerly provinces), County Commissioners heading Counties, Deputy County Commissioners (DCCs) heading Sub-Counties (formerly districts), Assistant County Commissioners (ACCs) (formerly DOs) heading divisions (now wards), the Chiefs and Assistant Chiefs heading the locations and sub- locations respectively, and the villages headed by Village Headpersons (Republic of Kenya, 2013).

The RPA further established independent institutions of the NPS, putting the command of both the Administration police and the Kenya police under the IG and

two DIGs (Republic of Kenya, 2011). Moreover, the restructuring created the National Police Service Commission (NPSC) and the Independent Policing Oversight Authority (IPOA). This reorganization shifted the direct command of the Administration police from the Provincial Administration to the Inspector-General and the Deputy Inspector General. Could this change of direct command of the APS from the PA to the DIG have administrative impact on the management of maintenance of law and order?

Nonetheless, the overall management of the security services in the Counties is done by the Provincial Administration (RPA) (Republic of Kenya, 2014). It was imperative, therefore, for this study to investigate the administrative impact of the RPA on the selected aspects of the maintenance of law and order in Bomet County, Kenya, in 2010-2014.

2.6 Functions and Responsibilities of County Commissioners

The core functions of the RPA as outlined in the National Government Coordination Act, (2013) are: coordination of national government functions and service delivery, maintenance of law and order, coordination of national security, spearheading campaign against alcohol and drug abuse, facilitation of alternative dispute resolution, peace building and conflict resolution, identification of persons for national registration, promotion of cohesion and national integration, promotion of nationhood and statehood, facilitation of state and official visits, facilitation of national days and representation of the Presidency in the field (Republic of Kenya, 2013).

Bagaka (2011) has also highlighted on these functions and responsibilities. They have also been enhanced in the Executive Order No.3/2014 and the Republic of Kenya (2015) as follows: directing and coordinating the functions of the National Government at the County level which include chairing the County Security and Intelligence Committees (CSIC) to enhance peace, security and the rule of law, supervision and coordination of performance of National Government departments and functions as outlined by the Fourth Schedule of the constitution, promotion of cohesion, integration and patriotism to enhance peace and national unity, coordination of disaster management in the county where the National Government is required to respond, promotion of good governance, accountability and participation of the

people in the implementation of National Government programmes for sustainable development.

However, since the promulgation of the new constitution of Kenya in August 2010 and the subsequent reorganization of the Provincial Administration, the administrative impact of the RPA on selected aspects of maintenance of law and order has not been studied. Hence, the purpose of this study fill the knowledge gap by investigating the administrative impact of the RPA on the selected aspects of the maintenance of law and order in Bomet County, Kenya in 2010-2014.

2.7 Formal Communication in the Restructured Provincial Administration(RPA)

According to the Kenya School of Government, KSOG (2013), communication is the process by which information is transmitted between individuals and organizations so that an understanding response results. Administrative communication is a process which involves the transmission and accurate replication of ideas by feedback for the purpose of eliciting actions which will accomplish organizational goals. The type of communication used in the RPA is formal communication. This follows the established channels of communication within the organizational structure (internal communication) or with outside public (external). Internal communication is either vertical or horizontal.

Vertical communication flows vertically upwards or downwards among the organizational hierarchy from the superiors to subordinates and vice versa. Horizontal communication flows laterally between staff at the same level of the organizational hierarchy and is important for consultation and coordination. Directives, policies and procedures and any other important information are communicated from superiors to subordinates (MICNG, 2015).

This is illustrated by the Organizational Structure of the RPA on Appendix (I). Various forms of communication in the RPA are: letters, circulars, memos, reports, manuals, journals, directives, policies and Acts of parliament. Also, upward communication is the channel through which information, complaints, suggestions, ideas, and reports on progress from sub-ordinates flows to the superiors (KSOG, 2013). Formal communication is very critical in the coordination of the maintenance

of law and order. The RPA has reorganized the channels of formal communication which have impact on the coordination, command and management of the delivery of the maintenance of law and order. Have the changed command structure and establishment of independent security institutions had administrative impact on the delivery of the selected aspects of the maintenance of law and order in Bomet County, Kenya in 2010-2014.

2.8 Maintenance of Law and Order

Thomas Hobbes, a renowned philosopher in his work called *'Leviathan'* traces the origin of society to what he called the 'Original State of Nature'. The State of Nature according to Hobbes exists when individuals live in a condition in which law and government are absent. Without law and government to restrain individuals, they would be free to use violent means to satisfy their immediate needs and wants and would continually subdue others in order to maintain dominance over them (Morrison, 2006).

The essence of law and government (or order) in any society, therefore, is to secure peace and safety of the people and their property. Otherwise in a State of Nature, individuals would be subjected to violent attacks from others because everyone is free to use physical force to satisfy their needs and wants. Thus, the foremost reason why individuals contracted out of nature and into the formation of a society and thus a government is to ensure that there is law and order and thus security for their lives and property. The precondition for a secure society is thus the maintenance of law and order. The individuals form a society by placing common rule at the disposal of a ruler who is capable of restraining them all.

Due to pervasiveness of social disorder and the elusive nature of crime in general (Mbuba and Mugambi, 2011), it is important to examine the maintenance of law and order function of the government as a prerequisite to security in Kenya. According to Kenya 2014 Crime and Safety Report by Overseas Security Advisory Council (OSAC), the Kenya Police Service is almost solely a reactive force and demonstrates moderate proactive law enforcement techniques or efforts to deter or investigate crime. Yet, law and order are the first bricks to lay in the foundation of civilized states (Ahamednasir, 2014).

The maintenance of law and order involves the aspect of policing. According to Encyclopedia Britannica (2014), policing is a deliberate undertaking to enforce common standards within a community and to protect it from internal predators. The word 'police' is derived from the Greek 'polis' meaning "city", reflecting the fact that protopolice were essentially creatures of the city. The activity of policing is much older than the creation of a specialized armed police devoted to doing the task by thousands of years.

In the United States of America and the United Kingdom, crime, riots and other public disturbances increased as these societies became less rural and agrarian and more urban and industrialized. For example, the first police department in the USA was established in New York in 1844, followed later in New Orleans in 1852 and Boston and Philadelphia in 1854. All these were models of England's Metropolitan Police organized in a quasi-military command structure. Their main task was the prevention of crime and disorder besides providing other wide array of public services (Encyclopedia Britannica, 2014).

In transitional societies, policing is a public good and is seen as not a function of the formal sector per se but rather, it incorporates traditional and indigenous ways of responding to the various security needs, some of which by their very nature transcend the ability of formal police response (Mbuba & Mugambi, 2011). Prior to the colonial-inspired systems of social control, the African societies had their own home-grown or indigenous ways of dealing with deviance and other anti-social behavior. In Kenya for example, the Kamba *council of elders*, the Meru *NjuriNcheke*, Giriama's *Kambi* or council of elders to mention but a few. These dealt with social control by punishing any anti-social behavior in ways that were consistent with their traditional belief systems (Mbuba & Mugambi, 2011). These home-grown techniques are still applicable to date among many Kenyan communities.

During the period of British colonial rule in Kenya, the enactment of the Village Headman Ordinance of 1902 used the village headmen to enforce the often unpopular policies of the colonial government and put in place arbitration and other enforceable mechanisms. The position of the village headman has since evolved to the modern day Chief (Mbuba & Mugambi, 2011). The former Provincial Administration with

Chiefs, Assistant chiefs, the Administration police and the Kenya police were and still are official agents of crime control and order maintenance in Kenya. The centrality of the Chiefs and Assistant chiefs in crime prevention and the maintenance of law and order were so crucial that the Chief's Authority Act, Chapter 128 of the Laws of Kenya (now repealed) was enacted and gave these officers immense powers to maintain law and order in their respective areas of jurisdiction.

Besides, the Administration police and the Kenya police are also government created agencies, formerly established under Acts of parliament Chapters 85 and 84 respectively (now repealed) to participate in the maintenance of law and order. According to Mbuba & Mugambi (2011), the structure of the Kenya police has formations such as the Anti-terrorism Unit, Special Crimes Unit and Anti-Stock Theft Unit and other formations that follow the National Administration (formerly Provincial Administration) structures: from the national headquarters to the regions, counties, sub counties, divisions, locations and sub-locations. The Administration police constitute a parallel state law enforcement agency. They used to work under the authority of the former Provincial Administration under the repealed Administration Police Act Chapter 85 of the Laws of Kenya. Would any reorganization of the structure of these law enforcement agencies have administrative impact on the maintenance of law and order?

The new Constitution of Kenya, 2010 however, has placed the two Police Services under the Inspector-General of Police and two Deputy-Inspector Generals, according to the National police Service Act, 2011. Due to this change from the old Provincial Administration to the new Restructured Provincial Administration, there is need for this research to investigate the administrative impact of the RPA on selected aspects of the maintenance of law and order in Bomet county Kenya, in 2010-2014. According to Mbuba & Mugambi (2011), the Chiefs and Assistant chiefs were assigned a number of Administration police officers to assist in circumstances that require police services including search, arrest and transportation of arrested persons to either the police station or the law courts. Under the RPA today, is this the case in regard to the maintenance of law and order?

In the new constitutional dispensation, however, both the Administration police and the Kenya police report to their respective Deputy Inspector Generals headed by an Inspector general of the NPS. Nevertheless, in the rural areas in Kenya where police patrols are either uncommon or unknown, ascribing to social control responsibilities to village level leaders can be a dependable alternative to crime control and order maintenance (Mbuba & Mugambi, 2011). It was imperative, therefore, for this study to investigate the administrative impact of the RPA on selected aspects of the maintenance of law and order in Bomet county, Kenya, in 2010-2014.

2.8.1 Maintenance of Law and Order in Bomet County

Bomet County is located in the South Rift Valley Region and one of the 47 Counties in Kenya. It lies between longitudes $0^{\circ} 29'$ and $1^{\circ} 03'$ South and between longitudes $35^{\circ} 35'$ east. It borders four Counties namely: Nakuru to the East, Kericho to the North-East, Nyamira to the West, Narok to the South-East (Republic of Kenya, 2013). The County covers an area of 2,037.4 sq. km and has a total population of 782,531, majority being the indigenous Kipsigis sub tribe of the Kalenjin Community, according to the National population census (2009), with 49.6 percent (388,676) males and 50.3 percent (393,834) females. The County Population Growth rate is 2.3 percent compared to the National 2.8 percent, the population density is 437 persons per sq. km. compared to the National of 78 persons per square kilometer. Administratively, the County has four Sub-counties namely Bomet, Sotik, Chepalungu and Konoin.

This research was conducted in Bomet and Sotik Sub-Counties in Bomet County. The two Sub-Counties have a total area of 1056.5 square Km, 37 locations and 100 sub-locations, with a total population of 421,014 people ((49.6 percent males and 50.3 percent females) according to the national population census of 2009 (KNBS, 2013). They have a high agricultural potential with crop and livestock production being the leading sources of livelihood for the residents. In addition, they have good road infrastructure especially the Southern Corridor trunk road namely Narok-Bomet-Sotik Highway, which traverses both Sub-Counties and links the County to South Nyanza region. In total, 232 km (or 13 percent) of the total road infrastructure is under bitumen, while the rest is mainly gravel and earth surface covering about 1,577.5km.

According to Bomet County Commissioner's office (2015), major security concerns in the County in the period before in 2006-2010 and during 2010-2014 were illicit brews menace; Highway robberies; general insecurity; influx of aliens; cattle rustling; inter-ethnic conflicts; land and domestic issues and political wrangles. In addition, security installations in the County include five police stations, five patrol bases, and seven police posts. The police officer to civilian ratio in the County is 1:1200 compared to the National ratio of 1:800 and the International ratio of 1:400.

According to the Bomet Law Courts (2015) and the Directorate of Criminal Investigations office (2015), the crime statistics in Bomet County showed an increasing trend in the period under study. The County's demographic information, high agricultural productivity, good road networks, crime statistics and the neighboring Counties are potential conditions for commission of crimes, hence the research on the administrative impact of the RPA on selected aspects of the maintenance of law and order in the period before in 2006-2010 and during 2010-2014 was appropriate.

2.8.2 Current Structure of the RPA in Bomet County

The structure of the public administration (Provincial Administration) in Kenya is the same in all the Counties. The RPA has established the respective heads of security under the new constitutional dispensation in Bomet County, the same way they are in every part of the country. These include: the County Commissioner who heads the County and the chairperson of the County Security and Intelligence Committee (CSIC), the Kenya Police Service is headed by the County Police Commander, the Administration Police Service is headed by the County Administration Police Commander, the National Intelligence Service by the County Intelligence Coordinator (secretary to the CSIC) and the criminal investigations by the County Directorate of Criminal Investigations. The APS, the KPS, the NIS and the DCI are members of the CSIC (Republic of Kenya, 2012).

This was more or less the same composition of the security committee before restructuring the PA, except that the NIS was not the secretary to the committee and the Kenya police and the Administration police were not independent services. Have this new arrangement of the security committees after restructuring the pillars of the

national security had administrative consequences on the maintenance of law and order in Bomet County in 2010-2014?

2.9 The Nature and Causes of Crimes committed before the RPA in 2006-2010 and during 2010-2014

Society functions as an integrated structure, its stability depending upon agreement or consensus among its members about norms, rules and values which are to be uniformly respected (Hollin, 1989). Crime can, therefore, be defined as a violation of this agreement or consensus. It is an act that is capable of being followed by criminal proceedings with punishment as an outcome of the proceedings.

Crimes are acts or omissions that are punishable by criminal law i.e Federal or State rules that prohibit behaviour the government deems harmful to society. Different countries classify crimes differently. In Kenya, different crimes are categorised in the Penal Code Chapter 63 Laws of Kenya (Revised 2009). For example, crimes against a person, crimes against property, crimes against state, crimes against liberty etc. It is not the intention of this research to get into details of criminology because it is a wide field of study. But the scope of this research is limited to analysing the nature and cause of crimes as an aspect of maintenance of law and order.

For the purpose of this study, nature of crimes refers to categories or attributes of crimes that are prohibited by established laws or customs. One such classification of crimes that this research used, as personal crimes (offences against person), property crimes (offences against property), statutory crimes (crimes against state), crimes against humanity for example political violence etc. In maintenance of law and order, analysis of trends of various categories of crime by the security agencies is critical in determining prevention of crime either by proaction or reaction. The trends would inform the government of recurrence of crimes or emerging new crimes for the purposes of deterence and prosecution.

For instance, since 1930, the Federal Bureau of Investigation (FBI) under the United States Department of Justice has published crime statistics, known as *Uniform Crime Reports* (UCR). The number of known and confirmed crimes reported to the FBI by over 15,000 local law enforcement agencies is used as an index of major

crimes, those deemed serious and most likely to be reported to the police. These crimes are murder, forcible rape, aggravated assault, burglary, robbery, larceny, motor vehicle theft and arson (Sutherland, 1992).

In 1960s and 1970s as LaFree (2000) notes, it was the crime boom in the United States of America experiencing unprecedented upsurge of juvenile violence, and violent street crime. Homicide, robbery and burglary rates increased substantially in most metropolitan areas and regions in the country during the post-World War II period. According to the FBI UCS Annual Crime Report (2013) in the United States of America in the period 2010-2014, the various types of crimes committed include murder, violent robbery, property theft, robbery, rape, assault, burglary, larceny theft and vehicle theft. The period between 2010 and 2014 in the United States of America, crime statistics show that most homicides of the USA citizens happened in Jua'rez city in Mexico. Other crimes in the USA during the five year period were vehicle accidents, suicides boating accidents, drowning and drug-related incidents (Overseas Security Advisory Council, 2014).

In England and Wales, crime statistics dating back to 1700s are annually reported in the Home Office Publication known as criminal statistics, which presents a record of the number and types of crimes recorded by the police in England and Wales (Hollin, 1989). Some of the crimes committed in England and Wales according to a British Crime Survey (2013) are theft, Burglary, Vandalism, theft of motor vehicle, bicycle theft, assault, robbery and sexual offences. According to British Crime Statistics (BCS) by Chaplin(2011), overall crime trends had shown various types of crimes including Homicide, assault, murder, use of weapons, sexual offences, acquisitive crime and fraud.

In 2010/11, British Crime Statistics showed crimes by types as follows: Burglary 8 percent, vehicle related thefts 12 percent, other thefts 35 percent, vandalism 22 percent, all violence including robbery, excluding sexual offences 23 percent The National Statistics from the latest crime survey for England and Wales (2014) indicate the number of rapes (24,043) and overall sexual offences (48,934) are the highest recorded crimes by the police since 2002/03 (Chaplin, 2011).

In South Africa, the South Africa Police force statistics for 2007 suggest that crimes involving cash in transit, house robbery, and domestic violence increased during the same period. More than 2.5 million crimes are reported annually in South Africa and every citizen currently stands a one out of 19 chance of being a victim of criminal act. Other types of crimes include carjacking, murder, use of guns and weapons and armed robberies. South Africa rates as a murderous nation, even if one uses the lowest tally for the number of annual murders (Shabangu, 2011).

According to Shabangu (2011), the most common incidences of violent crime across the globe are murder, rape, robbery and assault with intent of causing grievous bodily harm. Based on the United States data on highest murder rates for instance, countries such as Colombia, Jamaica, South Africa and Russia are ranked as “more violent”, whereas Hong Kong, Japan and Saudi Arabia ranked amongst the less violent. According to the latest available data, Honduras recorded the highest rates of murder compared to any other country. It recorded fifty eight out of one thousand murder, South Africa three hundred and seventy five out of one thousand and Colombia thirty six out of one thousand.

An further assessment of crimes and violence in Mozambique show that in the period 2010-2014, burglary, livestock theft, sexual offences and crimes against property were serious crimes facing Mozambique. The Mozambique Attorney General Report further notes that the main causes of these crimes include degradation of moral values, illegal possession and use of firearms, use of drugs, superstition and alcohol abuse (Reisman, 2012). The assessment of these crimes from other parts of the world assist in the conceptualization of the the nature and causes of crimes as an aspect of maintenance of law and order in Kenya that forms one of the objectives of this study. Could restructuring the institutions of security have administrative impact on the nature and causes of crimes?

Analysis of crimes trends and categorization is also done in Kenya just like in the aforementioned countries. The annual crime reports are compiled by the National Police Service and comprise of analysis of crimes types and trends. For example, the Annual Crime Report (2014) by the Kenya Police Service analysed various crimes such as thefts, robbery, stealing, breaking, other penal code offences, homicide, theft

of stock, offences against persons, economic crimes etc. The overall crimes decreased by 3 percent in 2014 as compared to 2013, but increased crimes were of criminal damage, offences against persons and morality, economic crimes and dangerous drugs (Republic of Kenya, Annual Crime Report, 2014).

Crime in Kenya is a consequence of internal civil unrest and instability in its neighboring countries. Some residents of Somalia, Uganda, Ethiopia, Sudan, Rwanda and Burundi have been accused of engaging in armed criminal activities within Kenya's borders. Crimes in Nairobi for example is categorized into those motivated against marginalized ethnic groups such as against individual refugees of Somalia, Sudan, Rwanda and Burundi origin Other crimes committed mostly in larger cities like Mombasa, Kisumu, Nakuru include carjacking, armed robbery, murder, assault and rape (Shabangu, 2011). It is important to note that the underlying factors that contribute to incidences of violent crime in Kenya are socio-economic inequality, unemployment, historical marginalization, ethnic related conflicts, stock theft, refugees, arms proliferation and ineffective criminal justice system.

In the period 2006-2010 in Kenya, the nature of crimes committed were largely of political and ethnic nature and accusations of police extra-judicial killings. The KNCHR (2008) report indicate that during this period, Kenya witnessed some massive human rights violations such as extra-judicial killings and enforced disappearances. The disputed 2007 presidential elections plunged the country into Post-Election Violence. According to the International Coalition for the Responsibility to Protect (2008), from December 2007-February 2008, Kenya experienced ethnic violence triggered by a disputed presidential elections held on 27th December, 2007, resulting in more than 1000 deaths and the displacement of over 500000 civilians.

The Kenya National Commission on Human Rights (KNCHR) (2014) report indicates that Kenya has witnessed a sharp increase in the number of insecurity incidences over the last four years (2010-2014). The report from thirty counties indicates that the last four years point to worrying trends of loss of lives at the hands of terrorists, extra-judicial killings, arbitrary arrests, destruction of property, casualties among law

enforcement officers, a trend rarely witnessed before. The prevailing insecurity has direct implications to the attainment of Kenya's development blueprint Vision 2030.

In 2010-2014, there was an increase in the incidence, gravity and intensity of insecurity, including persistent terror attacks, inter-community conflicts and violence targeting law enforcement officers; a total number of 3060 Kenyans both civilians and law enforcement officers surpassing the 1133 Kenyans who died during the post-election violence of 2007/08. The nature of crimes in Kenya during this period of time ranged from deaths from gunshots, ethnic clashes and terror attacks, to burning of houses, stealing livestock, and internal displacement of people and destruction of property (KNCHR, 2014).

The period 2010-2014 coincides with the time the Provincial Administration was restructured to RPA or the National Administration, the direct command of the Administration Police was removed from the RPA and placed under the IG and two DIGs, and parallel police services were established alongside other independent police institutions. Could this arrangement have had ramifications on the maintenance of law and order in Kenya? What then could have been the administrative consequences of the RPA on the nature and causes of crimes in Bomet County in 2010-2014?

Additional literature shows that crime in 2012 and 2013 rose by 5 percent from 41 percent recorded in 2011/2013 to 46.6 percent, while the people reporting crime had dropped to 38 percent in 2012/2013 from 51 percent recorded in 2011/2012 (SRIC, 2014). The survey conducted by the Security Research and Information Centre mapping major crime hotspots in Nairobi, Kajiado, Machakos and Kiambu counties, established robbery and theft were the most frequent crimes at 33 percent and 35 percent respectively while terrorism ranked the lowest at 0.25 percent (Ombati & Awour, 2014).

There were also 21 organized criminal gangs found to be operating in the slums with Kibera in Nairobi having 6, Mishomoroni in Mombasa 8, Bondeni in Nakuru 8, and Manyatta in Kisumu 4 (SRIC, 2014), while the KNCHR (2014) reveal there are 46

organized criminal gangs operating in different parts of the country. The main causes of these crimes were youth unemployment, poverty and drug abuse.

2.9.1 The Nature and Causes of Crimes committed in Bomet County before the RPA in 2006-2010 and during 2010-2014

Just like other parts of South Rift Valley, Bomet County suffered from Post-Election Violence (PEV) in 2007/08 and destruction of property, deaths and displacement of other ethnic communities. According to Bomet County Commissioner's office (2015), in the period 2006-2010, the nature of crimes committed in the County include: cattle thefts across the neighbouring Nyamira and Narok Counties, highway robberies, inter-ethnic conflicts, political violence, land issues and illicit brews trade. There were also organized criminal gangs that formed after the PEV namely Merigi Republican Council and the Kalenjin Warriors. However, they were subsequently disorganized by the security agencies and didn't have any substantive threat to security in the County.

Nevertheless, in 2010-2014, crime trends in Bomet County were on the increase. Crimes filed in the year 2009-2010 were 1520 cases, those filed in the period between the years 2010-2011 were 1120 cases, in 2010 a total of 1164 cases were filed. In 2012 a total of 937 cases, in 2013 a total of 1252 cases and in 2014 a total of 1370 cases (Bomet Law Courts, 2015). The statistics showed increasing trend of crimes and cases of illicit brews in the period under study. Most of the cases were thefts of property, murder, assaults, robberies, rapes, domestic and land conflicts, illicit brews cases, highway robberies and traffic offences (Bomet Law Courts, 2015). Compared to the overall crimes trend in the period before in 2006-2010, the case were on increasing trend.

