CHALLENGES FACING THE EFFECTIVE IMPLEMENTATION AND MANAGEMENT OF COMMUNITY SERVICE ORDERS IN KENYA.
THE CASE OF NAKURU MUNICIPALITY

BY

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CM 11/0126/03

A Research Project Submitted To The Graduate School In Partial Fulfilment For The Requirements Of The Award Of A Master Of Business Administration (MBA) Degree Of Egerton University

EGERTON UNIVERSITY

August 2006
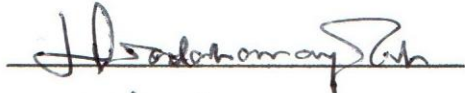
Declaration And Recommendation

Declaration

This research project is my original work and has not been presented before for an award of
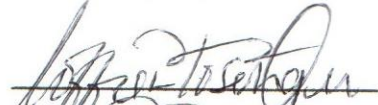
a degree in any university

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SUPERVISORS APPROVAL

This research proposal has been submitted for oral examination with our approval as

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Acknowledgement

I wish to sincerely thank my research supervisors Mr. Francis Osenya and Mrs. Edith Gathungu for their advice, encouragement and constant guidance on the development of this research project.

Also wish to thank members of the teaching fraternity at Egerton University for their input. I extend my gratitude to my fellow classmates especially those who were in the Human Resources Management class for their constant encouragement to the consolidation of this proposal. This gratitude goes to Wamoto D, Ole Sopia I, Ngugi S, Morogo T, Kirui J, Mwangi A, Njuguna A, and Sarange J.

To my parents Nehemiah Mmbaya and Agnes Gulavi I will always be indebted to you. For without the faith and belief you imparted in me I would not have achieved this milestone in my life.

Lastly to you Paula and Leon. Even though you were not aware, your silent and ever present support during this entire study period was a factor that gave me the morale to persevere on.

Thanks to all others who assisted me in one way or another, especially Joan for your word processing and typesetting.

Abstract

Reducing the rate of crime is now a real major factor in the country. This has led to the issue of deprivation of freedom through imprisonment of the offenders to curb this increasing rate and rehabilitate the offenders. Even with more and more offenders being imprisoned the effective rehabilitation is not taking place and this has resulted into prisons becoming congested everyday mostly with petty offenders. There is now International consensus that imprisonment does not necessarily reduce the rate of crime. On the contrary it has been shown that persons sent to prison are more likely to reoffend than those punished in other ways. This study therefore aimed to investigate the various challenges facing effective implementation of Community Service Orders (CSO) in Kenya. Specifically the objectives of the study were to investigate: the impact of Management policy, resource allocation, attitudes of beneficiaries and the manpower capacity in the implementation of CSO. The hypothesis this study tested the relationship between: Management policy, resources allocation and success of CSO. The study adopted a survey design. The population of the study was 59. Stratified sampling was used to categorize this population into 3 stratas comprising of magistrates, CS Officers and CS Supervisors. A census sample of the entire population was used to obtain data by use of a structured questionnaire containing both closed and open ended questions. T-test was used to analyze data. SPSS was also be used to subject the data to appropriate statistical analysis. The study explore areas where policy measures on CSO can be fostered towards improvement and also coming up with strategies to be used by stakeholders.

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List Of Abbreviation

CSO	Community Service Orders
ANPPCAN	African Network for the Prevention against Child Abuse and Neglect.
PRI	Penal Reform International
EMPE	Extra Mural Employment
INCCS	Uganda Interim National committee on Community service.
ZNCCS	Zimbabwe National Committee on Community Service.
SPSS	Statistical Package for Social Sciences.
CS	Community Service
GJLOS	Governance Justice Law and Order Sector.

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Chapter 1: Introduction

1.1   Background Of The Study

Many developing countries including Kenya suffer from problems of provision of adequate security to its citizens. In order to effectively address the challenges of law enforcement and crime prevention the government of Kenya has introduced several measures to improve governance, security and the rule of law.