Review of the literature on the nature and causes of crimes in Bomet County is appropriate in the study of administrative impact of Restructured Provincial Administration on maintenance of law and order. This is because commission and recurrence of crimes reflects on the performance of the security agencies. In the period 2010-2014 in the County, the working relationship between the Chiefs on the one hand and the Administration Police officers on the other was not good (Bomet County Commissioner's office, 2013). The latter had indicated that the new constitutional order had set the independent of the Provincial Administration (RPA)

and cannot take orders from the Chiefs. Could the removal of the direct command of the APs from the RPA have had administrative consequences on the maintenance of law and order in Bomet County in 2010-2014?

The operations of the RPA in the County were further constrained by the politics of devolution. The onset of the County government of Bomet and the fact that the County hosted the first Chairman of the Council of Governors for two years (2013-2015), brought confusion among the security agencies. The devolved unit of governance claimed that the Provincial Administration was invalid under the new constitutional order, a mis-interpretation of the constitution that affected the administration of maintenance of law and order in the County during the period under study (Makiche, 2013). How have the restructuring of the PA affected the administration of maintenance of law and order in Bomet County in 2010-2014?

Available literature further indicates that the new constitutional order has resulted to overlapping roles, tensions and mistrust between various security players in counties, including county governments, the National Government Administrative Officers, and the police, creating security gaps in some instances (Mkutu, Marani & Ruteere, 2014). There was need to research on the administrative impact of the RPA on selected aspects of maintenance of law and order in Bomet County to corrolate the findings of other researchers on this new institution of the RPA in regard to its functions.

While the previous literature has demonstrated the nature and causes of various crimes in the period before in 2006-2010 and during 2010-2014, the administrative impact of the RPA on the nature and causes of crimes committed in Bomet County, Kenya during 2010-2014 has not been studied. Hence this study filled the gap by investigating the administrative impact of the RPA on the selected aspects of maintenance of law and order in Bomet County in 2010-2014.

2.10 The Frequency of Joint Security Operations on Illicit Brews and Reasons for Not Conducting them before the RPA in 2006-2010 and during 2010-2014

Closely related to analysis of the nature and causes of crimes is the aspect of joint security operations on illicit brews and reasons for not conducting them. Joint security

operation in this research refers to collective and cooperative security activities to crackdown illicit brews by the security agencies. Joint operation is an important aspect of maintenance of law and order. Illicit brew in this study is defined as illegal and unlicensed liquor that is prohibited by the government whether locally manufactured or imported from other countries.

For example, *chang'aa* is illegal in Kenya while it is legal in Uganda and Tanzania (Rwanda's The New Times, 2015). In Rwanda, illicit brews are outlawed and joint operations to eradicate them are done by the police, Rwanda's Defense Forces, District Administration Security Support Organization (DASSO), community policing and local authorities (Rwanda's The New Times, 2015). Prevalence of illicit brews thus is an indicator of inaction by the security agencies to effectively enforce law and order. According to World Health Organization, WHO (2011), about half of all alcohol drunk in Sub-Saharan Africa is produced illegally. In Africa, the informal brewing market is believed to be 3-5 times the value of the beer market. The social problems associated with the illicit alcohol market have been highlighted across Africa and have led to several governments focusing on discouraging the informal alcohol trade (Dutch Agricultural Development and Trading Company BV, 2013)

A survey done in Kenya by the National Authority for the Campaign against Alcohol and Drug Abuse (NACADA) in 2015, revealed that more than 6000 individuals die annually due to alcohol related problems. The report further states that illicit brews are the leading cause of these deaths and are the most popular alcoholic drinks among Kenyans . The same data revealed that 15 percent of Kenyans aged 15-64 years consume *chang'aa*, 40 percent of Kenyans aged 15-64 years have tested alcohol and 13 percent of people from all provinces except northern Kenya consume alcohol and 12 percent of children aged 15-24 drink alcohol and Nairobi has the highest number of alcohol users in the 15-65 age clusters (NACADA, 2015).

The same information showed that Rift Valley, Central and Eastern provinces were also hard hit by alcoholism. According to Bomet law courts records (2015), cases related to alcoholism and illicit brews were on increasing trend in Bomet County in 2010-2014. Out of 1520 cases filed in 2009-2010, 106 cases were related to illicit brews; in 2010-2011, out of 1120 cases, 191 were on illicit brews; in 2011-2012, out of 1164 cases, they were 222; in 2012 alone, out of 973 cases filed, 205 were on illicit

brews; in 2012-2013, out of 1252 cases, 307 were related to illicit brews while in 2013-2014, out of 1370 cases, 417 were on illicit brews (Bomet Law Courts, 2015).

Surprisingly, when H.E. President Kenyatta issued a directive to eradicate illicit brews in the country in July 2015, in a barely one month's operations, a total of 4521.5 litres of *Chang'aa*, 61004 litres of *Kangara*, 26,980 litres of *Busaa* and 8543 litres of second generation spirits were netted and 698 persons arraigned in court in Bomet County (Bomet County Commissioner's office and Bomet Law Courts, 2015). Security operations have been going on to eradicate illicit brews and second generation spirits in Kenya. For example, in 2010, the government launched a 100 days Rapid Results Initiative (RRI) to crackdown on illicit brews and ensure that brewing and consumption of the same was reduced completely (Republic of Kenya, the National Assembly Report, 2010). However, illicit brews prevalence in Kenya in general and Bomet County in particular have been on increase despite many strategies by the government agencies to eradicate them (NACADA, April-September report, 2014) and (Bomet Law Courts, 2015).

Whereas the Provincial Administration and police officers have been on the forefront in the fight against illicit brews, there have been general allegations that brewing of illicit brews and trade in second generation spirits was as a result of in action by the security agencies (Republic of Kenya, the National Assembly Report, 2010). Given these statistics and the fact that illicit brews are the leading causes of alcohol related deaths in Kenya, it is imperative to investigate the administrative impact of reorganizing the Provincial Administration on the frequency of joint security operations on illicit brews as a strategy of maintenance of law and order. Has restructuring the PA impacted on its strategies and structures to fight illicit brews in Kenya? For example, has the removal of direct command of the Administration Police from the Chiefs impacted on the war against the illicit brews? What then have been the administrative impact of the RPA on the frequency of joint security operations on illicit brews in Bomet County in 2010-2014?

In one of the National Biannual Alcohol and Drug Abuse Control Status Report (April-September 2014), a total of 2,194, 180 litres of illicit brews was seized nationally. Out of these, 71 percent (or 1,558670) was *kangara*, the main raw product used in the production of *chang'aa*, while other traditional opaque brews comprised

17 percent. *Chang'aa* accounted for 8 percent (or 180,212) of the total seizures while counterfeit and illicit neutral spirits accounted for 4 percent (or 366,688). *Kangara* and illicit traditional alcoholic brews topped the list and counterfeit/illegal ethanol seizures becoming more significant (NACADA, April-September, 2014). On County illicit alcohol seizures, Kiambu county reported the highest volume of illicit alcohol seizure with 381,229 litres out of the national 2,194, 180 litres followed by Kisii with 370,228 litres, and Nairobi with 202, 555 litres. Bomet County had reported 49,000 litres while Mandera county reported the lowest returns for illicit alcohol seizures at 39 litres.

It is apparent from the foregoing statistics that illicit brews prevalence in Kenya is ever increasing despite many strategies employed by the government agencies to eradicate it. To make the matters worse, a survey done by the NACADA (2015), showed that more than 6000 individuals die annually due to alcohol related problems. The report reveals that illicit brews are the leading cause of these deaths and are the most popular alcoholic drinks among Kenyans.

Restructuring public institutions is done with the aim of improving their performance. According to the theory of legitimate domination, reorganisation of institutions involves giving them new legitimacy and administrative apparatus to effectively deliver services. The institutions are underscored by a system of dominance or authority and subordination that is supported by a system of enforcement on the one hand and a system of social regulation on the other (Morrison, 2006). Now one may then ask: does restructuring the public institutions affect their legitimate system of authority in their delivery of services? How have the new legitimacy and administrative structures of the RPA impacted on the maintenance of law and order in Kenya in 2010-2014? What have been the administrative impact of the RPA on the frequency of joint security operations on illicit brews in Bomet County in 2010-2014?

2.10.1 The Frequency of Joint Security Operations on Illicit Brews and Reasons for Not Conducting them in Bomet County before the RPA in 2006-2010 and during 2010-2014

According to available data concerning illicit brews operations in Bomet County in the period before the RPA in 2006-2010, there were few cases of illicit brews

consumption and trade compared to the period during 2010-2014 (Bomet Law Courts, 2015) and (Bomet County Commissioner's office, 2015). According to the Bomet Law Courts records (2015), statistics show that out of 1520 cases filed in Bomet Law Courts in 2009-2010, 106 cases were of illicit brews, out of 1120 cases filed in 2010-2011, 191 were illicit brews, in 2011-2012 a total of 1164 cases were filed with 222 cases of possession of illicit brews, in 2012 alone, 973 cases were filed with 205 being illicit brews. In 2012-2013, out of a total 1252 cases filed, 307 were of possession of illicit brews and in 2014, out of a total of 1370 cases filed, 417 were possession of illicit brews.

When this is analyzed, it shows cases of possession of illicit brews in Bomet County were increasing during 2010-2014. In another instance in July 2015 after the President Uhuru Kenyatta's Directive on crackdown on illicit brews in the country, in Bomet County, between 6th July 2015 and 18th August 2015, barely a month's operation alone, a total of 4,521.5 litres of *Chang'aa*, 61,004 litres of *Kangara*, 26,980 litres of *Busaa* and 8,543 litres of 2nd generation spirits were destroyed and 698 persons arrested and 5,157 dens destroyed. (Bomet County Commissioner's office, 2015).

This one month's operation alone resulted in 698 cases arrested and produced in court compared to say 417 cases in 2014 in the above annual statistics, which implies that within a year, alot could have been achieved on the crackdown on illicit brews if the one month's results are anything to go by. This means that security agencies can yield more results in illicit brews crackdown if they work jointly as a team and employ their legitimate authority and administrative apparatus. It is therefore anticipated that all the law enforcement agencies, the RPA, the KPS, the APS and the NIS work in cooperation towards eradication of illicit brews and ultimately in the maintenance of law and order. However, it is not known what the administrative consequences of restructuring the PA and reorganizing the security services were on the frequency of joint security operations on illicit brews in Bomet County in 2010-2014.

After restructuring the Provincial Administration, it emerged in the mass media that Chiefs, Assistant Chiefs, and County Commissioners on the one hand, and the Administration Police officers on the other, were not in good working relationship in

regard to the maintenance of law and order. Soon after the National Police Service Act (2011) was enacted, it was reported that the Administration Police officers were refusing to take orders from the Chiefs and the County Commissioners, arguing that they are independent and answerable only to the Inspector General of police according to the law (Makiche , 2013). Nonetheless, the constitution provides that the security organs are subordinate to civilian authority (Article 239).

The situation was not different in Bomet County in regard to cooperative activities to crackdown increasing prevalence of illicit brews during the period under study. The effects of restructuring the Provincial Administration on maintenance of law and order in the period 2010-2014 were not different from other parts of the country. Reports in Bomet County Commissioner's office had indicated lack of unity of command and disjointed operations among the security agencies, especially the Administration Police and the Chiefs, leading to increased crimes in the period under study especially crimes associated with the prevalence of illicit brews (Bomet County Commissioner's office, 2015). What then have been the administrative impact of the RPA on the frequency of joint security operations on illicit brews in Bomet County in 2010-2014? This knowledge gap had not been researched on by the previous studies, hence the importance of this study.

2.11 The Duration of Response to Scenes of Crimes and Why by the Security Agencies before the RPA in 2006-2010 and during 2010-2014

For the purposes of this study, the duration of response to scenes of crime refers to the time the security agencies take to react or answer to security emergencies and scenes of crime. According to *The Law Enforcement Magazine (2006)*, crime scene response is one of the most important and difficult aspects of patrol work to master. In the New York City in the USA for example, response time to police calls is 29 percent faster. Police officers were able to get to the scenes of reported crimes much faster in the year 2012 than in the previous year (The New York Times, September 26th, 2012).

The police department's average reported response time for crimes in progress dropped to 7.2 minutes from 10.1 minutes the previous fiscal year, a reduction of 29

percent. The response time, which has been declining for two years, is at its lowest in at least a decade. According to The New York Times, September, 26th, 2012, the average response time for what the police department identifies as critical calls i.e. reports of robberies, rapes, gunfire, burglary and assault with a weapon has dropped by 20 percent to 4.8 minutes from 6 minutes during the previous fiscal year. The response time is tracked because the speed with which officers arrive at a crime scene can be a crucial factor in catching criminals. In some cases, quick responses can reduce severity of injuries suffered by crime victims. However, in the New York City, response times are affected by a wide range of factors including the number of officers available for patrol, the number of radio cars on the streets, the number of calls to which they respond and the number of reported crimes in a given precinct.

Response time in the New York City had been viewed as an important measure of police performance and an indicator of whether neighborhoods were being vigorously patrolled (The New York Times, September 26th, 2012). However, police officials had observed that the more important measure was the level of crime reduction rather than the number of minutes it took for the police to answer a call. Response time became a regular item on the checklist that commanders were queried about at the twice-weekly comp stat meetings.

In the United Kingdom in 2013, The Bureau of Investigative Journalism (July, 13th 2013) reported that Manchester police officers were taking up to 30 percent longer to react to emergency 999 calls with some blaming the impact on deep spending cuts in the police budget. According to research findings, the Bureau found that in some forces, vital minutes were added to the time it takes for a squad car to arrive at an accident or crime scene, just under a third of the police forces that collect response time information confirmed they reacted more slowly to emergency calls in 2012 than they did in 2010, that some police force 999 emergency response times have increased by over 15 percent, with one force recording an increase of 30 percent.

The Bureau of Investigative Journalism further established that five police forces had changed their target times since 2010, giving themselves more time to respond to 999 call outs and that 23 percent increase between 2010 and 2012 in the number of calls not answered by the closest police force, but instead being bounced on to a

neighboring force (The Bureau of Investigative Journalism, 2013). For instance, such was the scale of the problem that in Bedfordshire, the police force changed its targets in 2011 from 10 minutes emergency response target to 15 minutes.

According to the same bureau, the coalition government of England and Wales ordered police forces to cut their budgets by 20 percent between 2011 and 2015 and that impacted negatively on the number of officers and diminishing resources. According to the Bureau's recent Victim Satisfaction Survey, the number of police officers had reduced by 10,000 since 2010 according to government figures, with fewer numbers of the police today than any other time in the last decade.

The recent spending review for 2015/16 announced a further reduction in the police budget in real terms of 4.9 percent, affecting overall average response time across all forces in England and Wales that fell by just under a minute in 2014. According to the Bureau's investigations, 57 percent of the police forces in England and Wales that record their response times, 16 out of 28 forces reported that in 2012 they took longer to respond to emergencies than they did the year before. Of the 35 forces with figures going further back to 2010, 7 recorded that their response time had slowed. Sussex police acknowledges that since 2010, there has been a decline in the numbers of emergency and priority calls that are responded to within 15 minutes (The Bureau of Investigative Journalism, 2013).

In Kenya, although literature on the duration the security agencies take to respond to scenes of crime is scanty, the Kenyan police service is almost solely a reactive force and demonstrates moderate proactive law enforcement techniques (OSAC, 2014). According to Kenya 2014 Crime and Safety Report by OSAC, the likelihood of the police responding to an incident would depend on the availability of personnel and fuel for police vehicles. The Kenyan police demonstrates moderate initiatives to deter or investigate crime (OSAC, 2015).

The Kenya 2015 Crime and Safety Report by OSAC indicate that police often lack equipment, resources, training and personnel to respond to calls for assistance or other emergencies. Lack of reliable transport, deficits in human resource capacity and budgetary deficits are some of the challenges highlighted by Omeje and Githigaro

(2010) that lead to slow police response to scenes of crime. Also corruption among the police officers, difficulties in managing ethnic relations and violence, proliferation of militia gangs and vigilantes and policing transnational crimes such as terrorism are other factors that affect police response to scenes of crimes (Omeje and Githigaro, 2010).

2.11.1 The Duration of Response to Scenes of Crimes and Why by the Security Agencies in Bomet County before the RPA in 2006-2010 and during 2010-2014

In Bomet County, the response time to scenes of crimes is not officially documented just as it is at the national level. But given the police officer to civilian ratio in the County as 1:1200, compared to the national ratio of 1:800 against the international ratio of 1:400, police response to incidents of crime is definitely curtailed (Bomet County Commissioner's office, 2015). The response time by the security agencies to scenes of crimes in the County just like in other parts of Kenya in 2010-2014 is largely influenced by the availability of security personnel and resources amongst other factors (OSAC, 2014).

The challenges to policing in Kenya as highlighted by Omeje and Githigaro (2010) also affect duration of response to scenes of crimes in Bomet County. Inadequate resources, corruption among the police officers, lack of enough police personnel, managing inter- ethnic relations and violence at the borders as well as policing transnational crimes such as drug trafficking were some of the factors that affected police response to scenes of crimes in the County.

In most of the security briefs and reports dating back to the period before (2006-2010) and during 2010-2014, complaints had been raised by the public and government departments concerning poor response to incidents by the police, lack of enough personnel in most parts of the County, lack of transport and fuel for fighting crime and poor coordination of the security services (Bomet County Commissioner's office, 2014). But most concerns over response to scenes of crimes by the security agencies were recorded during 2010-2014 when the new constitution was implemented, establishing the National Police Service, Restructuring the Provincial Administration and establishing county government of Bomet.

While restructuring of the security institutions has been done to bring about a new face in the security service system as was anticipated in the new constitution, crime in the country has increased at an enormous rate. In their contribution to options for security after devolution in Kenya, Mkutu, Marani & Ruteere (2014), cite coordination of security agencies as an emerging issue.

As efforts were undertaken to make good the mistakes of previous regimes especially those committed by main actors in the national security namely: the Special Branch (now NIS), the Kenya Police Force (now NPS) and the Provincial Administration now the (National Administration), the baby was thrown together with the bath water. The pillars of national security (the Intelligence, the Police and the Provincial Administration) were over structured. Whereas in the previous arrangement the command structure was clear and simple, today what is there is a confused structure where everyone thinks he or she is an independent agent (Njoka, 2014).

The reorganization of the above key pillars of the national security as a result of the new constitution of Kenya, 2010 had ramifications on the operations of these agencies especially on the change of the command system as contrasted to the period before 2010-2014 (Republic of Kenya, 2015). Have the new administrative apparatus in the RPA affected the legitimate system of enforcement and social control in the maintenance of law and order? What have been the administrative impact of the new laws and institutions of security agencies on the duration of response to scenes of crimes in Bomet County in 2010-2014?

Therefore, reviewing the available literature on the duration of response to scenes of crimes in Bomet County in the period before (2006-2010) and during 2010-2014 is relevant to establish the administrative impact of the RPA on the selected aspects of maintenance of law and order. This is because coordination and command structure of the security agencies are administrative functions of the RPA and therefore, any re-organization of the security system is bound to impact on the delivery of the maintenance of law and order. Hence, the study of administrative impact of the RPA on the duration of response to scenes of crimes and why by the security agencies in Bomet County in 2010-2014 was a research gap that this research sought to fill.

2.12 The Frequency of Security Committees Meetings and What informed them before the RPA in 2006-2010 and during 2010-2014

Safety and security are top priorities in every society and addressing problems in these areas is important. Maintenance of law and order precedes safety and security in any country. However, according to Lukas (2016), until now there is no common theoretical basis on safety and security on which to address problems associated with the disciplines. But as he proposes in his theory of safety and security, the approach mainly borrows from the already established theories such as the Copenhagen School of Security Studies securitization theory, the risk theory, the crisis theory and the causality theory (Lukas, 2016).

The securitization theory emphasizes the shift of safety and security studies from the military and international security to other security sectors such as political, human and environmental contexts. This approach identifies some political problem, transforms it into security problem and emphasizes the needs of solutions as the security problem. Based on this perspective therefore, management of security at all levels whether international, regional, national or local is a key political and administrative strategy in maintenance of law and order. Some of the measures to solve security problems is utilization of security committees at all levels in the society. At international level for instance, the United Nations Security Council is the top most security organ charged with maintenance of international peace and security (United Nations, 2014). Some of the Security Council's meetings are elaborated below.

2.12.1 Highlights of United Nations Security Council Practice 2014

In 2014, the Security Council held 263 meetings: 241 public meetings and 22 private meetings, of which 15 were meetings with Police and Troop Contributing Countries (P/TCC). The number of meetings increased by 36 percent over the previous year owing mostly to an increase in global terrorism. The Security Council adopted 63 resolutions and 28 presidential statements. The Council held 36 percent more meetings in 2014 than in the previous year, with March being the month with the highest number of meetings. The Council held the 6th Summit meeting in its history focusing on the issue of foreign terrorist fighters (United Nations, 2014). Under its current practice, the Council convenes meetings, which are classified as either public or private. The Council members also meet in informal consultations of the whole

and informal interactive dialogues. The Council also held 8 high level meetings in 2014 including a summit on the agenda item entitled: “threats to international peace and security caused by terror acts” on 24/9/2014.

The need to maintain peace and security at national and regional levels has seen a proliferation of regional and sub-regional organizations since World War Two, with a fresh surge in the 1990s (Bailes & Cottey, 2006). In terms of security functionality, the regional groupings undertake security dialogue and conflict management to establish or maintain peace within the region. European, African and Latin American organizations all have explicit conflict prevention and management instruments. Regular security meetings and dialogues in a country and among countries are examples of conflict prevention and management instruments.

As United Nations Security Council (August, 2015) monthly report indicates, on annual basis, Security Council members held joint consultative meetings with members of the African Union Peace and Security committee and more recently, informal meetings with members of the European Union Political and Security Committee. These meetings are informed by increasing realization among the member countries that contemporary regional and trans-national threats such as terrorism, drug trafficking, piracy, organized crime and human trafficking transcend countries and regions and therefore the need for effective response to combat them (Security Council August Report, 2015).

Kenya is not an exception to these theoretical approaches of establishing safety and security apparatus to address security problems. There are national security organs and a security system that promotes and guarantees national security of the country as envisaged in the constitution of Kenya 2010, and the Vision 2030. The national security organs are: the Kenya Defence Forces, the National Intelligence Service and the National Police Service (Republic of Kenya, 2010: Article 239). The national security organs are subordinate to civilian authority. The Constitution of Kenya 2010 has established a security system that is directed by the national government especially in terms of the management of the police services. The civilian authority here is symbolized by the President who is elected to power through popular vote by universal suffrage of all Kenyan citizens in a general election. The Presidency is

represented in all parts of Kenya by the RPA whose mandate includes among other functions, management of security agents in the field and maintenance of law and order.

The Presidency oversees the operations of the national security organs as stipulated in Article 132 (3) of the Constitution of Kenya 2010 : “the president shall direct and coordinate the functions of ministries and government departments”. Now, one of the activities of the security organs is conducting security meetings to implement their mandate. Security meetings are important strategies in ensuring law and order is maintained. A look at the structure and functioning of the national security organs in this regard is therefore important.

2.12.2 National Security Council in Kenya (NSC)

The NSC is established subject to Article 240(1) of the Constitution of Kenya 2010 and operationalized by the National Security Council Act, 2012. The national security organs conduct their business through the National Security Council (NSC) which executes its mandate through security committees. The members of the committee are drawn from the respective national security organs and is chaired by the President. The NSC meets at least four (4) times in every financial year and as often as need arises but not more than four months shall elapse between the date of one meeting and the date of the next meeting (Republic of Kenya, 2012: 6(1)). The NSC operations are further operationalized through the National Security Advisory Committee (NSAC) and the Kenya Security and Intelligence Machinery (KSIM).