This is due to the fact that any meaningful economic development in this country cannot be realized without adequate provision of security in order to secure an enabling environment. The desire of upholding law and order is an essential requirement for a comprehensive development process. (National Development Plan 2002-2008)

In Kenya, provision of security is a factor falling under the public law and order sector. The Nakuru District Development Plan 2002-2005 vision for this sector thus is to realize prudent management and governance in order to maximize the welfare of all Kenyans. This is by promotion of social economic and politically stable development of the country through the provision of good and democratic governance and development administration. ...and the creation of an enabling environment for economic growth and development.

Increasing populations and modernization in Kenya have had a negative contribution towards the crime rate. Kenya is not the same as it was in 1963 in terms of development. Thus the rate of crime has gone up and we have more people going to prison that we had in 1963. The same prisons we had at independence when the

population of Kenya was about 7 million people have never been expanded to correspond with the population which now stands at over 30 million people. This problem is compounded by inadequate manpower, equipment and physical facilities. Lack of effective communication between concerned stakeholders has exacerbated the situation.

Due to the prevalent poverty in Kenya the government has been unable to cope with the above conditions and as a result there are no adequate funds to feed maintain and rehabilitate the prisoners. According to a report by Joyce Manyasi on penal reform the annual cost of maintained one prisoner in a Kenyan prison is about US $ 4,000 p.a. (Approx.: Kshs 300,000). As a result of the above prison conditions have deteriorated to the extent that now: prisons are overcrowded, first petty offenders are mixed with hardcore criminals, hygienic conditions do not exist, and spread of contagious diseases including HIV is very high.

In a paper on the enhancement of Community based alternatives presented by Ronald Mpuru Ntuli and Sonwabo Victor Dlula (Deputy Commissioners of Prisons in South Africa} they decried the high number of prisoners awaiting trial as an enormous cost to the South African government. The cost of imprisonment is estimated at R 97.75 per day compared to R12.00 for maintaining an offender under the system of Community corrections. (according to the 2000/2001 financial budget per capita cost} The high cost of maintaining prisoners in Kenya is thus tying money which could be useful in other development issues on maintain of prisoners who are economically productive.

With the above reasons in consideration, the government of Kenya had to come up with alternatives to imprisonment.

On the 31st day of January 2002, during the passing out parade of the prisons officers at Ruiru prisons training college, the former president of Kenya his Excellency Daniel Arap Moi voiced concern on the appalling conditions in our prisons. He personally appealed for enhanced use of community service orders program as the forward. In this way he turned the nations focus on the need to implement the C.S.O. program. This view was captured in the National development Plan (2002-2008) which notes that to address the problems of congestion in prisons measures like implementation of CSO and rehabilitation, expansion and modernization of prison facilities have to be put into place.

The Economic Recovery Strategy for Wealth and Employment creation 2003-2007 - The Shorter popular version in highlighting this factor further says:

To address the many challenges such as congestion, inhuman and degrading conditions, delays in trial, all which negatively affect our rehabilitation institutions, the government in collaboration with other stakeholders will -

Implement in full, the community service order Act, which allows persons convicted of minor offences to serve their time outside prisons.

1.1.1 Brief History Of CSO

The first CSO program was developed in Alameda Country. California in 1966 when certain traffic offenders were required by the municipal court to perform unpaid work for the community. Since then its use has spread throughout the United States. Community service is now available in many Western countries including, Canada,

Australia, Newzealand, Germany, England, Scotland, Wales where it is finding increasing favor as part of a focus within the sentencing of offenders. In Africa the CSO programme has been introduced in countries like Zimbabwe, Swaziland, Senegal, Namibia, Burkina Faso Botswana, Malawi, SouthAfrica, Uganda and Rwanda.

In December 1995 the Attorney General of Kenya, Probation department and the regional office of African Network for the Prevention against Child Abuse and Neglect (ANPPCAN) in conjunction with Penal Reform International (PRI) convened a symposium on how to Extra Mural Penal Employment (EMPE) and come up with alternatives to traditional methods of punishing offenders. As a result of this a community service orders committee was appointed to help in drafting a bill on the symposium's recommendations. The CSO act was passed by parliament in December 1998 and received Presidential assent on 31.12.1999.