According to the NSC Act (2012), the security committees are decentralized through structures aligned to the National administrative units established under section 14 of the National Government Coordination (NGC) Act, 2013. These include: the Region established under section 14 of the NGC Act, 2013, the County, Sub County and Ward (Division) established under the County Government Act (2011), the Location and Sub-Location established under section 15(2) of the NGC Act (2013) and the Maritime and Border units established under the NSC Act (2012) (Republic of Kenya, 2014). Pursuant to Article 239 (5) of the Constitution, overall coordination of the NSC’s activities in all its devolved structures shall be undertaken by National Government Administration Officers (NGAOs) appointed under section 15(2) of the

NGC Act (2013) , who shall chair the decentralized units at the respective levels (Republic of Kenya, 2014).

The security committees are supposed to meet regularly and as often as security needs arise to among other things: assess security status in their respective jurisdictions; receive and analyze security reports and intelligence; fast track continual and sustained implementation of the decisions of the NSC, NSAC and other appropriate institutions; liaising with County government on matters of national security; coordinating and liaising with national government ministries, departments and agencies in the County on matters of national security, among other functions (Republic of Kenya, 2014). The Locational and Sub Locational peace and security committees are supposed to meet weekly and forward their minutes to the Divisional (Ward) security committees, then these forward to the Sub-County security committee, then to the County Security Committee in that order up to the NSAC and the NSC (Republic of Kenya, 2012).

The scope of this research was limited to establishing the frequency of security committees meetings from the County Security and Intelligence committee down to the Sub-Locational level. Since the RPA or the NGAOs are the chairpersons of the security committees at all the levels of administration and other security organs are members, one may then ask whether any reorganisation of the security system could have effects on the work of the security committees in regard to maintenance of law and order. Have restructuring the Provincial Administration to the RPA had administrative impact on the frequency of security committees meetings in Bomet County in 2010-2014? This is a valid question if the theory of causality is anything to go by. According to Lukas (2016), the law of causality states that anything that happens has at least one cause, and also any cause has future consequences. This theory can allow establishment of a logical claim of causes to the frequency of security committees meetings as an aspect of maintenance of law and order.

Kenya's Vision 2030 envisages a society free from danger and fear i.e protection from direct or physical violence and a sense of safety and overall well-being. As such, security remains significant to national stability, growth and development. To be able to realize this objective, the Kenya government further established community policing concept. To ensure that the citizens are not alienated from public participation

in providing security to themselves, their properties and the national interests, the government adopted a community policing strategy launched in April 2005 and succeeded in 2014 by Nyumba Kumi initiative (or Neighborhood Watch). This strategy entrenches community participation by empowering the citizens in national security issues (Republic of Kenya, 2013). As a proactive process, the object of the strategy was to enhance maintenance of law and order, social cohesion and respect for the rule of law. As a consequence, community policing committees were rolled out based on cluster areas and alongside the national security committees at all the national administrative units as outlined above.

Nevertheless, even with all these committees in place, crime in Kenya and in Bomet County increased at an enormous rate during 2010-2014 (Aronson, 2010) and (Bomet County Commissioner's office, 2015). According to Security Research and Information Center (SRIC) (2013), robbery remained most frequently committed crime in Kenya since 2011 through 2014, followed by thefts and defilement cases which were on the increase. There has been a significant decrease in active policing and law enforcement in Kenya while criminal behavior was steadily increasing , meaning there was little likelihood for a decline in crime rates in Kenya and East Africa anytime in the near future due to porous borders and extensive coastline (Aronson, 2010). Yet, security committees are in place and meet regularly and as often as security needs arise to address national security issues. Does it mean restructuring the Provincial Administration to the RPA have had administrative impact on the maintenance of law and order to an extent that the frequency of security committees meetings was affected?

Restructuring of the security institutions has been done to improve the security service system as the new constitution required. For example, the National Police Service Commission was established to manage, regulate and supervise the policing services in Kenya, the Independent Policing Oversight Authority was established to check on the excesses of the police in their line of duty, and the command structure of the police was restructured to put the Kenya police and the Administration police under one command of the Inspector General and two Deputies being in charge of the two police units (Mkutu, Marani & Ruteere, 2014).The Provincial Administration was also restructured to the National Administration and the position of County Commissioners created to oversee security coordination in the Counties through their

position as chair of the County Security Committees. The foregoing literature on the functioning of the security committees poses a knowledge gap on whether restructuring the security system had administrative impact on the activities of these committees. What then have been the administrative consequences of the RPA on the frequency of security committees meetings in Bomet County in 2010-2014?

2.12.3 The Frequency of Security Committees Meetings and What informed them in Bomet County before the RPA.

The available information in Bomet County on the frequency of security committees meetings in the period before (2006-2010) show that most security meetings were held on monthly and need basis. However, in 2007/08 there were more security meetings on the need basis than ordinarily (Bomet County Commissioner's office, 2013). This was the the run-up to the 2007 general elections and the subsequent Post-Election Violence that erupted in 2007/8 after the disputed presidential results were announced. The essence of exta-ordinary security meetings and operations was a common phenominon across the country, especially in Rift Valley region where the ethnic violence was more pronounced, and Bomet County was not an exception.

The crimes statistics in Bomet County in 2010-2014 showed an increasing trend: in 2009/2010 were 1520 cases; in 2010/2011 were 1120; in 2011/2012 were 1164; in 2012 alone were 973; in 2012/2013 were 1252; and 2013/2014 were 1370. This crimes trend occurred despite the establishment of security committees at all levels of the administrative units. When analyzed against similar period before the RPA in 2006-2010, the crimes statistics were on increasing trend (Bomet CID reports, 2014; and Bomet Law Courts, 2015). There were the two Bomet and Sotik Sub-Counties Security and Intelligence Committees and subsequent ones in all the 7 Divisions, 37 Locations and 100 Sub Locations at the time of writing this thesis (Bomet County Commissioner's office, 2015).

According to the Bomet County Security and Intelligence Committee (2015), the following were listed as major security concerns in 2010-2014 slightly more than was the case before in 2006-2010: illicit brews menace, robberies and thefts, assaults, defilement, rapes, highway robberies and traffic accidents, cattle thefts, land issues, domestic violence and political wrangles. However, despite the above security

committees being in place in Bomet and Sotik Sub-Counties to analyze crime reports and sanction operations in 2010-2014, crime incidences continued to increase. What then could have been the administrative impact of the RPA on the frequency of security committees meetings and what informed them in Bomet County in 2010-2014?

2.13 Theoretical Framework

2.13.1 Introduction

This research was based on the Theory of Legitimate Domination known as the Legal-Rational Authority by Max Weber (1968) (Morrison, 2006). This section will examine the theoretical basis on which the organization and the operations of the RPA were conceptualized and applied in maintenance of law and order in the society. It will start with the general concept of legitimation, then give a critical review of the basic tenets of the theory that underscore the operations and the organization of the RPA in the delivery of the selected aspects of maintenance of law and order. Finally, a conclusion will be done on how the theory aides the conceptual framework and assists in the research design, analysis of the results and conclusions.

2.13.2 Legitimation

According to Allan (2010), legitimation refers to the process by which power is institutionalized and given more grounding. Max Weber argued that a society or social structure works because people believe in its existence. Legitimations contain discourses or stories that people tell themselves that make a social structure appear valid and acceptable. Therefore, legitimation is a theoretical concept that describes the effects that specific stories, histories and myths have in granting ethical or moral authorization to social power and relations.

2.13.3 The Theory of Legitimate Domination known as Legal-Rational Authority by Max Weber (1968) (Morrison, 2006)

Legal- rational authority (domination) is one of the three ideal types (alongside traditional and charismatic) of belief systems that Max Weber argues have existed through history in distinct societies of the world (Morrison, 2006). It is defined by Szel'enyi (2009) as the rule of law. The concept of the rule of law or legal-rational authority is associated with liberal democracies and economies. Unlike the other two, legal-rational authority is one which is predictable because there is observable

legitimated order or law that every one is subordinated to. This eventually creates a unified worldview on the authority being exercised. According to Max Weber, this view is based on a complex mixture of two kinds of legitimations namely subjective (i.e internalized ethical and religious norms) and objective (i.e having the possibility of enforced sanctions from the law or the social group itself (Allan, 2010).

It is thus a system of dominance and subordination that is supported by a system of enforcement on the one hand and a system of social regulation on the other. Domination, according to Weber refers to the right of a ruler within an established order to issue commands to others and the expectations that they will be obeyed (Morrison, 2006). The organization and the operations of the former Provincial Administration (now the RPA) can thus be reviewed on the basis of this theoretical premise.

From its historical evolution, the Provincial Administration has been established as a bureaucratic institution within a legitimated order, from the British colonial ordinances to various Acts of parliament and recently anchored in the Constitution of Kenya 2010 through restructuring. Basically, the structure was meant to maintain law and order and facilitate implementation of British colonial policies in Kenya, but later after independence the successive governments expanded its mandate to implement government policies and act as a link between the central government and the grassroots people.

The Kenyan society seems to have ascribed to both the subjective and the objective aspects of legitimation of the Provincial Administration. Firstly, is it their belief that the institution is a strategic framework through which law and order is maintained in Kenya (subjective legitimation)? and secondly, is it the ability of enforcement of the laws by the institution through its armed elements (objective legitimation)? One can implicitly deduce answers to these questions from Akech (2010) critique of the reform context of the new Constitution of Kenya where he argues that when Post-Election Violence (PEV) broke out in Kenya in December 2007, many wondered how a country that for many years was considered to be a rare island of peace in a sea of turmoil could descend into anarchy so rapidly. The same implicit deduction can be corroborated in Bagaka (2011) conclusion that in the new constitutional dispensation,

the Provincial Administration will play a more complex, delicate and indispensable role in implementing the national government functions.

But why for many years Kenya was perceived as an icon of peace until the PEV of 2007/8? Can there be enduring peace without effective maintenance of law and order? How was the objective legitimation (the enforcement of law and order) applied in the former PA and now in the RPA? Could the work of the former PA in Kenya be responsible for the tag ‘island of peace’ for many years?. Why did Kenyans refuse to pass the 2005 Proposed Constitution which was to scrap the PA and instead overwhelmingly passed the new Constitution of Kenya in August 2010 to retain the institution in a restructured form?

The clamour to scrap the system of PA was because it was abused by the successive governments especially during the one party rule of Kenya African National Union (KANU) for political reasons to a point where it was not adhering to the theory of legal-rational authority and good governance. The theory of legitimate domination (legal-rational authority) is underscored by three basic tenets namely the political authority, legitimacy and the administrative apparatus (Morrison, 2006). The restructuring envisaged in Section 17 of the Sixth Schedule of the Constitution of Kenya 2010 revolves around these three tenets, to transform the system to an effective agency of government in the delivery of national government services.

As the theory suggests, in each established order, there are beliefs about the legitimacy of given system of domination. The component referred to by Weber as the formation of an administrative staff is essential to any system of domination and its means of enforcement in modern societies. Although, according to Max Weber the purest form of legal-rational authority was bureaucracy (however, over the years it has been criticised and replaced by “New Institutionalism” thought: Powel and DiMaggio, (1991); March and Olsen, (2008), it is imperative to review the administrative impact of restructuring the PA bureaucracy on the delivery of maintenance of law and order on the basis of legal-rational theory. Why have the system of PA lived since independence in Kenya despite opposition from many quarters? Is it because of its bureaucratic organization? Is it because of its command structure in the enforcement of the rules and commands of the political authority? Or

is it because of effectiveness of its large administrative staff as argued by Max Weber?

According to the theory of legitimate domination, Morrison (2006) argues that with large population (especially in modern societies), those who lead require a large staff that can administer and enforce rules and commands of the political authority. Since the administrative staff served as a bridge between the ruler and the people, the means of administration is critical to the system of domination through history. The bureaucratic organizations are described by Hyden (2004) as having hierarchical authority, strict chain of command, areas of official jurisdictions, professionals filling the positions and elaborate rules and procedures on which decisions are made and implemented. Hence, the essence of the Provincial Administration system through which successive Kenyan governments have implemented policies.

Maintenance of law and order is an indispensable function of government in legal-rational system or any other domination because it is a precondition for security of the people and their properties. Since the society ceased to live in the “State of Nature” as argued by Thomas Hobbes where law and government were absent and man entered into social contract to live within law and order, any organisational structure should have in its focus maintenance of the established order. Rational actions, Christensen (2007) argues may come about through the design of the organisational structure as well as through exploiting the given structure.

This probably explains why the Kenyan society has retained the PA in its bureaucratic organization to ensure continuation of the social system (maintenance of law and order) based on the three tenets of political authority, legitimacy and administrative apparatus. Maintenance of law and order requires legal-rational approach where dominance (authority) and subordination supported by a system of enforcement and social control are applicable. This is because according to the theoretical argument of legitimate domination, the fact that the ruler (legitimately elected) within an established order has a right to issue commands (political authority) to others and the expectations that they will be obeyed (through the administrative apparatus) forms a legitimate system of authority which can thus be applied in the organisation and operations of the Provincial Administration in Kenya.

However, the question is: does restructuring public institutions affect the legitimate system of authority in their delivery of services? How have the RPA impacted on the administration of selected aspects of maintenance of law and order in Bomet County, Kenya in 2010-2014? While writing on public sector reforms, Bangura (2000) argues that restructuring public institutions should have a cause-effect relationship on the services offered. The new Constitution of Kenya 2010 changed the context of organization and operations of the RPA in regard to the three basic tenets of political authority, legitimacy and administrative apparatus in the legal-rational theory. It introduced a duo-layered governance structure comprising of the national and county governments, consequently expanding the legitimacy of governance and public institutions. Also, the command structure of the security institutions involved in the maintenance of law and order changed, the administrative apparatus was expanded with new designations, jurisdictions and technical training. How have these changes affected the administration of selected aspects of maintenance of law and order? What have been the administrative impact of the RPA on selected aspects of maintenance of law and order in Bomet County in 2010-2014?

However, there are two arguments advanced by two scholars that need mention in this theoretical framework. One is by Tordoff (2002), that bureaucracy should in the absence of 'clear viable alternatives', be adapted to the changed circumstances of independence (in this case governance) rather than replaced by an entirely administrative system. Two, is by Hyden (2004), that bureaucracies should be viewed in the context not only of policy implementation, but also of governance since its rules and procedures tend to have an influence on how the people perceive the political system at large, because many contacts that citizens have with the government are with the first level bureaucrats offering services and assistance.

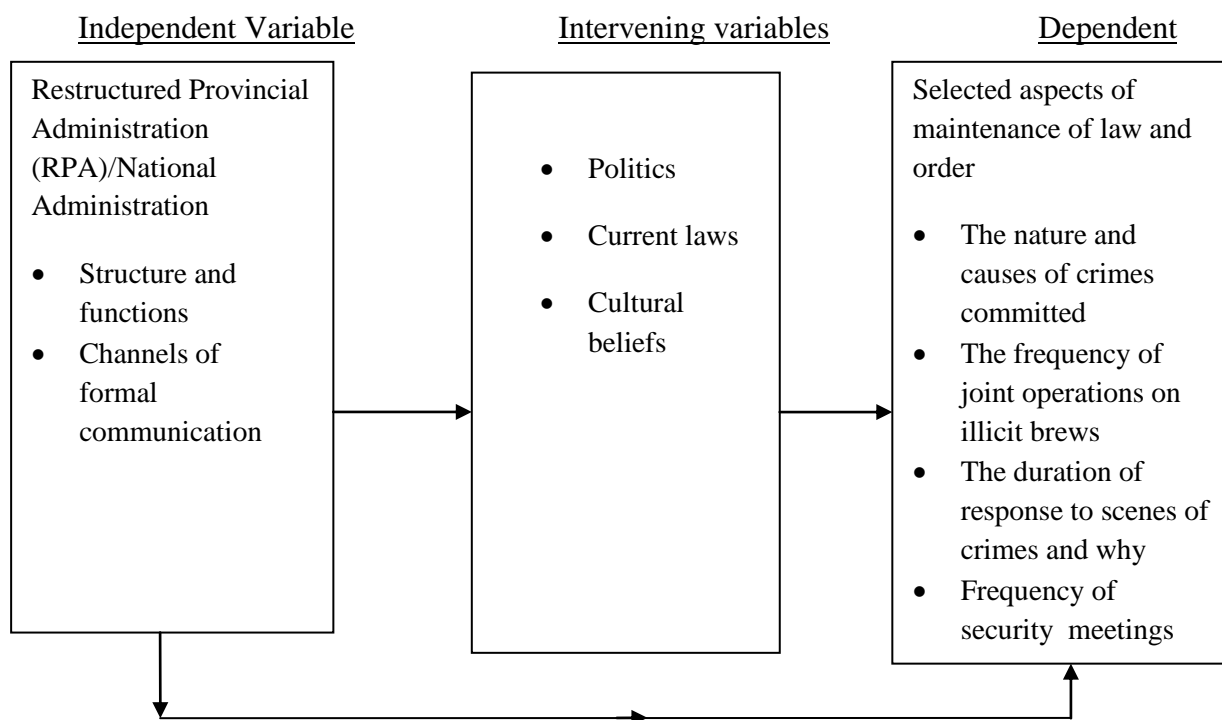
In view of these arguments therefore, it is imperative that the administrative impact of the RPA on selected aspects of maintenance of law and order is investigated in 2010-2014 since the context of governance changed and the RPA continued to be the contact of the government and the citizens. It would be appropriate thus, to review the administrative impact on the basis of the legal-rational theory (legitimate domination). The three basic tenets of the theory namely the political authority, legitimacy and the

administrative apparatus of the RPA would help in developing the conceptual framework of the variables of the research, help in the research design and in explaining the findings of the study as well as its conclusions. The structure of the RPA based on these tenets becomes the independent variable, while the selected aspects of maintenance of law and order becomes the dependent variable. The resultant relationship is thus a cause-effect one.

2.14 Conceptual Framework

Conceptual framework is the researcher's conceptualization of the relationship between variables in the study (Maithya, 2013). The main focus of the research was to establish the administrative impact of the RPA on selected aspects of maintenance of law and order in Bomet County, Kenya in 2010-2014. The Independent variable is the RPA while the Dependent variables are the selected aspects of maintenance of law and order as illustrated by figure 2.1.

Figure 2.1: Conceptual Framework



A conceptual framework showing the relationship between the RPA (independent variable and the selected aspects of maintenance of law and order (dependent variable).

Source: Author, 2016

It shows the relationship between the RPA which is the Independent variable and how its restructuring affects the selected aspects of maintenance of law and order which are the Dependent variables. The relationship between the RPA and the selected aspects of maintenance of law and order is a cause-effect one as shown by the arrows in the diagram. On the basis of the theory of legitimate domination, the legal-rational system of restructuring the PA is bound to affect the system of enforcement and social control of the selected aspects of maintenance of law and order.

Restructuring of the PA is a political process sanctioned by a legitimated order, the Constitution of Kenya 2010 and the legitimacy of the process and the administrative institutions are well spelt out in the law. The re-organisation of the structure, functions and the command structure of the PA is a legal process, hence the social

regulation and enforcement aspects of the legal-rational system of authority. This re-organisation consequently affects the administrative apparatus through which the delivery of the selected aspects of maintenance of law and order is implemented.

The restructuring process also affects other variables in this conceptual framework called the intervening variables. These are factors that the researcher has no control over in the relationship between the independent and dependent variables (Kothari and Garg, 2014). They include politics, existing laws and the cultural beliefs of the people. This implies that different political interpretations given to the restructuring of the PA especially with the existence of the county governments and the political critics is bound to affect the delivery of the selected aspects of maintenance of law and order by the new administrative apparatus (the RPA). The politics of devolution and mis-interpretation of the restructuring of the PA were more pronounced in Bomet County because it hosted the first Chairman of the Council of Governors (2013-2015), hence an intervening variable affecting the relationship of the two variables in the conceptual framework.

Restructuring the PA was also bound to affect the existing laws and cultural beliefs of the people. It brought new laws and regulations, replacing the old ones or conflicting with them which eventually affects the social expectations on the delivery of the selected aspects of maintenance of law and order. A good example is devolved liquor licensing function to the county government that has conflicted with the national law on Alcoholic Drinks Control Act (2010). It is on the basis of this conceptual framework that the research sought to establish how the RPA impacted on the administration of the selected aspects of the maintenance of law and order in Bomet County, Kenya in 2010-2014.

CHAPTER THREE

RESEARCH METHODOLOGY

3.1 Introduction

This chapter dealt with the methods that were applied in carrying out the research. It is outlined under the following sub-headings: research design, area of the study, study population, population sampling, sample and sampling procedure, sampling frame, research instruments, instruments validity and reliability, data collection procedure and analysis and ethical considerations.

3.2 Research Design

The research design for this study was a descriptive survey. The study aimed at collecting information from a sample of respondents on their opinions in relation to administrative impact of the RPA on selected aspects of maintenance of law and order in Bomet County in 2010-2014. The respondents comprised of four security agencies (the NA, the APS, the KPS and the NIS), who were identified purposively from a sampling frame (staff establishment record), based on their service formations. The choice of the descriptive survey design was informed by the theoretical foundation of the study whose basic tenets of political authority, legitimacy and administrative apparatus on the organisation and operations of the RPA could appropriately be measured through descriptive statistics.

As Kombo and Tromp (2011) argue, descriptive survey is appropriate when collecting information about various social issues for example peoples' attitudes and opinions. In this case, information on the administrative impact of the RPA on selected aspects of maintenance of law and order in Bomet County in 2010-2014 was collected from the four security agencies using questionnaires. In addition, this primary information was augmented by analysing secondary data from books, government reports and circulars, various laws, policy papers, journals, internet sources and newspaper dailies.

3.3 Area of the Study

The study was carried out in Bomet and Sotik Sub- Counties in Bomet County, South Rift Valley Region and one of the 47 Counties in Kenya. Bomet County was purposively selected because the researcher had worked in the area for a long time

and the structure of the RPA was similar in all parts of Kenya. Also, the onset of the County government of Bomet and the fact that the County was the first to host the Chairman for the Council of Governors for two years consecutively, 2013-2015, and who was apparently indifferent to the restructuring of the PA made the case study of Bomet County a unique one.

Bomet County comprised of four Sub-counties namely Bomet, Sotik, Konoin and Chepalungu by the time of carrying out the research. Bomet and Sotik Sub-counties were selected through simple random sampling. The County borders the following Counties: Nakuru to the East, Kericho to the North-East, Nyamira to the West and Narok to the South-East. A map of Bomet County is shown in Appendix (ii). It covers an area of 2037.4 sq km and has a population of 723,813 with 49.6 percent males and 50.3 percent females according to the Kenya National Population Census (2009). The predominant community is the indigenous Kipsigis tribe of the Kalenjin community with a population density of 437 persons per square kilometer, compared to the national density of 78 persons per square kilometer and a population growth rate of 2.3 percent compared to the national growth rate of 2.8 percent (Republic of Kenya, 2013).

Bomet and Sotik Sub-Counties have a total area of 1056.5 square Km, 7 Divisions, 37 Locations and 100 Sub-locations, with a total population of 421,014 people according to the national population census of 2009 (KNBS, 2013). They have a high agricultural potential with crop and livestock production being the leading sources of livelihood for the residents. In addition, they have good road infrastructure especially the Southern Corridor trunk road namely Narok-Bomet-Sotik Highway, which traverses both Sub-Counties and links the County to South Nyanza region. The above demographic factors, high agricultural productivity, good road infrastructure, crime trends and politics of devolution, were favourable conditions for the study of the administrative impact of the RPA on selected aspects of maintenance of law and order in 2010-2014.

3.4 Study Population

The study population in the two Sub-counties was 223 security officers comprising of the National Administration (84), the Kenya Police Service (43), the Administration

Police Service (91) and the National Intelligence Service (5)(see the Sampling Frame Table 3.1). (Bomet County Commissioner’s office, 2015). It is from this target population that a sample population was drawn which was both accessible to the researcher and had knowledge of the topic being investigated.

3.5 Population Sampling

A sample of respondents was selected from the target population of 223 security officers. The sample size was chosen according to Mugenda and Mugenda (1999) 10 per cent rule of the accessible population if homogenous and 30 percent if the accessible population is heterogeneous and since it is a descriptive study. Hence, a sample of 143 out of the 223 respondents was selected using the Israel (1992) formula referred to as A Simplified Formula for Proportions.

3.6 Sample and Sampling Procedure

This study used purposive sampling to identify the four security agencies based on their service formations (the NA, the KPS, the APS and the NIS). These groups of respondents were reliable to the study and were information rich cases for in-depth analysis of the administrative impact of the RPA on the selected aspects of maintenance of law and order. The final respondents in each service were purposively selected because of the need to identify those who had serviced for more than eight years, four years before the RPA in 2006-2010 and four years in 2010-2014, to enable establishment of the administrative impact of the RPA on the selected aspects of the maintenance of law and order.

The sample size was calculated using a formula proposed by Israel, G.D. (1992) referred to as *A Simplified Formula for Proportions*. In this formula, a 95 percent confidence level and a Precision of 0.05 are assured. The formula is:

$$n = \frac{N}{1 + N(e)^2}$$

Where n = the sample size

N = is the population size

e = is the level of precision (Israel, 1992).

$$\begin{aligned}
\text{Thus, } n &= \frac{223}{1 + (223 (0.05)^2)} \\
&= 1 + 0.558 \\
&= \frac{223}{1.558} \\
&= 143
\end{aligned}$$

The Proportionate sample size for each service was calculated as follows:

According to Israel (1992), the following formula was used to compute the sample size for each service:

$$n_h = (N_h / N)n$$

where n_h = Sample size of the Service,

N_h = Population of the Service,

n = Total Sample size,

N = Total population.

Hence,

$$\text{National Administration} = (84/223) * 143 = 54;$$

$$\text{National Intelligence Service} = (5/223) * 143 = 3;$$

$$\text{Kenya police Service} = (43/223) * 143 = 28;$$

$$\text{Administration police service} = (91/223) * 143 = 58.$$

The sample selected is assumed to be conversant with the RPA since they belong to the same Ministry of Interior and Coordination of National Government and have experience in the delivery of the selected aspects of the maintenance of law and order.

3.7 Sampling Frame

Table 3.1: A sampling frame

Security agent	Key Informants
The National Administration officers	84
National Intelligence officers	5
Kenya Police officers	43
Administration Police officers	91
Total	223

Source : Bomet County Commissioner's staff establishment (2015)

It is from the above sampling frame that a sample of 143 or 64 percent of the target population was selected using the Israel G.D (1992) formula as indicated in 3.6 above.

3.8 Research Instruments

The research instruments used in this study were questionnaire and analysis of written data. The questionnaire contained closed and open-ended questions to enable the researcher get in-depth insight feelings and opinions of the respondents, annexed as appendix (iii). The questions were focused on the objectives of the study and helped to collect primary information. Secondary data was collected through analysis of books, government reports and circulars, laws and policy papers, internet sources, journals and newspapers. To assure authenticity of the study and ethical issues, the researcher presented introductory letters from the University and the government authorities to the respondents.

3.9 Instruments Validity and Reliability

The degree to which the outcome of the study represented the actual situation under the study was ensured through content and internal validity of the data. As Kothari and Garg (2014) point out, the content and internal validity are concerned about the clarity of the domain of the concepts used and whether the measurements fully represent the domain. This was achieved through the guidance of the experts who were the University supervisors and adjustments done as advised. Reliability on the other hand, refers to the consistency or stability of the instrument to yield the same results after trials (Kothari and Garg, 2014; Mugenda and Mugenda, 1999). To achieve reliability of the instrument, the researcher carried out a pilot study of the questionnaire with a sample of ten respondents who were randomly selected and not included in the initial sample.

3.10 Data Collection Procedure and Analysis

Primary data was collected through a questionnaire which contained closed and open ended questions. The questionnaires were serialized and distributed to the respondents purposively selected through the respective Heads of Departments (HODs) of the targeted four security services (i.e two Deputy County Commissioners, two Officers Commanding Police Divisions, two District Administration Police Commanders and one Intelligence Coordinator). The questionnaires were registered for accuracy as they were returned. The researcher personally administered the questionnaire to the County

Security and Intelligence Committee (CSIC) members led by the County Commissioner who is the chair of the committee and other heads of County security who include the APS commander, the CID Commander, the County Intelligence Coordinator, and the KPS Commander.

Out of the 143 questionnaires that were given out, the researcher managed to get back 123, while 20 were never returned. Out of the 123, only 104 or 73 percent were correctly filled and 19 had errors and were discarded. The return rate was therefore, 73 percent, hence representative of the target population. Secondary data was collected through analysis of books, government reports and circulars, laws and policy papers, internet sources, journals and newspapers, in respect of the variables and objectives of the study.

All the collected data was sorted out and coded based on the questions in the questionnaire. The coded data was tabulated using Statistical Package for Social Sciences (SPSS) and MS Excel computer programs, to tabulate descriptive statistics (frequency tables), to get percentages, graphs and charts. Quantitative data was also categorised and both the descriptive statistics and quantitative analysis were used to establish the relationship between the independent variable (the RPA) and the dependent variables (the selected aspects of the maintenance of law and order). The findings were presented in percentages, graphs and charts.

3.11 Ethical Considerations

Before embarking on data collection, the researcher obtained research permission and authority from the University, the National Commission for Science, Technology and Innovation and the relevant government authorities (see Appendix iv). An official introductory letter was produced to the respondents to assure them of the authenticity of the study. In conclusion, a descriptive survey design was used for this study. The target population was 223 security officers drawn from the four security services namely the National Administration, the Kenya Police Service, the Administration Police Service and the National Intelligence Service.

The study used purposive sampling technique to identify the target population based on their service formations and in obtaining the final sample that had the required

information. The total sample size was 143 respondents. Data was collected through a questionnaire and analysis of books, government reports and circulars, journals, policy papers, Acts of parliament, internet sources and newspaper articles (secondary sources). A pilot study was undertaken to test the reliability of the research instrument used. The questionnaire was administered to the sampled respondents through the HODs as the research assistants, and to ensure ethical considerations, permission and authority to carry out the research was obtained from the University and the relevant government authorities.

CHAPTER FOUR

DATA ANALYSIS, INTERPRETATION AND PRESENTATION

4.1 Introduction

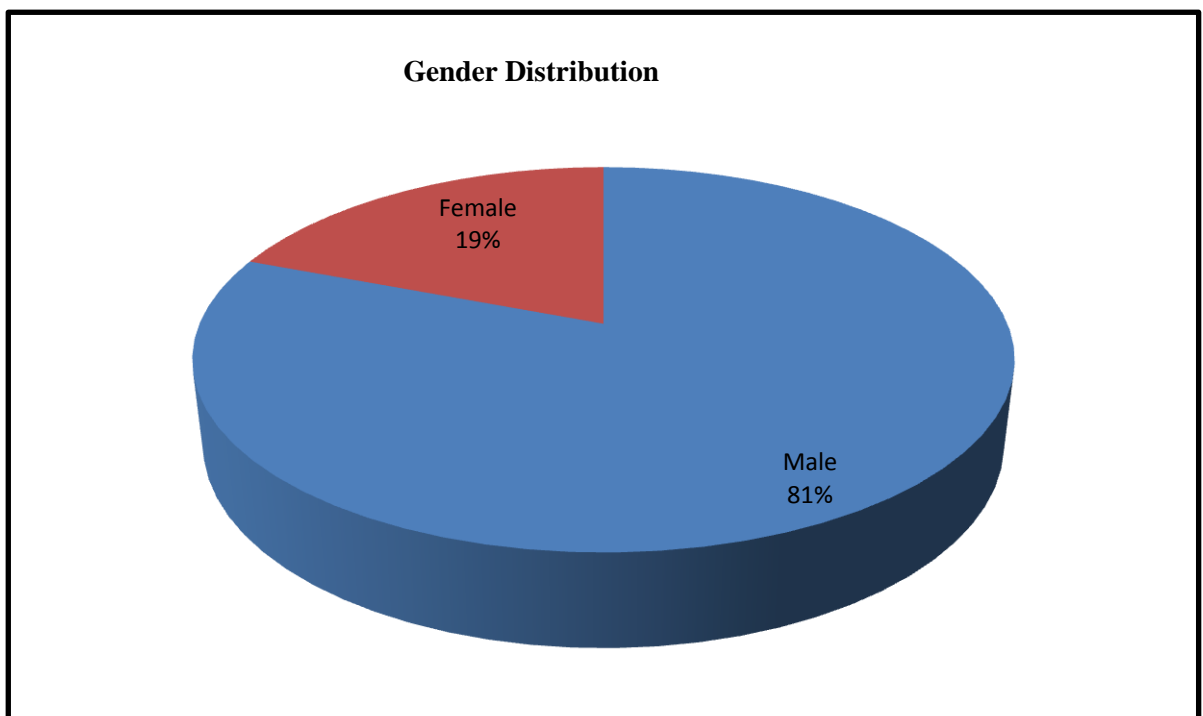
The general objective of this study was to establish the administrative impact of the RPA on selected aspects of maintenance of law and order in Bomet County, Kenya in 2010-2014. This chapter gives analysis, interpretation and presentation of the respondents' opinions on the selected aspects of the maintenance of law and order. The chapter presents the data analysis, the study findings and their interpretation which were presented by frequency and percentages using graphs and charts based on the four objectives of the study.

4.1.1 General information of the Respondents

4.1.2 Gender

As shown in figure 4.1 below, 81 percent of the respondents were males while 19 percent were females. Thus, males were more than females in the targeted security services. It is important to appreciate gender distribution in the targeted respondents of any study.

Figure 4.1 : Gender Distribution

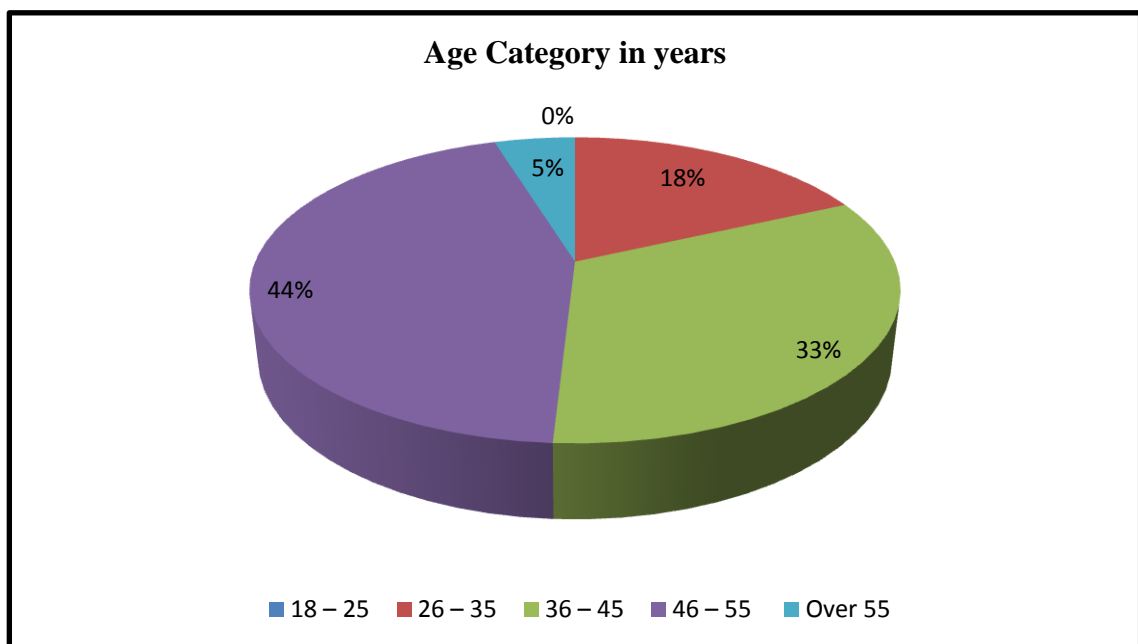


Source: Author, 2016.

4.1.3 Age

From the data, 44 percent of the respondents were the majority aged between 46-55 years, followed by 33 percent of the respondents aged between 36-45 years, and 18 percent of them were aged between 26-35 years, while 5 percent of them were aged over 55 years. It is worth noting that the respondents aged between 46 years and above 55 years were 49 percent, while those aged between 26-45 years were 51 percent. This is illustrated by Figure 4.2 below.

Figure 4.2 : Age Category



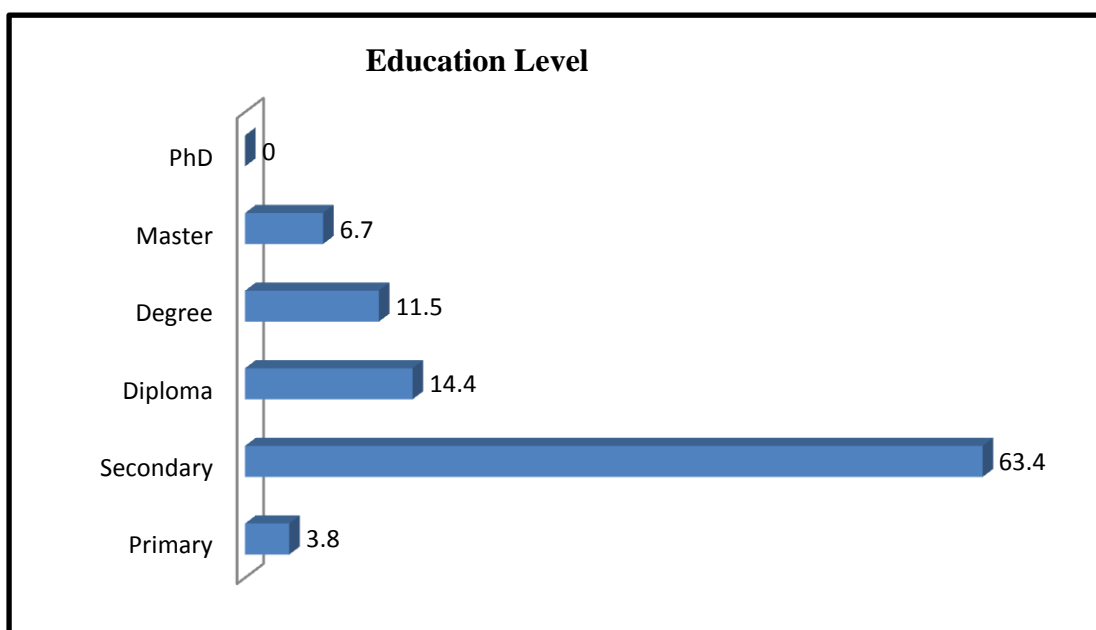
Source: Author, 2016.

The age factor in this study was critical because it sought to measure the opinions on the administrative consequences of the RPA on the selected aspects of maintenance of law and order over a period of eight years, before the RPA in 2006-2010 and during 2010-2014. From the analysis above, 44 percent of the respondents were aged above 46 years and 5 percent of them were over 55 years of age (tending to retire from service). It can, therefore, be interpreted that the more aged the respondents are, the more credible, experienced and reliable their responses were in achieving the objectives of the study, hence validity of the results.

4.1.4 Education level

From figure 4.3 below, 63.4 percent of the respondents had secondary education and were the majority, followed by 14.4 percent who had diploma, 11.5 percent of them had degree, while 6.7 percent of them had masters level of education and 3.8 percent of the respondents had primary level, while none had PhD level of education.

Figure 4.3 : Education Level



Source: Author, 2016.

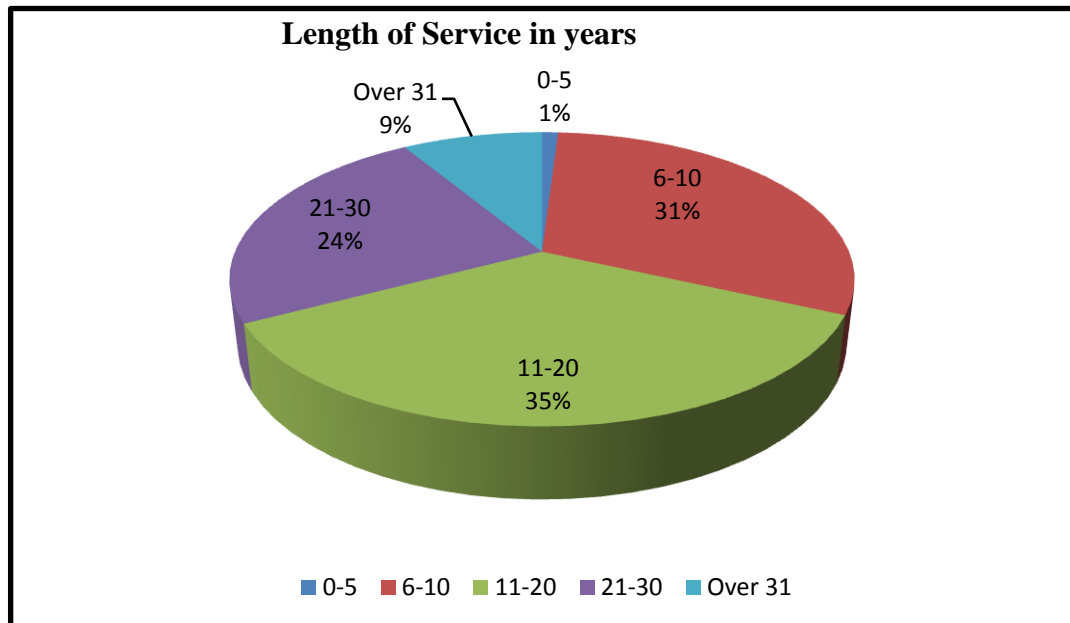
The level of education of the respondents is crucial in the interpretation of the results of this study because it indicates the extent to which the respondents understood and answered the questions in the questionnaire. Achieving the objectives of the study thus, depended on the ability of the respondents to answer the questions outlined in the research instrument. Also, the education level reflects the extent to which the respondents understood the RPA and the selected aspects of maintenance of law and order, which were the main questions in the questionnaire, hence the validity of the results of the study.

4.1.5 Length in service

From the data, 35 percent of the respondents had served for between 11-20 years, followed by 31 percent who had served for between 6-10 years. However, 24 percent of them had served for between 21-30 years, while those who had served for over 31

years were 9 percent. It is worth noting that cumulatively, those who had served for between 11 and over 31 years were 68 percent, a significant number in this analysis. This is illustrated by figure 4.4 below.

Figure 4.4: Length In Service



Source: Author, 2016.

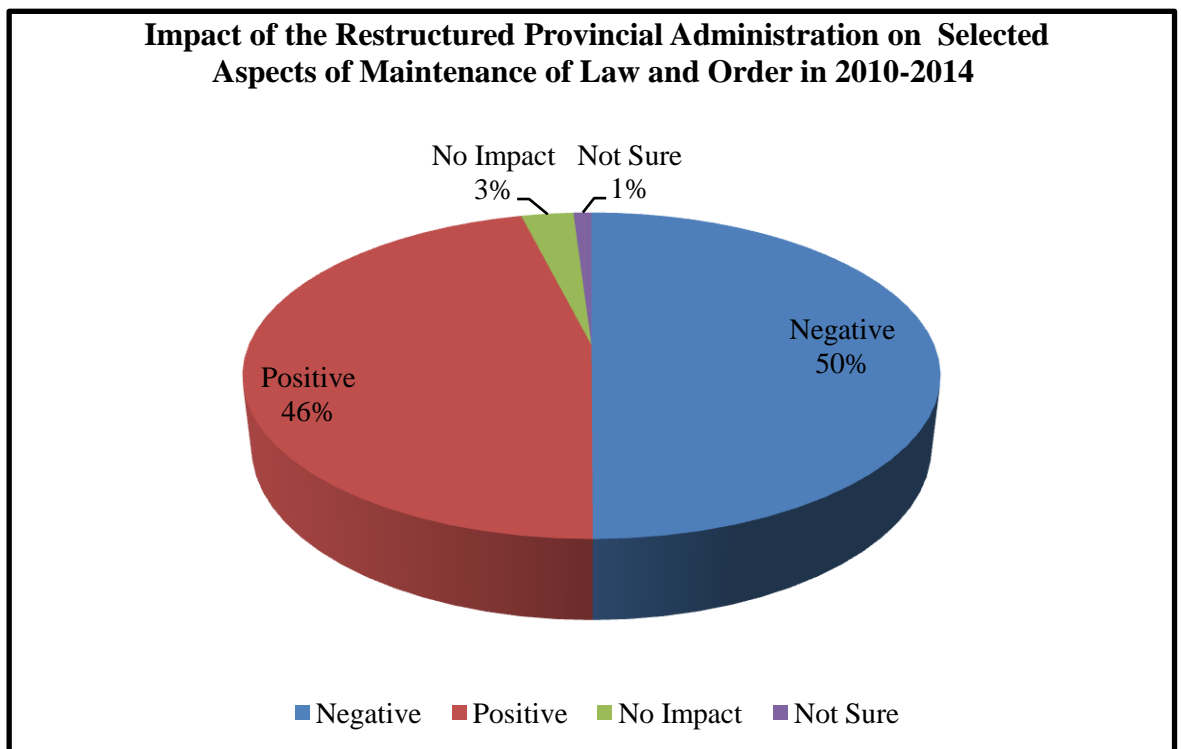
It is imperative to note that experience in the security services was the most important component of this study. The objectives of the study required opinions of the respondents with experience in the Provincial Administration and maintenance of law and order. This is because their opinions would determine the administrative impact of the RPA on the selected aspects of maintenance of law and order measured over a period of eight years, four years before the RPA in 2006-2010 and four years in 2010-2014. Hence, from the above analysis of the data, it can be interpreted that the results of the study had a high degree of correctness because 68 percent of the respondents had served for between 11 and over 31 years.

4.2 Administrative impact of the RPA on the selected aspects of maintenance of law and order in 2010-2014

It was important also to establish the impact of administration on the selected aspects of maintenance of law and order in the area of the study. The objectives of the study required opinions of the respondents with experience in the Provincial Administration

and maintenance of law and order. This is because their opinions would effectively assess the the administrative impact of the RPA on the selected aspects of maintenance of law and order measured over a period of eight years, four years before the RPA in 2006-2010 and four years in 2010-2014, the results are presented in figure 4.5.

Figure 4.5: The Administrative Impact of the Restructured Provincial Administration on the selected aspects of maintainance of law and order in 2010-2014



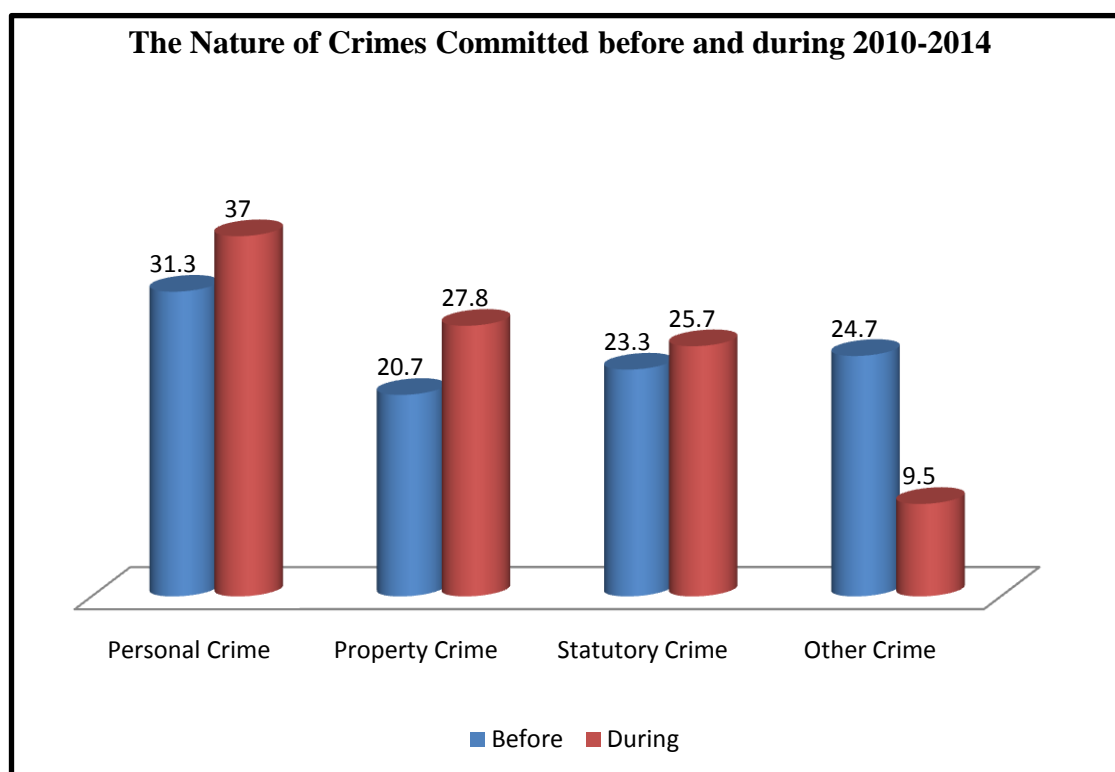
Source: Author, 2016.

The results presented in figure 4.5 show that , out of the 104 respondents, 50 percent of them were of the opinion that the RPA had a negative administrative impact on the selected aspects, while 46 percent of them opined that it had a positive administrative impact and 3 percent of them showed no impact, while 1 percent of them were not sure. Thus, majority of the respondents indicated that the RPA had negative administrative impact on the selected aspects of maintenance of law and order in Bomet County in the period under study.

4.3 The Nature and Causes of Crimes Committed before the RPA in 2006-2010 and during 2010-2014.

It was also important to establish the nature and causes of crimes committed before the RPA in 2006-2010 and during 2010-2014. The objective of the study also required opinions of the respondents with experience in the Provincial Administration and maintenance of law and order, the results were presented in figure 4.6.

Figure 4.6 : The Nature of crimes committed before and during 2010-2014



Source: Author, 2016.

As indicated elsewhere in this thesis, the nature of crimes means types or attributes of crimes that are prohibited by established laws or customs. This study classified crimes as follows: personal crimes (i.e offences against person e.g assaults, rapes, murder, battery etc); property crimes (i.e offences against property e.g robbery, thefts, burglary, corruption etc); statutory crimes (i.e crimes against state statutes and can be both personal and property e.g alcohol related offences, traffic offences etc); other crimes (here include political violence, inter-ethnic conflicts, cattle rustling, terror threats and cyber crimes etc).

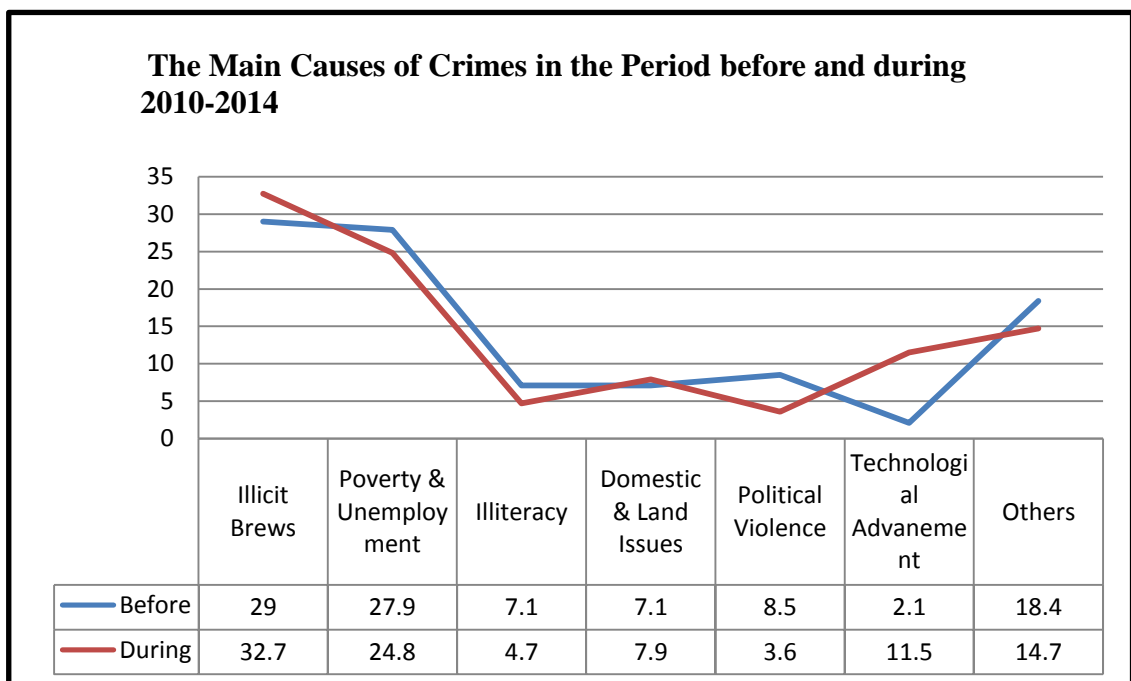
From figure 4.6 above, 37.0 percent of the respondents observed that personal crimes were more in 2010-2014 compared to 31.3 percent of the respondents before in 2006-2010, 27.8 percent of them indicated that property crimes were more in 2010-2014 compared to 20.7 percent of the respondents before in 2006-2010, while 25.7 percent of the respondents observed that statutory crimes were more in 2010-2014 compared to 23.3 percent of the respondents before in 2006-2010. According to the means of these opinions, therefore, all the three categories of crimes were on increase during the RPA in 2010-2014. It can be interpreted that the RPA had negative administrative impact on the nature of crimes committed in Bomet County, resulting in increase of personal, property and statutory crimes in 2010-2014 compared to the crime statistics of the County before the RPA in 2006-2010. However, 9.5 percent of the respondents observed that other crimes (political violence, inter-ethnic conflicts, cattle rustling, terror attacks and cyber crimes) were on decrease in 2010-2014 compared to the opinion of 24.7 percent of the respondents before in 2006-2010. Although terror attacks were frequent in other parts of the country, there was never a terror attack in the County during the period under study. The prevalence of other crimes in this category before the RPA in 2006-2010 can be associated with the 2007/08 Post-Election Violence.

The findings show that the RPA had negative administrative impact on the fight against crimes resulting in the increase in personal, property and statutory crimes in 2010-2014. This means that the re-organization of the Provincial Administration whereby the direct command of the Administration Police officers was removed from the PA and placed under the IG and two DIGs had negatively impacted on the command structure of the security agencies, consequently affecting the fight against crimes at the grassroots level. The RPA also established independent security services namely the Kenya Police Service, the Administration Police Service, the National Intelligence Service and the National Administration (RPA). It can be interpreted that the institutions' working relationship was not good and therefore resulted in increase in the three categories of crimes. The decrease of other crimes in 2010-2014 means that their commission in the period before in 2006-2010 could have been prompted by the public agitation for the reforms in the security sector, especially the police and the Provincial Administration that had for a long time been viewed as brutal, dictatorial and advancing bad governance.

These findings can be linked to March and Olsen (2008) theoretical argument that most institutional reforms and designs have limited capacity for achieving intended effects of re-organisation. However, Hughes (2012) anticipates any reform process to achieve improved performance. But the changed command structure in the RPA and the establishment of independent security services have not achieved improved fight against crimes in 2010-2014. These findings confirm previous researchers' findings such as the KNCHR (2014) and SRIC (2014), both of which indicated increased incidences of personal and property crimes in Kenya in the period 2010-2014.

However, the KNCHR (2014) findings do not agree with the findings of other categories of crimes in this study. The KNCHR (2014) show that there was increased gravity, intensity, and incidences of persistent terror attacks, inter-community conflicts and violence targeting law enforcement officers in Kenya in the period 2010-2014. But these were not intense in Bomet County and there was never a terror attack in the County during the period under study.

Figure 4.7: The main causes of crimes in the period before and during 2010-2014



Source: Author, 2016.

As shown in figure 4.7 above, 32.7 percent of the respondents observed that prevalence of illicit brews was the main cause of crimes in 2010-2014 compared to 29.0 percent of the respondents in 2006-2010; 24.8 percent of the respondents opined that poverty and unemployment were the main causes of crimes in 2010-2014 compared to 27.9 percent of them before in 2006-2010; 4.7 percent of the respondents cited illiteracy and low levels of education in 2010-2014 compared to 7.1 percent of them before in 2006-2010; while 7.9 percent of the respondents observed that domestic and land issues were the main causes of crimes in 2010-2014, compared to 7.1 percent of them before in 2006-2010. In addition, technological advancement was cited as a main cause of crimes in the County, with 11.5 percent of the respondents indicating that it was responsible for the crimes committed in 2010-2014 as compared to 2.1 percent of the respondents before the RPA in 2006-2010. This shows a significant margin of opinion of the respondents on the technological advancement as a cause of crimes in the two periods under study.

However, perceptions of the respondents on political violence as a cause of crimes decreased with 3.6 percent of them indicating it was the main cause of crimes in 2010-2014 as compared to 8.5 percent of them before in 2006-2010. The same trend of opinions was cited on other causes of crimes (cultural beliefs,, negative ethnicity, livestock thefts and population growth etc), with 14.7 percent of the respondents indicating that they were causes in 2010-2014 compared to 18.4 percent of them before in 2006-2010.

From the findings above, the prevalence of the main causes of crimes in Bomet County in 2010-2014 were illicit brews, domestic and land issues and technological advancement. This corroborates the finding that personal, property and statutory crimes were on increase in the County during the period under study. Overall, the study implies that the RPA had negative administrative impact on the nature and causes of crimes committed in Bomet County in 2010-2014. The findings, further corroborate the NACADA (2015) findings that illicit brews are the leading cause of alcohol related deaths and most popular drinks in Kenya.

The findings also depict a negative administrative impact on the resolution of domestic and land issues by the RPA in the County in 2010-2014. This is a negative performance on this aspect compared to the performance of the PA in 2006.

According to the GJLOS survey (2006) on service delivery in government institutions, the office of the Chief was rated as the most improved in service delivery with 70 percent of all disputes being resolved by the office. However, for the poverty and unemployment, illiteracy and low levels of education and others, the study established that they had improved as the main causes of crimes in 2010-2014. This can be attributed to other government policies and not directly linked to the restructuring of the Provincial Administration.

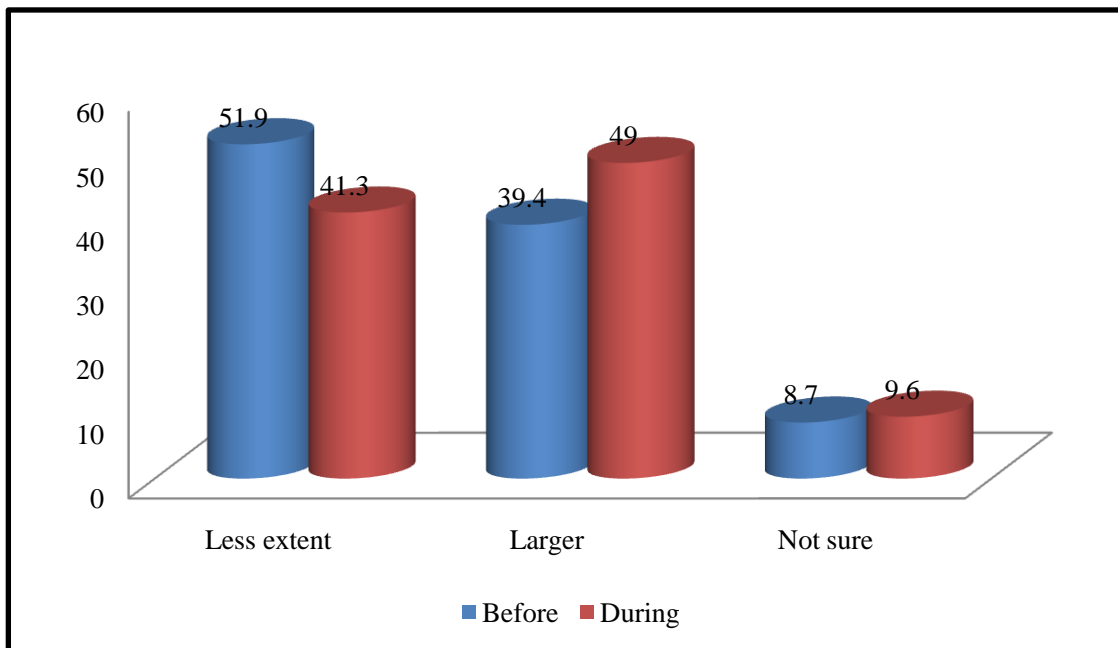
4.4 The Frequency of Joint Security Operations on Illicit Brews and Reasons for Not Conducting them before the RPA in 2006-2010 and during 2010-2014

The study also sought to establish the Frequency of Joint Security Operations on Illicit Brews and Reasons for Not Conducting them before the RPA in 2006-2010 and during 2010-2014 . The study also required opinions of the respondents with experience in the Provincial Administration and maintenance of law and order.

4.4.1 Relation of Crimes and Illicit Brews in the period before in 2006-2010 and during 2010- 2014.

The study sought to establish the relationship between crime and illicit brews in the area of the study between the period before in 2006-2010 and during 2010-2014, the results were presented in figure 4.8.

Figure 4.8: Relation of crimes and illicit brews before and during 2010-2014



Source : Author 2016

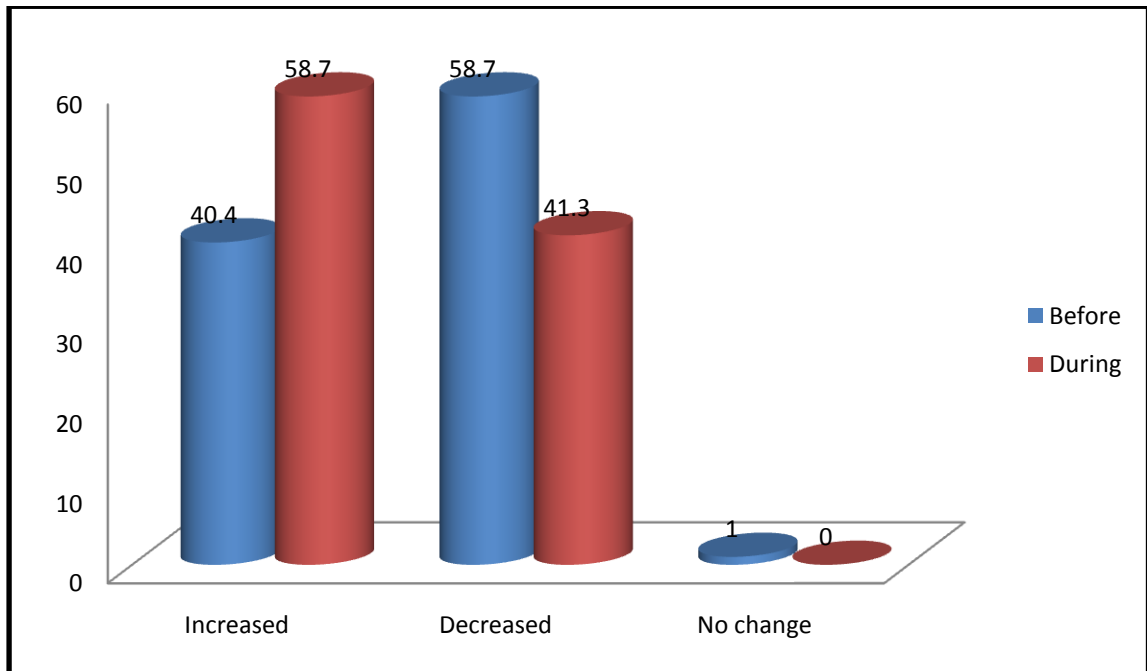
From figure 4.8 above, 49.0 percent of the respondents observed that illicit brews contributed to the crimes committed in Bomet County to a larger extent in 2010-2014 compared to 39.4 percent of the respondents before in 2006-2010, while 51.9 percent of the respondents opined that the illicit brews contributed to the crimes committed to a lesser extent before in 2006-2010 compared to 41.3 percent of them in 2010-2014. However, 8.7 percent of the respondents were not sure before in 2006-2010 compared to 9.6 percent of the respondents in 2010-2014.

From the findings, illicit brews contributed to the crimes committed in the County to a larger extent during the RPA in 2010-2014 than before in 2006-2010. It can therefore, be interpreted that restructuring the PA had negative administrative consequence on the fight against illicit brews by the security agencies in Bomet County in 2010-2014 given the extent to which they contributed to the crimes committed.

4.4.2 Illicit Brews Prevalence

The study also sought to establish the response from the administration on the prevalence of illicit brews in the area before in 2006-2010 and during 2010-2014, the results were presented in figure 4.9.

Figure 4.9: Prevalence of Illicit Brews before 2006-2010 and during 2010-2014



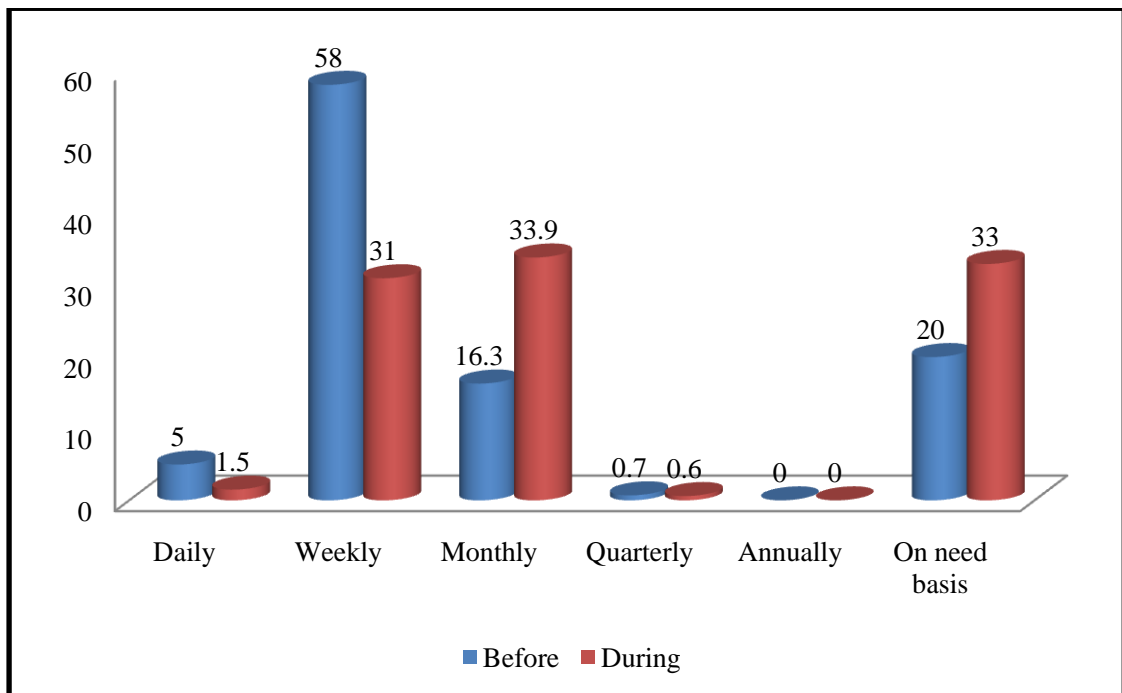
Source: Author, 2016

Figure 4.9 above is closely related to the previous one and it compares opinions of the respondents on the prevalence of illicit brews in Bomet County in the two periods before and during the RPA. From the figure, 58.7 percent of the respondents observed that illicit brews prevalence had increased in 2010-2014, compared to 40.4 percent of the respondents before in 2006-2010. From the findings, illicit brews prevalence increased in the period during restructuring of the Provincial Administration in 2010-2014, but were on decrease in the period before the RPA in 2006-2010. This means that re-organization of the Provincial Administration had negative administrative impact on the operations against illicit brews in Bomet County, because their prevalence increased during the period under study. These findings concur with the NACADA (2015) survey that established that illicit brews are on high demand in Kenya and are responsible for over 6000 deaths annually due to alcohol related problems.

4.4.3 Frequency of Joint Security Operations on Illicit Brews by the Security Agencies in the Period before in 2006-2010 and during 2010-2014

With regard to the Frequency of Joint Security Operations on Illicit Brews by the Security Agencies in the Period before in 2006-2010 and during 2010-2014, the results of the study were presented in figure 4.10.

Figure 4.10: Frequency of Joint Security Operations on Illicit Brews



Source : Author 2006

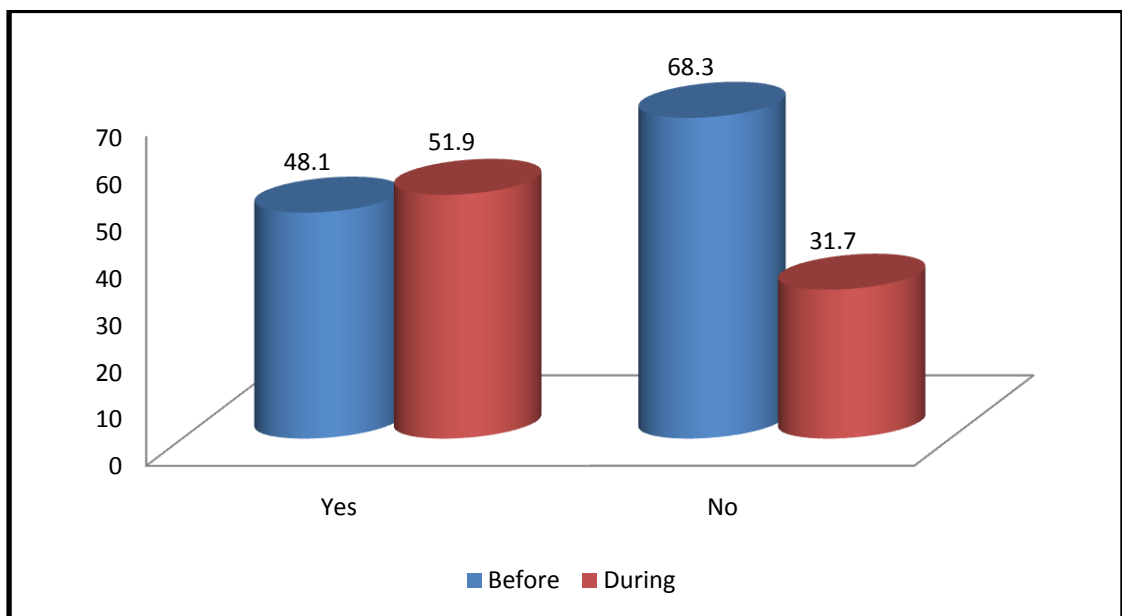
From figure 4.10 above, 58 percent of the respondents observed that the frequency of joint security operations on illicit brews was high on weekly basis before the RPA in 2006-2010 as compared to 31 percent of the respondents in 2010-2014, while 39.9 percent of the respondents opined that it was high on monthly basis in 2010-2014 as compared to 16.3 percent of the respondents before the RPA in 2006-2010. In addition, 33 percent of the respondents observed that the frequency was high on need basis in 2010-2014 as compared to 20 percent of the respondents before the RPA in 2006-2010. Also, from the analysis, 5 percent of the respondents felt that the frequency was minimally higher on daily basis before the RPA in 2006-2010 as compared to 1.5 percent of the respondents in 2010-2014. This means that the frequency of joint security operations on illicit brews dropped from weekly before the RPA in 2006-2010 to monthly and need basis in 2010-2014. It was also minimally higher on daily basis before the RPA in 2006-2010 than in 2010-2014. Also, an insignificant number of 0.7 percent of the respondents felt that the joint operations were conducted quarterly in the period before in 2006-2010 compared to 0.6 percent of the respondents in 2010-2014.

This study therefore, argues that the RPA had negative administrative impact on the frequency of joint security operations on illicit brews since it dropped from daily and weekly basis before the RPA in 2006-2010 to monthly and need basis in 2010-2014. This is corroborated by the analysis that 58.7 percent of the respondents indicated that prevalence of illicit brews had increased during 2010-2014 as compared to 40.4 percent of the respondents before the RPA in 2006-2010. This means that prevalence of illicit brews in Bomet County was lower before the RPA in 2006-2010 but increased during 2010-2014. These results are supported by the existing crime statistics in the County (Bomet Law Courts, 2015 and Bomet CID Report, 2014).

4.4.4 Times they did Not Conduct Joint Security Operations on Illicit Brews in the period before in 2006-2010 and during 2010-2014

Regarding the number of times that the security team did Not Conduct Joint Security Operations on Illicit Brews in the period before in 2006-2010 and during 2010-2014, the results were presented in figure 4.11.

Figure 4.11: Times they did not conduct joint security operations on illicit brews



Source: Author, 2016

From figure 4.11 above, 51.9 percent of the respondents observed that joint security operations on illicit brews were not conducted in 2010-2014 as compared to 48.1 percent of the respondents before in 2006-2010. Therefore, majority of the respondents indicated that there were fewer joint operations on illicit brews during the

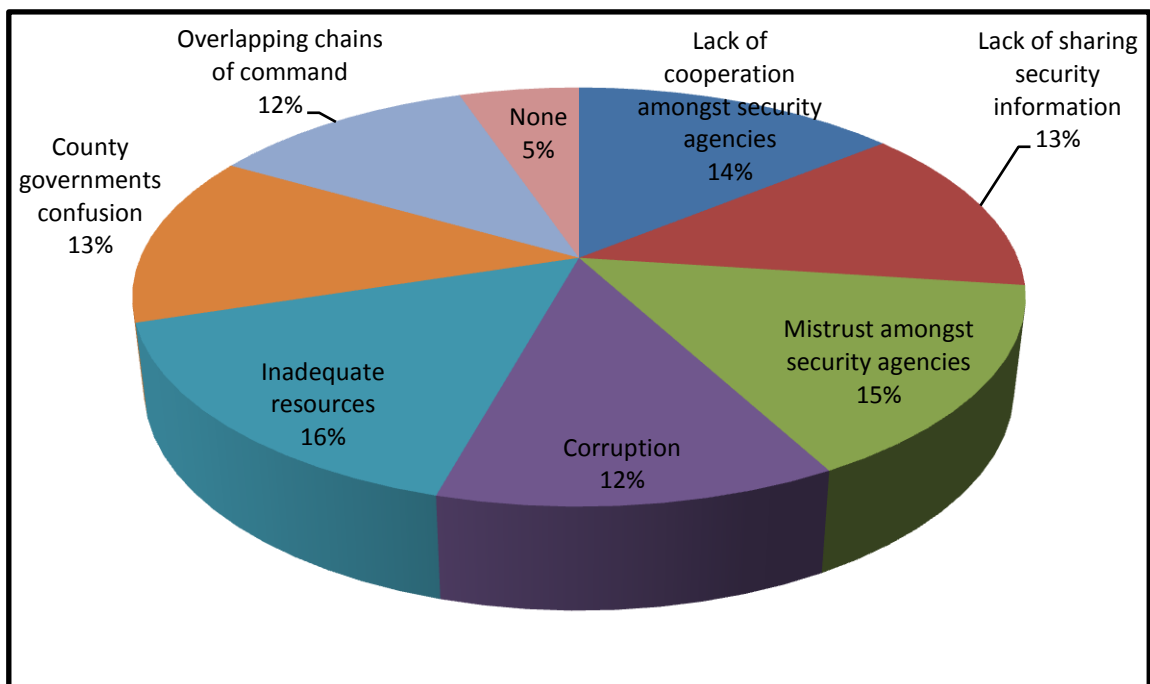
RPA in 2010-2014 than before restructuring the PA in 2006-2010. This means that joint security operations on illicit brews were conducted most of the times before the RPA in 2006-2010 than in 2010-2014 in Bomet County.

According to the findings, it is interpreted that the RPA had negative administrative impact on the frequency of joint security operations on illicit brews in Bomet County in 2010-2014. These research findings can be linked to the theoretical argument by Hughes (2012) that reform is undertaken with the aim of improvement, but there has been so much change, so much reform that management capacity has not improved very much. This study, therefore, argues that restructuring the pillars of national security by changing the command structure and establishing independent security services negatively affected joint security operations on illicit brews in Bomet County in 2010-2014.

4.4.5 Reasons for Not Conducting Joint Security Operations on Illicit Brews in the period during 2010-2014

The respondents were also asked to give Reasons for Not Conducting Joint Security Operations on Illicit Brews in the period during 2010-2014, their responses were presented in figure 4.12.

Figure 4.12: Reasons for NOT conducting joint security operations on illicit brews



Source: Author, 2016

From figure 4.12 above, the respondents revealed the following reasons for not conducting joint security operations on illicit brews in the County in 2010-2014: 16 percent of the respondents cited inadequate resources; 15 percent of them cited mistrust among security agencies; 14 percent of the respondents cited lack of cooperation; while 13 percent of them shown County government confusion; 13 percent of the respondents indicated lack of sharing security information; 12 percent of them cited overlapping chain of command and 12 percent of the respondents cited corruption.

These research findings conforms to other researchers' such as NACADA (2015), that established that illicit brews are on high demand in Kenya and responsible for over 6000 deaths annually due to alcohol related problems. Also, KNCHR (2014) established that there was lack of sharing security information and overlapping chain of command among the security agencies, leading to lack of congruence in their operations in 2010-2014. It is therefore, argued in this study that the RPA had resulted in security institutions that were not in harmony in conducting joint security operations on illicit brews in Bomet County in 2010-2014. This means that restructuring the PA in 2010-2014 had negative administrative impact on the frequency of joint security operations on illicit brews in Bomet County.

4.5 The Duration of Response to Scenes of Crimes and Why by the Security

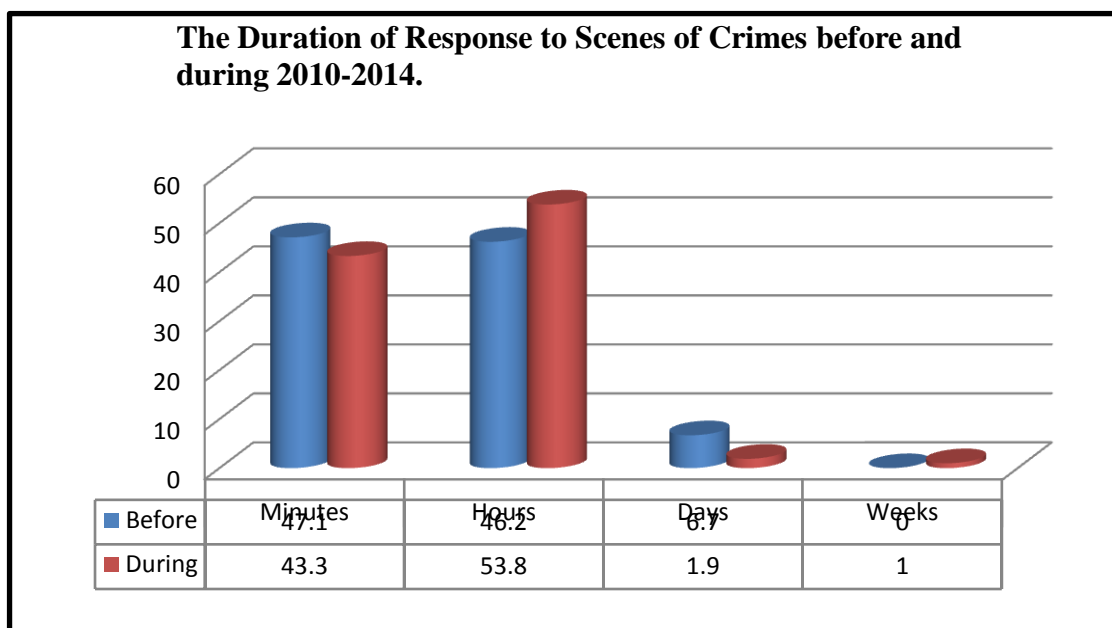
Agencies before the RPA in 2006-2010 and during 2010-2014

It was also important to establish the Duration of Response to Scenes of Crimes and Why by the Security Agencies before the RPA in 2006-2010 and during 2010-2014. This objective required opinions of the respondents who had experience in the Provincial Administration and maintenance of law and order.

4.5.1 The Duration of Response to Scenes of Crimes.

The study sought to establish the Duration of Response to Scenes of Crimes by the security team in the study area before in 2006-2010 and during 2010-2014.

Figure 4.13: The duration of response to scenes of crimes



Source: Author, 2016

From figure 4.13 above, 47.1 percent of the respondents observed that it took minutes to respond to scenes of crimes before the RPA in 2006-2010 as compared to 43.3 percent of the respondents in 2010-2014, while 46.2 percent of the respondents observed that it took hours before the RPA in 2006-2010 as compared to 53.8 percent of the respondents in 2010-2014. This means that the duration of response to scenes of crimes was longer in 2010-2014 than before the RPA in 2006-2010. The analysed data also showed that 6.7 percent of the respondents were of the opinion that the response time to scenes of crimes by the security agencies took days in the period before in 2006-2010 as compared to 1.9 percent of the respondents in 2010-2014, which is a minimal percentage of the opinions, and that none of the respondents felt that the security agencies took weeks to respond to scenes of crimes in the period before in 2006-2010, as compared to 1.0 percent of the respondents in 2010-2014.

From the analysed data, the duration of response to scenes of crimes by the security agencies had increased from minutes to hours in 2010-2014, according to the opinions of majority of the respondents, while on minimal incidences, the respondents observed that the security agencies took days to respond to scenes of crimes in the

period before in 2006-2010, and an insignificant number of the respondents felt that the security agencies took weeks to respond to scenes of crimes in 2010-2014.

It is therefore, argued from these findings that the RPA had negative administrative impact on the duration of response to scenes of crimes by the security agencies, increasing it from minutes before the RPA in 2006-2010 to hours in 2010-2014. It also implies that restructuring the PA by changing the command structure and establishing independent security services resulted in overlapping chain of command, causing confusion and poor coordination of response to scenes of crimes in Bomet County during the period under study.

While there is no baseline literature on systematic recording of response time to scenes of crimes in Bomet County and in Kenya in general, it is a security practice that is taken seriously in the developed world. For example, in the New York City in the USA, response time is an important measure of police performance and an indicator of whether neighborhoods are being vigorously patrolled (The New York Times, September 26th, 2012). However, the duration of response to scenes of crimes in Bomet County in 2010-2014 was far too long compared to that taken in developed countries. According to The New York Times, September 26th, 2012, it took 7 minutes for general crimes and 5 minutes for critical crimes scenes in New York in the USA, while in Manchester and Sussex police in the UK, it took 15 minutes for all types of crimes (British Investigative Journalism, 2013).

These findings corroborate the KNCHR (2014) report, that established that there exists an operational disjuncture within the security agencies with the result being poor sharing of information or lack of action on security intelligence by the security agencies. This is further manifested in confusion on the command structure within the National Police Service between the Kenya Police and the Administration police, leading to lapses in security operations deployments.

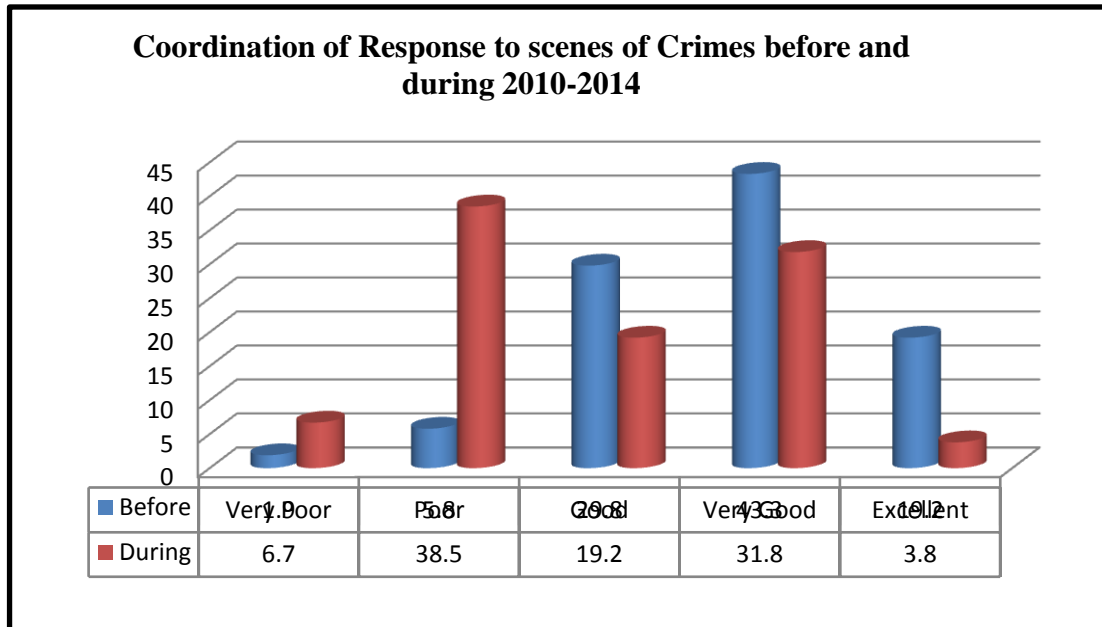
4.5.2 Why it took that Duration of Response

The study also sought to establish the reasons as to why it took the time that the security team took to respond to the scenes of crime. The respondents were asked to indicate whether it was due to coordination or the chain of command or resources. The results were presented below.

4.5.2.1 Coordination of Response to Scenes of Crimes before and during 2010-2014

On whether the duration taken by security team to respond to the scene of crime was influenced by coordination in the team, the results were presented in figure 4.14.

Figure 4.14: Coordination of response to scenes of crimes



Source: Author, 2016.

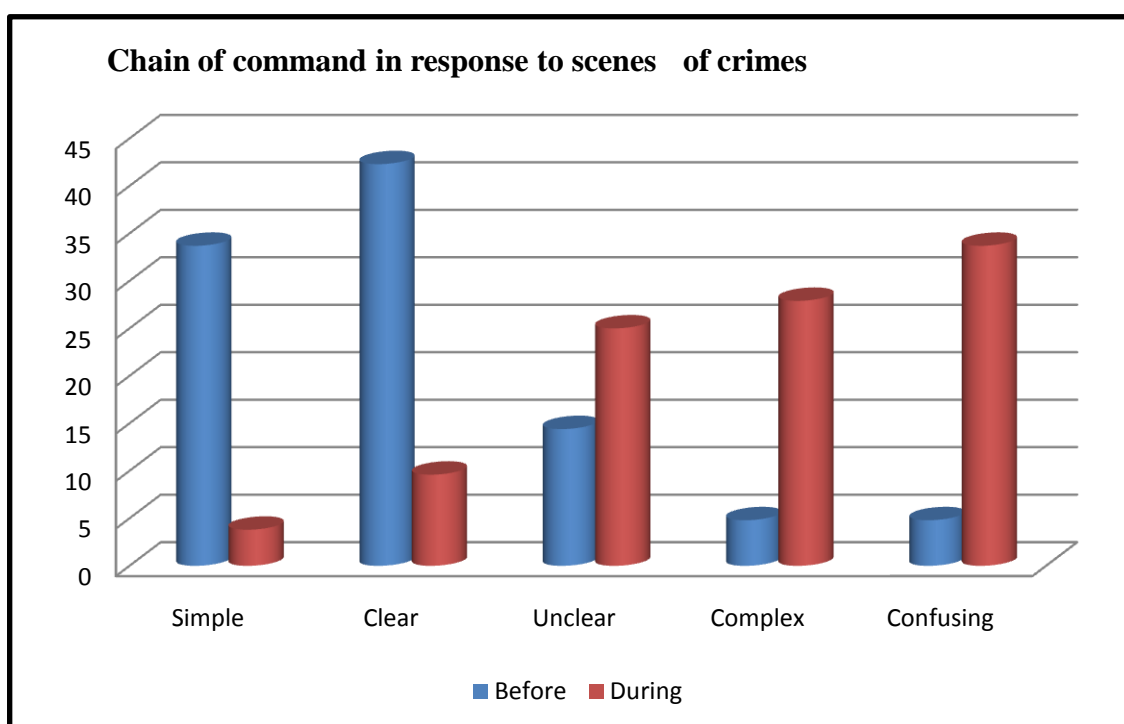
From figure 4.14 above, 29.8 percent of the respondents, 43.3 percent of the respondents and 19.2 percent of the respondents were of the opinion that the coordination of response to scenes of crimes was good, very good and excellent respectively before the RPA in 2006-2010 as compared to 19.2 percent of the respondents, 31.8 percent of the respondents and 3.8 percent of the respondents respectively in 2010-2014. This means that majority of the respondents indicated that the coordination of response to scenes of crimes was good, very good and excellent before restructuring the PA in 2006-2010. However, the converse is true. From the analysed data, 6.7 percent and 38.5 percent of the respondents felt that the coordination of response to scenes of crimes was very poor and poor respectively in 2010-2014 compared to 1.9 percent and 5.8 percent of the respondents respectively in the period before in 2006-2010. Thus, from these findings, the coordination of response to the scenes of crimes in Bomet County was good, very good and excellent before the RPA in 2006-2010, and poor, very poor and minimally excellent during restructuring in 2010-2014.

The study therefore, argues that poor co-ordination of response to scenes of crimes among the security agencies in 2010-2014 was one of the reasons for increased duration of response to scenes of crimes in the County. This is attributed to negative administrative consequence of restructuring the PA. The findings confirm the earlier KNCHR research report (2014), that poor co-ordination of security operations exists among the security agencies, leading to poor information sharing and lack of action on security intelligence leading to increase in crimes in Kenya in 2010-2014.

4.5.2.2 Chain of Command in Response to Scenes of Crimes before and during 2010-2014.

On whether the time of response to the scenes of crime was influenced by the chain of command in the security forces, the results were presented in figure 4.15.

Figure 4.15: Chain of Command in Response to Scenes of Crimes



Source: Author, 2016

As showed in figure 4.15 above, 33.7 percent and 42.3 percent of the respondents respectively observed that the chain of command in response to scenes of crimes was simple and clear before restructuring the PA in 2006-2010, compared to 3.8 percent and 9.6 percent of the respondents respectively in 2010-2014. Also, 25.0 percent, 27.9 percent and 33.7 percent of the respondents were of the opinion that the chain of

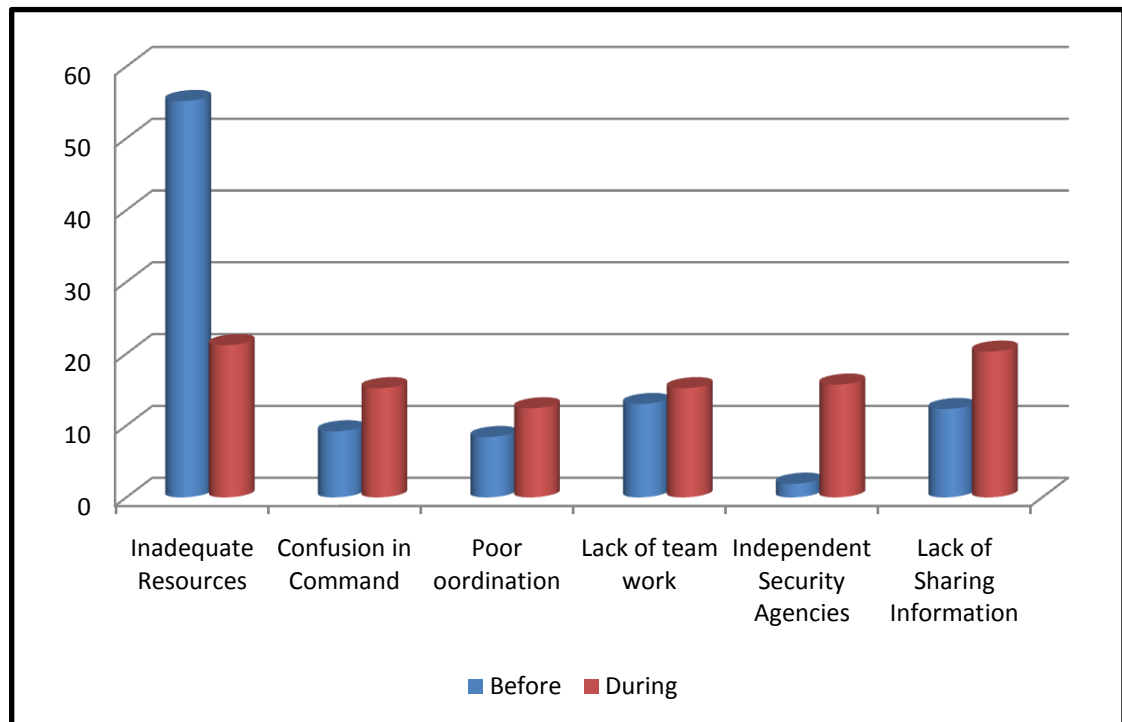
command was unclear, complex, and confusing respectively during restructuring of the PA in 2010-2014, as compared to 14.4 percent, 4.8 percent and 4.8 percent of the respondents who indicated that the chain of command was unclear, complex and confusing respectively before restructuring the PA in 2006-2010.

From these findings, it means that the RPA has resulted in unclear, complex, and confusing chain of command in regard to response to scenes of crimes in Bomet County during the period under study. Thus, the study argues that the resultant unclear, complex and confusing chain of command is another reason for longer duration of response to scenes of crimes by the security agencies in Bomet County in 2010-2014. The findings conform to that of the KNCHR (2014) report, which also found that the chain of command in the police services was unclear and confusing resulting to lack of congruence in their operations.

4.5.2.3 Limitations to Effective Response to Scenes of Crime before in 2006-2010 and during 2010 – 2014

It was also important to establish the various limitations that influenced the effective response to the scenes of crime, the results were presented in figure 4.16.

Figure 4.16 Limitations to Effective Response to Scenes of Crimes



Source: Author, 2016

On limitations to effective response to scenes of crime, as shown in figure 4.16 above, 54.0 percent of the respondents cited inadequate resources in the period before in 2006-2010 compared to 20.1 percent of the respondents in 2010-2014, 14.2 percent of the respondents cited confusion in the chain of command in 2010-2014 as compared to 9.1 percent of the respondents in the period before in 2006-2010, 12.4 percent of the respondents cited poor coordination among the security agencies in 2010-2014 as compared to 8.4 percent of the respondents in the period before in 2006-2010, while 15.2 percent of the respondents cited lack of teamwork among the security agencies in 2010-2014 as compared to 13.0 percent in the period before in 2006-2010. In addition, 15.8 percent of the respondents cited independent security agencies operations in 2010-2014 as compared to 1.9 percent of the respondents in the period before in 2006-2010 and 19.9 percent of the respondents cited lack of sharing security information in 2010-2014 compared to 10.1 percent in the period before in 2006-2010.

From these findings therefore, the study established that, except for inadequate resources, all other factors were more prevalent in 2010-2014 than in the period before in 2006-2010 and contributed to longer duration of response to scenes of crime in Bomet County in 2010-2014. This study therefore, argues that the cited prevalence of the above limitations to effective response to scenes of crimes in 2010-2014 are evidence that the RPA had negative administrative impact on the duration of response to scenes of crimes in the period under study. These findings corroborate the earlier research findings by Omeje and Githigaro (2010), that cite poor coordination in police services and inadequate resources, among other challenges to state policing in Kenya.

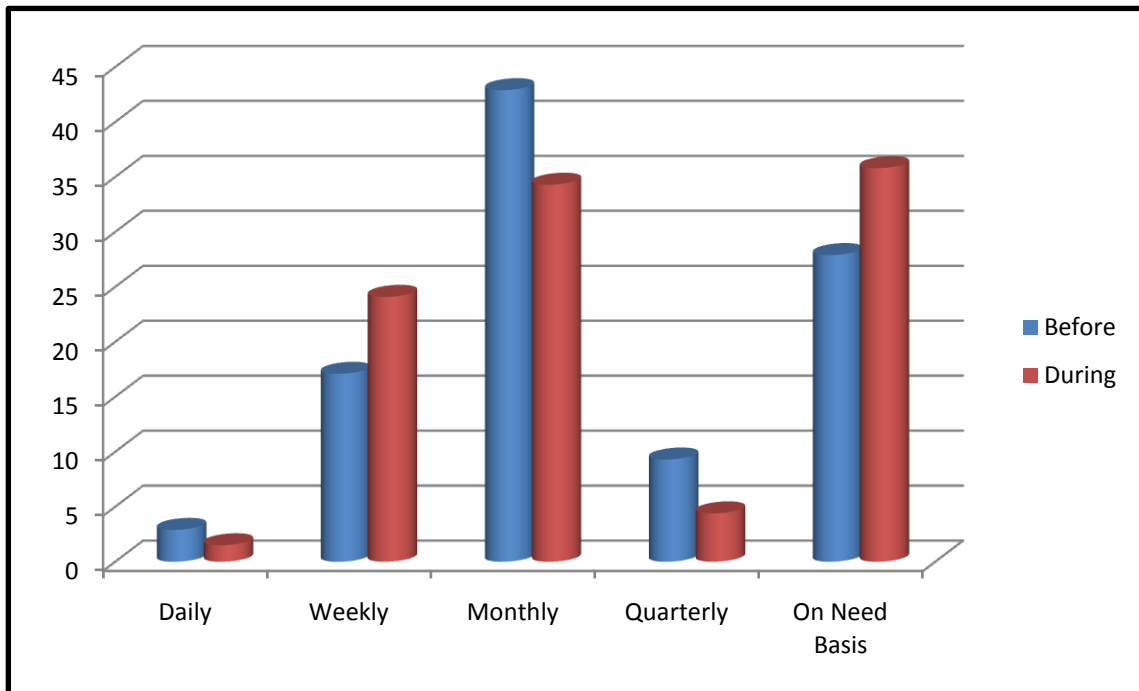
4.6 The Frequency of Security Committees Meetings and What informed them before the RPA in 2006-2010 and during 2010-2014.

The study also sought to establish the Frequency of Security Committees Meetings and What informed them before the RPA in 2006-2010 and during 2010-2014. The results were presented as below.

4.6.1 Frequency of Security Committees Meetings

On the frequency of security committees meetings, the responses from the study were presented in figure 4.17.

Figure 4.17: Frequency of Security committees meetings



Source: Author, 2016

From figure 4.17 above, 24 percent of the respondents were of the opinion that the frequency of security committees meetings was weekly in 2010-2014 compared to 15.1 percent of the respondents before the RPA in 2006-2010, 34 percent of the respondents indicated it was monthly in 2010-2014 compared to 42 percent of the respondents before the RPA in 2006-2010, and 35 percent of the respondents observed that it was on need basis in 2010- 2014 compared to 26 percent of the respondents before the RPA in 2006-2010. This means that the frequency of security committees meetings was monthly and on need basis before the RPA in 2006-2010, but increased to weekly and on need basis in 2010-2014. However, an insignificant 2 percent of the respondents observed that the frequency of the security meetings was daily in the period before in 2006-2010 as compared to 1 percent of the respondents in 2010-2014, while 8 percent of the respondents observed that the frequency of the meetings was quarterly in the period before in 2006-2010 as compared to 4 percent of the respondents in 2010-2014.

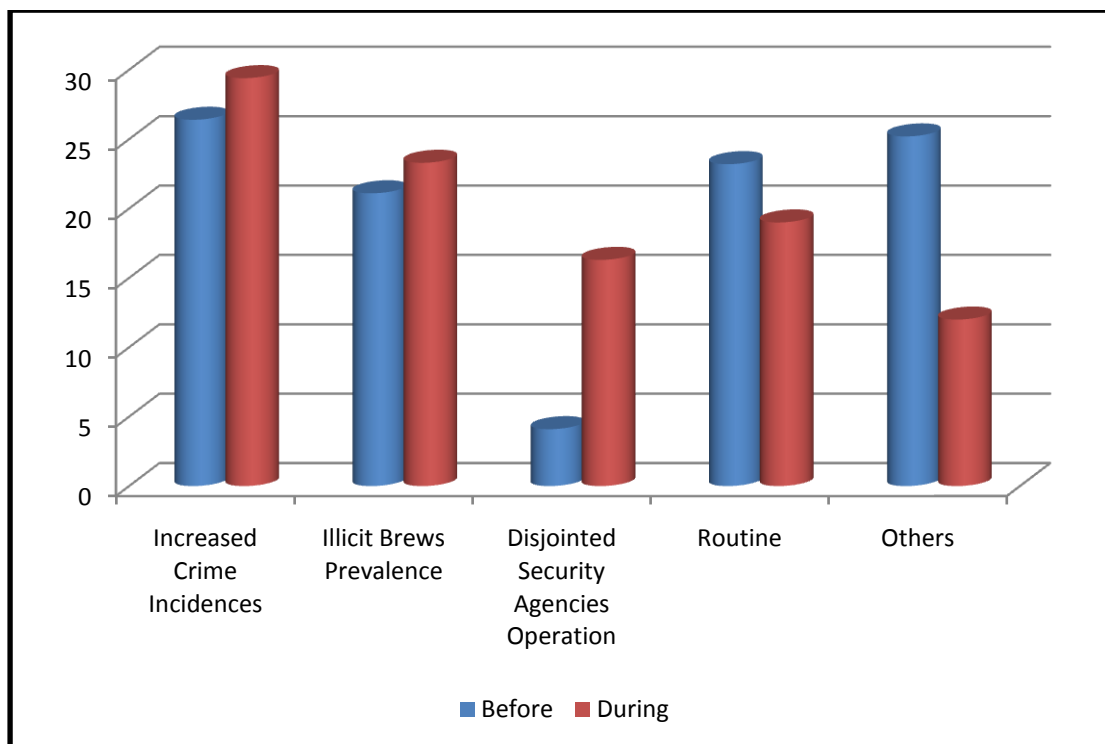
From these findings therefore, it can be interpreted that there were more security meetings on weekly and need basis in 2010-2014 than before the RPA in 2006-2010. This implies that there were more frequent security issues and responsibilities under the RPA than it was before that needed the attention of the security committees in

Bomet County in 2010-2014. It can be argued thus, the RPA resulted in emergent security issues that had negative administrative impact on the frequency of the security committees meetings because it increased from monthly to weekly and on need basis in 2010-2014. As this research has established in the earlier aspects, restructuring of the Provincial Administration has resulted in overlapping chain of command and disjointed security agencies operations, leading to lapses in security operation deployments, confusion in the chain of command and lack of sharing security intelligence information.

4.6.2 What Informed Security Committees Meetings before the RPA in 2006-2010 and during 2010-2014.

Regarding what informed the security committees meetings for the period of study, the results are presented in figure 4.18.

Figure 4.18:What informed security committees meetings



Source: Author, 2016

As illustrated in figure 4.18 above, 29.4 percent of the respondents observed that the security committees meetings were informed by increased crime incidences in 2010-2014 compared to 26.4 percent of the respondents before the RPA in 2006-2010, 23.2

percent of the respondents indicated increased prevalence in illicit brews in 2010-2014 compared 21.1 percent of the respondents before the RPA in 2006-2010, 16.8 percent of the respondents cited disjointed security agencies operations in 2010-2014 compared to 4.1 percent of the respondents before the RPA in 2006-2010, 19 percent of the respondents cited routine in 2010- 2014 compared to 23.2 percent of the respondents before the RPA in 2006-2010 and 12 percent of the respondents observed other reasons in 2010-2014 compared to 25.2 percent of the respondents before the RPA in 2006-2010.

From this analysis therefore, the perceptions of the respondents on what informed the security committees meetings in Bomet County had increased by 3 percent for the increased crimes incidences and 2.1 percent for prevalence in illicit brews in the two periods under study. However, whereas the difference in these opinions seems to be marginally close to one another, it was higher for the disjointed security operations by 12.7 percent. Also, from the results, security committees meetings were less a routine administrative practice in 2010-2014 as compared to the opinion of the respondents before the RPA in 2006-2010. From these findings therefore, the study argues that the security committees meetings in Bomet County were more informed by increased disjointed security operations which led to increased crime incidences and increased prevalence in illicit brews in 2010-2014 than before the RPA in 2006-2010, and less informed by routine and other reasons.

These findings confirm the statutory provisions on the frequency of the security committees meetings as outlined in the Republic of Kenya (2012) and the Republic of Kenya (2013) from national level to the lowest levels of the administrative units, to occur as a routine practice and as often as security needs occur at every level. In conclusion, this chapter analysed, interpreted and presented the results of the study based on the four objectives. It analysed the general information of the respondents and the administrative impact of the RPA on each of the four aspects of maintenance of law and order in Bomet County in 2010-2014.

This was done in the following order: the nature and causes of crimes committed in the County before the RPA in 2006-2010 and in 2010-2014, the frequency of joint security operations on illicit brews and reasons for not conducting them, the duration of response to scenes of crime by the security agencies and why, and finally the

frequency of security committees meetings and what informed them. The presentation of the findings and the inferences made was done using frequencies and percentage graphs and charts. Summary of the findings, conclusions and recommendations are provided in the next chapter.

CHAPTER FIVE

SUMMARY OF FINDINGS, CONCLUSION AND RECOMMENDATIONS

5.1 Introduction

This chapter gives the summary of the research process, the findings, conclusions and the recommendations.

5.2 Summary of Findings

This study set out to investigate the administrative impact of Restructured Provincial Administration (RPA) on selected aspects of maintenance of law and order in Bomet County, Kenya in 2010-2014. Its specific objectives were the four selected aspects of maintenance of law and order namely: examining the nature and causes of crimes committed before the RPA in 2006-2010 and in 2010-2014 in the County, establishing the frequency of joint security operations on illicit brews and reasons for not conducting them, establishing the duration of response to scenes of crimes by the security agencies and why, and establishing the frequency of security committees meetings and what informed them.

The methodology employed was descriptive survey design. The research targeted four security agencies namely the Provincial Administration, the Kenya Police Service, the Administration Police Service and the National Intelligence Service officers in Bomet and Sotik Sub- Counties. Purposive sampling was used to identify the target population based on their formations and to select the final respondents because of the need to identify those who had served for over eight years to establish the administrative impact. Data was collected using structured closed and open-ended questionnaire and analysis of secondary data in books, government reports and circulars, Acts of parliament and policy papers, journals, internet sources and daily newspapers. Data was analysed and interpreted using descriptive statistics, tabulated using the Statistical Package for Social Sciences (SPSS) version 21, a computer program and the MS Excel to draw the graphs and the charts. The results were presented using percentage and frequency graphs and charts.

The study was based on the Theory of Legitimate Domination known as the Legal-Rational Authority as outlined by Max Weber (1968), whereby the basic aspects of the theory employed were the political authority, legitimacy and administrative

apparatus and their application in the organisation and operations of the RPA in regard to the maintenance of law and order.

The study established that three categories of crimes namely personal, property and statutory crimes were on increase in Bomet County during the RPA in 2010-2014 and were mainly caused by increased prevalence in illicit brews, domestic and land issues and technological advancement.

However, the other crimes (political violence, inter-ethnic conflicts, cattle thefts, terror attacks etc), were more prevalent before the RPA in 2006-2010, but substantially decreased during the RPA in 2010-2014. Furthermore, it was established that other causes of crimes such as poverty and unemployment, illiteracy and low levels of education and political violence had significantly decreased during the RPA in 2010-2014.

The frequency of joint security operations on illicit brews in Bomet County dropped from weekly and need basis before the RPA in 2006-2010 to monthly and need basis in 2010-2014. Also, the daily frequency of the joint security operations on illicit brews was minimally higher before restructuring the Provincial Administration in 2006-2010 than during the RPA in 2010-2014.

In addition, the study established that prevalence in illicit brews was on the increase during the RPA in 2010-2014 compared to the similar period before and contributed to the crimes committed in Bomet County to a larger extent during the RPA in 2010-2014, than before restructuring the Provincial Administration in 2006-2010. The study further established that joint security operations on illicit brews were not conducted in Bomet County most of the times during the RPA in 2010-2014, compared to the period before restructuring the Provincial Administration in 2006-2010.

On reasons for not conducting the joint security operations on illicit brews during the RPA in 2010-2014, the study established the following: inadequate resources, mistrust among the security agencies, lack of cooperation among the security agencies, lack of sharing security information, overlapping chain of command, and corruption among the security agencies and County government confusion in Bomet County.

On the duration of response to scenes of crime by the security agencies and why, the study established that the duration increased from minutes before the RPA in 2006-2010, to hours during the RPA in 2010-2014 in Bomet County. It was also established that before the RPA, the duration of response to scenes of crimes was minimally taking days.

The reasons for taking that duration of response to scenes of crime were: poor co-ordination of response to scenes of crimes by the security agencies, unclear, complex and confusing chain of command, inadequate resources, independent security agencies operations, lack of teamwork and lack of sharing security information among the security agencies. Except for the inadequate resources, all other reasons were cited more by the majority of the respondents during the RPA in 2010-2014 than in the period before in 2006-2010. However, the study established that there was no systematic structure of recording response time to scenes of crimes by the four security agencies in Bomet County and in Kenya in the period under study.

On the frequency of security committees meetings and what informed them, the study established that the frequency of security committees meetings in Bomet County increased to weekly and need basis in 2010-2014 from monthly and need basis before the RPA in 2006-2010. The security meetings were more informed by disjointed security operations which led to increased crime incidences and prevalence in illicit brews during the RPA in 2010-2014 than in the period before the RPA in 2006-2010. But, before the RPA, the security meetings were more informed by routine and other factors (political interference, inter-ethnic conflicts, cattle thefts, etc) in Bomet County.

5.3 Conclusion

The study concludes that the RPA with changed command structure and independent security services had negative administrative impact on the fight against crimes in Bomet County in 2010-2014, resulting in the increase in personal, property and statutory crimes. The new structure resulted in overlapping chain of command, lack of cooperation and sharing security information among the four security agencies and disjointed operations, all of which negatively impacted on effective enforcement and coordination of maintenance of law and order during the period under study.

This is evident from the increased prevalence in illicit brews, domestic and land issues, all of which were the main causes of crimes in Bomet County in 2010-2014.

The study also concludes that technology was advancing at a faster rate in 2010-2014 than in the period before, therefore, emerging a significant cause of crimes in the County. Hence, a cause of concern for the security agencies in the contemporary maintenance of law and order.

The drop in the frequency of joint security operations on illicit brews from weekly and need basis in 2006-2010, to monthly and need basis in 2010-2014 is attributed to the RPA with overlapping chain of command, disjointed security operations, persistent inadequate resources, lack of cooperation among the four security agencies, and the County government entry in liquor management that brought confusion in the fight against illicit brews in Bomet County. The study therefore, concludes that the reduced frequency of joint security operations was responsible for increased prevalence in illicit brews that contributed to most crimes committed in the County in 2010-2014 to a larger extent than in the period before. The RPA, therefore, had a negative administrative impact on the frequency of joint security operations on illicit brews in 2010-2014.

The study concludes that the increase in the duration of response to scenes of crime by the security agencies from minutes before the RPA in 2006-2010 to hours in 2010-2014 was due to introduction of unclear, complex and confusing command structure in the RPA. This resulted in poor coordination and enforcement of responses to scenes of crime, especially at the lower levels where the Chiefs largely rely on the Administration Police to enforce law and order. This, coupled with persistent inadequacy of resources among the security agencies had negative ramifications on the duration of response to scenes of crimes in 2010-2014. Other limitations to effective response to scenes of crimes include: overlapping chain of command, independent security agencies' operations, lack of teamwork and sharing security information among the four security agencies, all of which contributed to increased duration of response to scenes of crime.

It is further concluded that there was no systematic structure of recording response time to scenes of crime by the four security agencies in Bomet County and in Kenya in the period under study.

Finally, the study concludes that the frequency of security committees meetings in Bomet County increased to weekly and need basis in 2010-2014, from monthly and need basis before the RPA in 2006-2010, due to emerging security and administrative issues in 2010-2014. These issues were: overlapping chain of command, disjointed security operations, and lack of cooperation among the four security agencies. The resultant effect, therefore, indicated that disjointed security operations increased crime incidences, prevalence in illicit brews, hence the need for frequent security meetings to address them.

Overall, the RPA had negative administrative impact on the four selected aspects of maintenance of law and order namely: the nature and causes of crimes committed in Bomet County in 2010-2014, the frequency of joint security operations on illicit brews and reasons for not conducting them, the duration of response to scenes of crimes by the security agencies and why, and the frequency of security committees meetings and what informed them.

However, the study reaffirms the applicability of the theory of legitimate domination (legal-rational authority) aspect of the administrative apparatus in maintenance of law and order. The RPA's legitimacy to implement national government functions, including maintenance of law and order has been sanctioned by Section 17 of the Constitution of Kenya, 2010. This equips the institution with the two kinds of legitimations: subjective legitimation (internalised ethical/social norms) and objective legitimation (having possibility of enforced sanctions from the law), to implement the maintenance of law and order. But, restructuring the Provincial Administration has not fully achieved the intended effects of re-organisation in the maintenance of law and order as this study has established.

As March and Olsen (2008) argue, most democracies seem to have limited capacity for institutional design and reform and in particular for achieving intended effects of re-organisation. According to Hughes (2012), reform is undertaken with the aim of improvement, but there has been so much reform, so much change that management capacity has not improved much. Any process of change involves winners and losers, and among the losers might have been some valued parts of the traditional model of administration. Could restructuring the pillars of national security have left behind

some valued parts of the former Provincial Administration in regard to maintenance of law and order?

The study has contributed to new knowledge on restructuring the Provincial Administration in Kenya and its consequences on maintenance of law and order. The study findings inform the law enforcement agencies to improve and streamline their operations, the government and the policy makers on the emergent overlapping chain of command and disjointed operations among the four security agencies that negatively impact on effective coordination and enforcement of maintenance of law and order. The study findings reaffirm what other researchers such as Omeje & Githigaro (2010) and KNHRC (2014) have established on the disjunction of operations among the security agencies in Kenya. However, this study can be repeated using a different methodology such as interview schedule on key informants or focused group discussion and target a different population.

5.4 Recommendations

Owing to the strategic relevance of the RPA in the maintenance of law and order in Bomet County and in Kenya in general, it is imperative that the following recommendations from the study findings are highlighted:

It is recommended that the government considers re-restructuring the command structure among the four security agencies (the NPS, the RPA and the NIS) to address their disjointed relationship, especially between the Administration Police Service and the National Administration (RPA). The command structure should be streamlined to make it simple and direct, (i.e establish one source of command for all the agencies) to enhance teamwork, effective enforcement and management of maintenance of law and order.

The government should strengthen joint security operations on illicit brews by addressing the disjoint in the security agencies and availing adequate resources for the operations. To avoid the confusion witnessed with the County government of Bomet on liquor management, a clear law and policy should be established that is universal to all the Counties to streamline operations on illicit brews, since it is a concurrent function between the two levels of government.

Since the advancing technology is emerging as a major contributor to the crimes committed, it is recommended that the government puts in place strict regulatory and educative measures to the use of technology. The security personnel should be continuously trained to be ahead in the use of the evolving technology to fight crimes.

To enhance effective coordination and enforcement of response to scenes of crimes, it is recommended that a single centre of command is established to overcome the overlapping chain of command among the security agencies. In addition, it is recommended that the government avails adequate resources to all the security agencies to improve their response to scenes of crimes. The resources provided should be in tandem with the changing technological, political, social and economic environment to combat the changing nature and causes of crimes in Kenya.

It is further recommended that a systematic structure of recording response time to scenes of crime be established, so as to know the duration the security agencies take to respond to scenes of crime. This would serve as a performance indicator for the security forces and inform the extent to which neighbourhoods are patrolled, as it is the practice in the developed countries.

Since security committees meetings are critical strategies in the maintenance of law and order, it is recommended that the government enhances their frequencies, especially at the lower administrative levels through sustained adequate financial and logistical facilitation to the committees.

It is further recommended that the government considers establishing clearly documented powers and authority of the chairpersons of the security committees. The powers and the authority of the chairpersons over the other members and on the management of the security agents should be spelt out clearly to enhance teamwork, address disjunction in operations and streamline direct chain of command. Specifically, the provisions of Article 239 (5) of the Constitution of Kenya, 2010 should be fully operationalized so that security organs are actually subordinate to civilian authority at the grassroot levels.

5.5 Areas for Further Study

Further research can be done on the following areas: a countrywide baseline survey on the administrative impact of the RPA on the maintenance of law and order in Kenya since the new Constitution, 2010; the administrative impact of resource allocation to the RPA on maintenance of law and order in Kenya after restructuring; further research can be done on the new command structure in the security agencies and its impact on response to scenes of crime; technological advancement and its contribution to the nature and causes of crimes committed in Kenya; and finally, research can be done on the relationship between the RPA and the County governments in fighting illicit brews.

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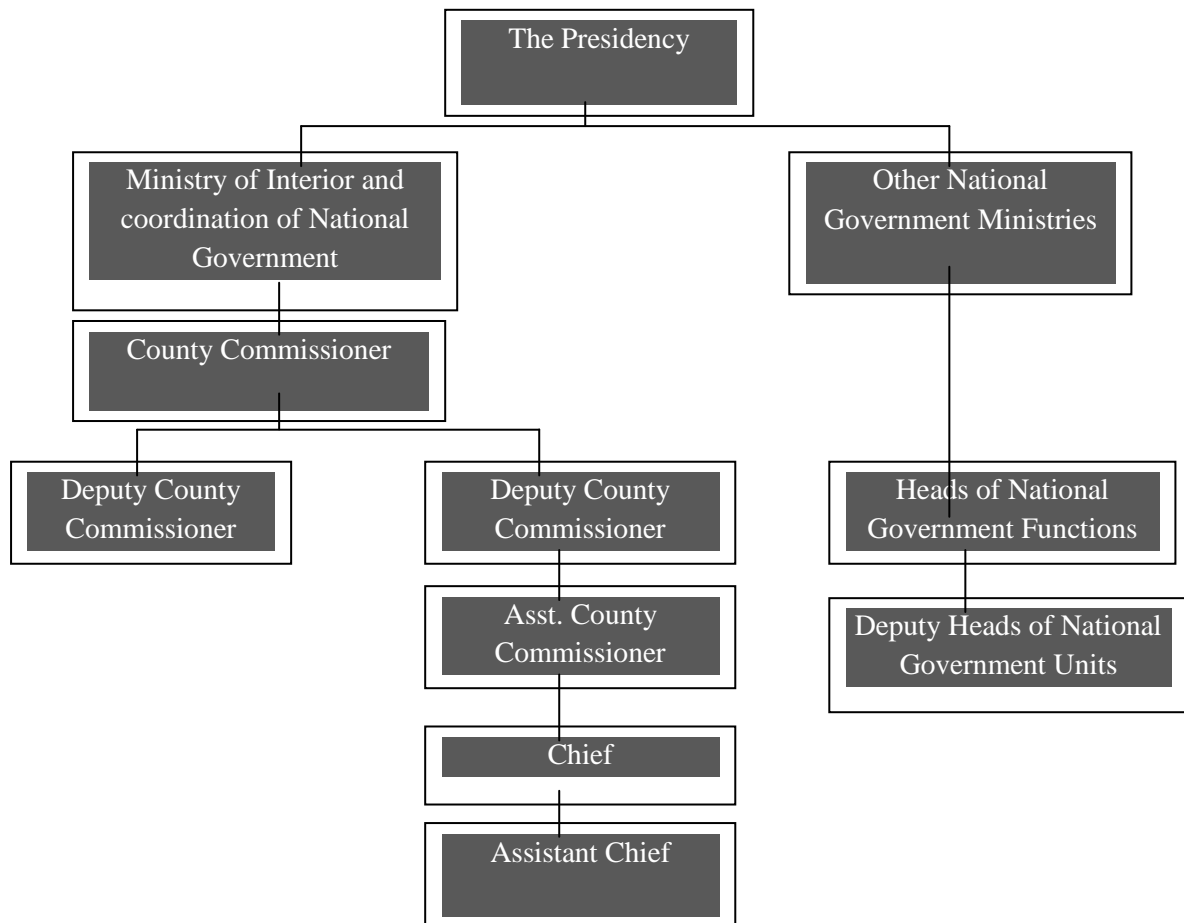
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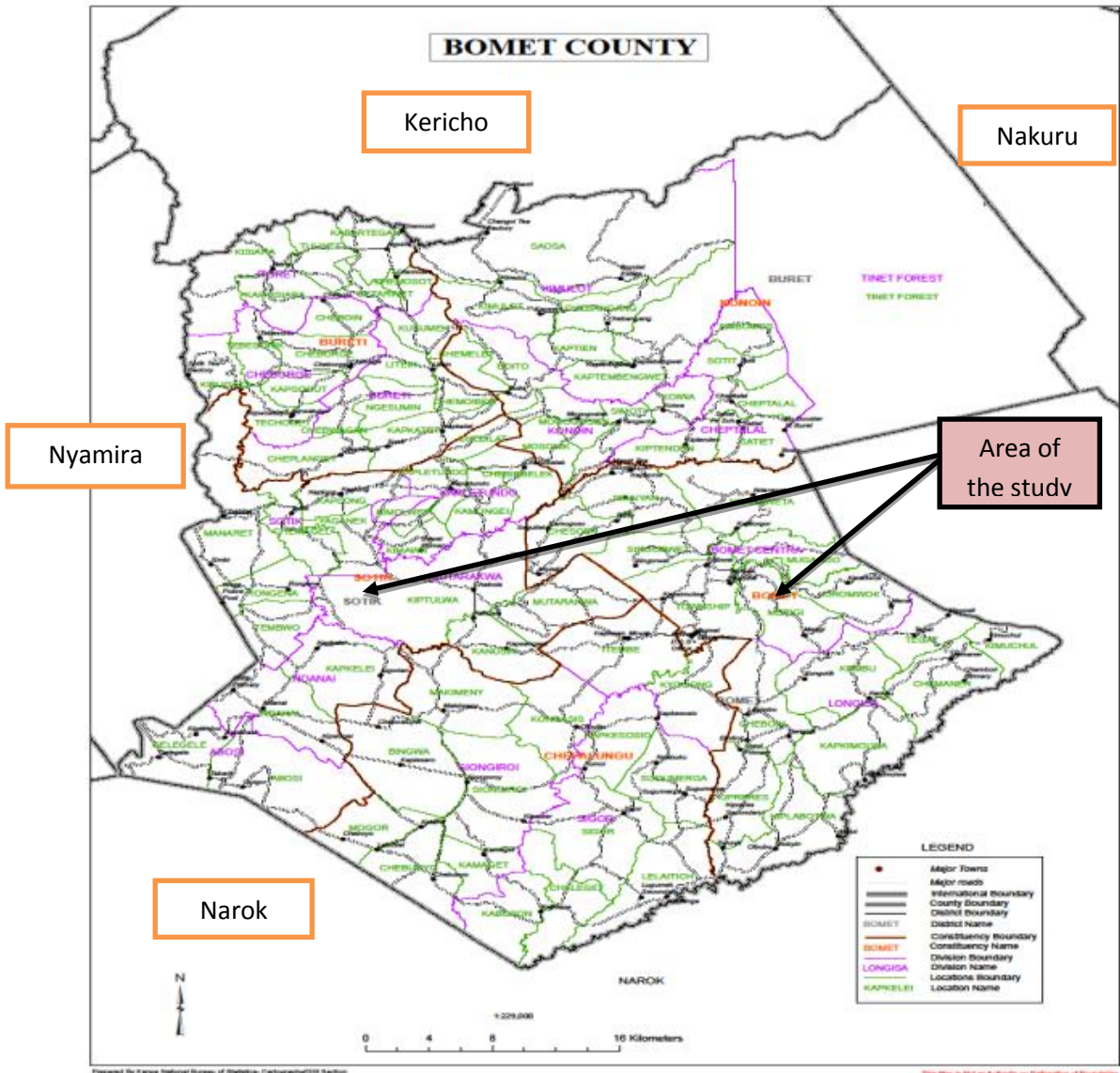
Appendix I
Organizational Structure of the Restructured Provincial Administration



Source: MICNG, 2015

Appendix II

Geographical Map of Bomet County



Source: Bomet County Integrated Development Plan C.I.D.P (2015).

Appendix III Questionnaire

Preamble

This questionnaire is designed for the purpose of collecting information to study '*The Administrative Impact of Restructured Provincial Administration on Selected Aspects of Maintenance of Law and Order in Bomet County in the period before (2006-2010) and during 2010-2014*'.

The research paper will be submitted by the researcher in partial fulfillment for the award of Degree of Master of Arts in Public Policy and Administration of Maasai Mara University.

You are assured that all the answers you provide will be treated with utmost confidentiality and only for the purposes of this study. Please you are requested to respond to all questions as honestly as possible. Kindly tick (✓) where applicable and write on the spaces provided.

Section A deals with the Biodata; **Section B** on the Nature and causes of crimes committed in the period before (2006-2010) and during 2010-2014; **Section C** The Frequency of joint security operations on illicit brews and reasons for not conducting them in the period before (2006-2010) and during 2010-2014; **Section D** The Duration of response to scenes of crimes and why in the period before (2006-2010) and during 2010-2014 and **Section E** The Frequency of security committees meetings and what informed them in the period before (2006-2010) and during 2010-2014.

SECTION A: BIODATA

1. **Gender:** Male Female

2. **Age:** 18-25 26-35 36-45 46-55 Over 55

3. **Department**
National Administration Kenya Police Service
Administration Police Service National Intelligence Service

4. Education level

Primary Secondary Diploma Bachelors Degree Masters
PhD

5. Length in Service

0-5 yrs 6-10 11-20 21-30 31 and above

SECTION B: THE NATURE AND CAUSES OF CRIMES COMMITTED IN THE PERIOD BEFORE (2006-2010) AND DURING 2010-2014

6. (a) On a Likert scale 1-5, where 1= poor, 2= fair, 3=good, 4= very good and 5= excellent, gauge the performance of the former Provincial Administration on the maintenance of law and order in the period before 2010-2014.

1 2 3 4 5

(b) On the same scale above, gauge the performance of the Restructured Provincial Administration on the maintenance of law and order in the period during 2010-2014.

1 2 3 4 5

7. (a) Has restructuring the Provincial Administration to the National Administration and the establishment of the National Police Service had an administrative impact on the maintenance of law and order in your area of jurisdiction in the period during 2010-2014?

Yes No Not sure

(b) If yes (above), is the administrative impact negative, positive or no impact on the maintenance of law and order?

Negative Positive No impact

8. (a) Which of the following administrative operations of the former Provincial Administration on the maintenance of law and order manifested in your area of jurisdiction in the period before 2010-2014?

- (i) Good coordination among security agencies
- (ii) Poor coordination among security agencies
- (iii) Clear and simple chain of command
- (iv) Unclear and complex chain of command
- (v) Lack of cooperation/teamwork amongst security agencies
- (vi) Cooperation and teamwork amongst security agencies

(b) Which of the above administrative operations of the RPA on the maintenance of law and order have manifested in your area of jurisdiction in the period during 2010-2014?

- (i) (ii) (iii) (iv) (v) (vi)

9. (a) State the main causes of crimes in your area of jurisdiction in the period before 2010-2014

- (i)
- (ii)
- (iii)
- (iv)

(b) State the main causes of crimes in your area of jurisdiction in the period during 2010-2014?

- (i)

- (ii)
- (iii).....
- (iv).....
- (v)

10(a) Tick the most common crimes in your area of jurisdiction in the period before (2006-2010)

- (i) General crime (vi) Murder (x) Inter-ethnic conflicts
- (ii) Robbery (vii) Assaults (xi) Political violence
- (iii) Thefts (viii) Rape (xii) Cyber crimes
- (iv) Corruption (ix) Terror threats (xiii) Cattle thefts/rustling
- (v) Illicit brews prevalence

(b) Tick the most common crimes in your area of jurisdiction in the period during 2010-2014?

- (i) Illicit brews prevalence (ii) Robbery (iii) Inter-ethnic conflicts
- (iv) General crime (v) Corruption (vi) Thefts
- (vii)Cattle thefts/rustling (viii) Cyber crimes (ix) Rapes
- (x)Terror threats (xi) Murder (xii) Assaults

(c) Has restructuring the Provincial Administration to the RPA contributed to the nature of crimes committed in your area of jurisdiction in the period during 2010-2014?

- Yes No Partly

(d) If yes in (c) above, how?

- Overlapping chain of command lack of teamwork amongst security agencies Lack of sharing security information

**SECTION C:THE FREQUENCY OF JOINT SECURITY OPERATIONS
ON ILLICIT BREWS AND REASONS FOR NOT CONDUCTING THEM
IN THE PERIOD BEFORE(2006-2010) AND DURING2010-2014**

11 (a) Were illicit brews prevalence more or less in your area of jurisdiction in the period before 2010-2014?

More Less No change

b) Are illicit brews prevalence less or more in your area of jurisdiction in the period during 2010-2014?

More Less No change

12 (a) To what extent did illicit brews prevalence cause crimes in your area of jurisdiction in the period before 2010-2014?

Larger extent Lesser extent

b) To what extent do illicit brews prevalence cause crimes in your area of jurisdiction in the period during 2010-2014?

Larger extent Lesser extent

13 (a) As security agencies, how frequent did you conduct joint security operations on illicit brews in the period before 2010-2014?

Daily Weekly Monthly Quarterly Annually As need arises

(b) How frequent do you conduct joint security operations on illicit brews in the period during 2010-2014?

Daily Weekly Monthly Quarterly Annually As need arise

(c) Are there times you did not conduct the operations as a joint security team in the period before 2010-2014?

Yes No

(d) Are there times you do not conduct the operations as a joint security team in the period during 2010-2014?

Yes No

(e) If yes in both (c) and (d) above, why?

- (i) Lack of cooperation amongst the security agencies
- (ii) Lack of sharing information amongst the security agencies
- (iii) Mistrust amongst the security agencies
- (iv) Corruption
- (v) Inadequate resources
- (vi) Poor coordination of the operations
- (vii) Overlapping chain of command

14 (a) Were the joint security operations on illicit brews more effective during the former Provincial Administration or in the Restructured Provincial Administration?

Former Provincial Administration Restructured Provincial Administration

(b) Has restructuring the Provincial Administration had a negative or positive administrative impact on coordination of joint security operations on illicit brews?

Negative Positive No change

(c) State the administrative impact of the RPA on the conduct of joint security operations on illicit brews in the period during 2010-2014?

- (i)
- (ii)
- (iii)
- (iv)
- (v)

15 (a) Is the chain of command in the RPA in respect to the fight against illicit brews simple, complex or confusing as contrasted to the former Provincial Administration?

Complex Simple Confusing

(b) In your opinion, were the cases of illicit brews prevalence in your area of jurisdiction more or less in the period before 2010-2014?

More Less No change

(c) Have the cases of illicit brews prevalence in your area of jurisdiction increased or decreased in the period during 2010-2014?

Increased Decreased No change

(d) State the challenges you face in the crackdown of illicit brews in your area of jurisdiction in the period during 2010-2014.

.....
.....
.....
.....

SECTION D: THE DURATION OF RESPONSE TO SCENES OF CRIMES AND WHY IN THE PERIOD BEFORE(2006-2010) AND DURING2010-2014

16 (a) How frequent did crimes occur in your area of jurisdiction in the period before 2010- 2014?

Less frequent More frequent

(b) How frequent do crimes occur in your area of jurisdiction in the period during 2010-2014?

More frequent Less frequent

17 (a) How long did you take to respond to scenes of crimes in the period before 2010-2014?

Minutes Hours Days Weeks Months

(b) How long do you take to respond to scenes of crimes in the period during 2010-2014?

Minutes Hours Days Weeks Months

18 (a) In a scale of 1-5 where 1= Very poor; 2=Poor; 3=Good; 4=Very Good, 5= Excellent, gauge the coordination of the security agencies by the Provincial Administration in responding to scenes of crimes in the period before 2010-2014.

1 2 3 4 5

(b) On the same scale above 1-5, gauge the coordination of the security agencies by the RPA in responding to scenes of crimes in the period during 2010-2014.

1 2 3 4 5

19 (a) Gauge the chain of command in the former Provincial Administration in the coordination of response to scenes of crimes in the period before 2010-2014?

Simple Clear Complex Unclear Confusing

(b) Gauge the chain of command in the Restructured Provincial Administration (RPA) in the coordination of response to scenes of crimes in the period during 2010-2014?

Complex Confusing Simple Clear Unclear

20 (a) What were the limitations to effective coordination of response to scenes of crimes by the Provincial Administration in the period before (2006-2010)?

- (i) Inadequate resources
- (ii) Confusion in the chain of command
- (iii) Poor coordination amongst security agencies
- (iv) Lack of cooperation/teamwork amongst security agencies
- (v) Independent security agencies
- (vi) Lack of sharing securing information

(b) What are the limitations to effective coordination of response to scenes of crimes by the RPA in the period during 2010-2014?

- (i) Confusion in the chain of command

- (ii) Lack of cooperation/teamwork amongst the security agencies
- (iii) Independent security agencies
- (iv) Poor coordination among security agencies
- (v) Lack of sharing securing information
- (vi) Inadequate resources

SECTION E:THE FREQUENCY OF SECURITY COMMITTEES MEETINGS AND WHAT INFORMED THEM IN THE PERIOD BEFORE(2006-2010) AND DURING 2010-2014

21 (a) Do you have security committees in place in the period both before and during 2010-2014?

Yes No

(b) Indicate the level of your security committee

County Security Committee Sub County Security Committee

Divisional Security Committee Locational Security and Peace Committee

Sub-Locational security and peace committee

22 (a) How frequent did you meet as a Security Committee in the period before 2010-2014?

Daily Weekly Monthly Quarterly

Annually On need basis

(b) How frequent do you meet as a security committee in the period during 2010-2014?

Daily Weekly Monthly Quarterly Annually
On need basis

23 (a) What informed most of your security committees meetings in the period before 2010- 2014?

- (i) Increased crime incidences
- (vi) Disjointed security agencies operations

- (ii) Illicit brews prevalence
- (iii) Terrorists alerts
- (iv) Cattle rustling/thefts
- (v) Inter-ethnic tensions
- (vii) Routine
- (viii) Political interference

(b) What informs your security committees meetings in the period during 2010-2014?

- (i) Increased crime incidences
- (ii) Illicit brews prevalence
- (iii) Disjointed security agencies operations
- (iv) Terrorist threats
- (v) Political interference
- (vi) Inter-ethnic tensions
- (vii) Cattle thefts/rustling
- (viii) Routine

24 (a) In a scale of 1-5 where 1= No change, 2= Not effective, 3= Less effective, 4= Fairly effective, 5= More effective, were the security meetings not effective, less effective, more effective or no change in the former Provincial Administration in maintenance of law and order?

1 2 3 4 5

(b) On the same scale above, gauge the effectiveness of the security meetings in the Restructured Provincial Administration in maintenance of law and order?

1 2 3 4 5

25. Indicate the administrative impact of the Restructured Provincial Administration on the conduct of security meetings in the period during 2010-2014?

- (i) Confused/overlapping chain of command
- (ii) Clear and simple chain of command
- (iii) Good coordination of security meetings
- (iv) Poor coordination of security meetings
- (v) Disjointed security agencies operations

- (vi) County governments confusion
- (vii) Lack of sharing of security information


26. What challenges do you face in the coordination of Security Committees meetings in the period during 2010-2014?


- (i)
- (ii)
- (iii)

THANK YOU FOR YOUR TIME AND RESPONSES

Appendix IV: Research Permit from NACOSTI


THIS IS TO CERTIFY THAT: **Permit No : NACOSTI/P/15/19713/8875**
MR. JOSPHAT SAFARI MUTISYA **Date Of Issue : 3rd December, 2015**
of MAASAI MARA UNIVERSITY, 71-20400 **Fee Received :Ksh 1000**
Bomet, has been permitted to conduct
research in Bomet County
on the topic: THE ADMINISTRATIVE
IMPACT OF RESTRUCTURED PROVINCIAL
ADMINISTRATION ON SELECTED
ASPECTS OF MAINTENANCE OF LAW
AND ORDER IN KENYA IN THE PERIOD
2010-2014 A CASE STUDY OF BOMET
COUNTY
for the period ending:
25th November, 2016



Applicant's Signature


Director General
National Commission for Science, Technology & Innovation

CONDITIONS

- 1. You must report to the County Commissioner and the County Education Officer of the area before embarking on your research. Failure to do that may lead to the cancellation of your permit**
- 2. Government Officers will not be interviewed without prior appointment.**
- 3. No questionnaire will be used unless it has been approved.**
- 4. Excavation, filming and collection of biological specimens are subject to further permission from the relevant Government Ministries.**
- 5. You are required to submit at least two(2) hard copies and one(1) soft copy of your final report.**
- 6. The Government of Kenya reserves the right to modify the conditions of this permit including its cancellation without notice.**


REPUBLIC OF KENYA


NACOSTI
National Commission for Science, Technology and Innovation

RESEARCH CLEARANCE PERMIT

Serial No. A 7415

CONDITIONS: see back page

Appendix V: Research Authorisation Letter



MAASAI MARA UNIVERSITY
(SCHOOL OF ARTS AND SOCIAL SCIENCES)
OFFICE OF THE DEAN

Tel: 0202685336/7
Fax: 254-05022103

P. O. Box 861 – 20500
Narok, Kenya

REF: MMU/AA39/040/014

DATE: 16th NOVEMBER, 2015

The Executive Secretary,
National Council for Science Technology and Innovation
P.O BOX 30623-00100,
NAIROBI

Dear Sir/ Madam

**RE: RESEARCH PERMIT IN RESPECT OF MUTISYA JOSPHAT SAFARI REG NO:
AM02/ 1005/2013**

The above named is a 2nd year Masters student at Maasai Mara University, School of Arts and Social Sciences, department of Social Studies.

It is a requirement of his Masters studies that he conducts research and produces a thesis. His research is entitled;

**“THE ADMINISTRATIVE IMPACT OF RESTRUCTURED PROVINCIAL
ADMINISTRATION ON SELECTED ASPECTS OF MAINTENANCE OF LAW AND
ORDER IN KENYA IN THE PERIOD 2010-2014”**

Any assistance given to enable him conduct his research successfully will be highly appreciated.

Yours faithfully,

17 NOV 2015
DEAN, SCHOOL OF ARTS AND
SOCIAL SCIENCES

DR. SAMSON OMWOYO (ASSOCIATE PROF.)
DEAN, SCHOOL OF ARTS AND SOCIAL SCIENCES

SMO/EN

Appendix VI: Research Authorisation Letter from ministry of interior

OFFICE OF THE PRESIDENT
MINISTRY OF INTERIOR AND COORDINATION OF NATIONAL GOVERNMENT

Telegrams: "DISTRICTER", Bomet
Telephone: (052) 22004/22077 Fax 052-22490
When replying please quote



COUNTY COMMISSIONER
P.O BOX 71
BOMET - 20400

7th November, 2015

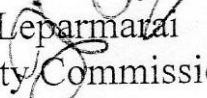
REF: EDU 12/1 VOLI (138)

All Deputy County Commissioners
Bomet County

RE: RESEARCH AUTHORIZATION – JOSPHAT SAFARI MUTISYA

The above student has been authorized to carry out research in Bomet County for a period ending 25th November, 2016 by the National Commission for Science, Technology and Innovation.

Any assistance to the student would be appreciated.


B. J. Leparmatai
County Commissioner
BOMET

c.c.

Josphat Safari Mutisya

Appendix VII: Research Authorisation Letter from judiciary

REPUBLIC OF KENYA



Telegram: "COURT" Bomet
Telephone Bomet 0727 355 502
When replying please quote...

PRINCIPAL MAGISTRATE
LAW COURTS-BOMET
P.O.BOX 21- BOMET

JUDICIARY

16/12/2015

JOSPHAT SAFARI MUTISYA,
MAASAI MARA UNIVERSITY,
P.O BOX 861-20500,
NAROK.

Dear Sir,


RE:RESEARCH AUTHORITY

The above subject matter refers.

Reference is made to your letter Ref No:NACOSTI/P/15/19713/8875 dated 3rd of December 2015 on the above subject matter.

This is to inform you that you have been permitted to carry out the said research from our court records.

PRINCIPAL MAGISTRATE
BOMET


P.Achieng
Principal Magistrate
Bomet Law Courts

Encs

Appendix VIII: Letter From The Ministry of Education



REPUBLIC OF KENYA
MINISTRY OF EDUCATION SCIENCE AND TECHNOLOGY
State Department of Education

Telegrams: "ELIMU",
Telephone: 052-2226
Email: cdebometcounty@gmail.com

COUNTY DIRECTOR OF EDUCATION
BOMET COUNTY
P.O. BOX 3-20400
BOMET.

When replying please quote
REF: CDE/BMT/AUTH/VOL.1/29

8TH DECEMBER, 2015

JOSPHAT SAFARI MUTISHYA
Masai Mara University,
P.O BOX 861-20500,
NAROK

RE: RESEARCH AUTHORIZATION:

Reference is made to the letter dated 3rd December, 2015
NACNCST/5/P/15/19713/8875/13/ from Masai Mara University. The above mentioned
person is hereby authorized to carry out research on "The administrative impact of
restructured provincial administrative on selected aspect of maintenance of law and order
in Kenya in the period 2010-2014 a case study of Bomet County in BOMET COUNTY

COUNTY DIRECTOR OF EDUCATION
P.O. BOX 3.
BOMET

ALEX BH
FOR: COUNTY DIRECTOR OF EDUCATION
BOMET COUNTY.