CSO is one of the government crime intervention strategies and was adopted by the Kenya government in 1999. It is being administered countrywide by the department of probation and after care service under the Home affairs ministry. Its place in the country's criminal justice system thus cannot be overlooked.

According to the CSO Act 1998, community service is defined "as work that is of benefit to the public or a sector thereof but not individual work".

On the same note CSO is also defined as a court sanction that requires an offender to perform unpaid public work within a community for a specified period of time. (The community service orders Act 1998) A community service order in other countries is

for petty offenders. However, in Rwanda it also benefits persons found quality of acts of genocide through their community courts locally known as "gacaca". Community service provides a shift from the more traditional methods of dealing with crime and the offender towards a more restorative form of justice that takes into account the interests of both the society and the victim.It provides an alternative to imprisonment and is particularly beneficial to first and youthful offenders.

The main focus of community service is the involvement of the society in the rehabilitation of offenders.

The administration of CSO varies from country to country. In Canada, Korea and Kenya the probation services are charged with the responsibility of supervising offenders who serve under CSO. Supervision by probation service is obligatory for CSOs. The kind of supervision includes a duty to check on the fulfillment of the obligation to work. In South Africa the direct supervision of offenders is done independently by the supervising agencies and no by the department of correction services.

1.1.2 Significance of CSO

CSO is one of the rapidly growing sentencing options in Kenya. This increased importance is seen on how the government is putting more and more emphasis in its implementation. To emphasize this importance of CSO program the government has put in place an Act of parliament governing act, national committee organizing the program and the training of personnel to implement the program. Essentially CSO has several benefits. It provides an alternative to imprisonment by keeping the

offender outside prison where he would have come into contact with bad elements. It gives the offenders opportunity to reflect on his wrongdoing and to appreciate the effect of his actions on other people.

There is now international consensus that imprisonment does not necessarily reduce the rate of crime. On the contrary it has been shown that persons who are sent to prison are more likely to re-offend as compared to those punished in other ways. CSO promotes the involvement of the community in the criminal justice system. The offender performs a minimum of 2 hours per day and a maximum of 7 hours per day, which affords one a flexible opportunity to balance between personal needs and satisfying a court order. Hence benefiting the offender, his family and the society at large. By reducing the ever increasing prisons population CSO thus saves taxpayers money.

1.2 Statement of the Problem

Community service orders provide an alternative to imprisonment and aims at reducing to some extent the ever-increasing prison population. Offenders are being imprisoned for as little as 2 weeks (14 days), hence the prison population is not reducing. If the period of imprisonment is related to the magnitude of the offence then this is a petty offence. Such offenders according to the CSO Act should benefit from non custodial sentence. Despite the significant role and emphasis on CSO by the government there is a decreasing rate of offenders benefiting under this program. Therefore given this development some issues are emerging that affect its implementation. A recent case of the 2005 Meru prison fiasco where 12 prisoners

died due to the overcrowding situations and deplorable sanitation brought this issue of pressure on existing penal facilities in Kenya to the open. The question stakeholders are asking is why is there little impact on the ground with the implementation of the CSO programme.

The problem can thus be stated as:

Despite all the efforts that have been put in place on Community service order, no significant reduction in prison population has been has been achieved.

1.3 Objectives Of The Study

In its broad objective therefore the research intends to give an overview understanding of the challenges facing effective implementation and management of community service orders programme.

Specific Objectives

I.   To identify challenges facing resource allocation in CSO.

II.   To investigate the impact of attitude of the beneficiaries and implementation of CSO.

III.   To investigate the extent to which management factors affecting CSO are being implemented

IV.   To study the relationship between the capacity of the existing manpower and the implementation of CSO

1.4 Research Hypotheses

The hypotheses were formulated in the null form. Thus:

Ho1: There is no relationship between resource allocation and success of CSO.

Ho2: The resource allocation to the programme is inadequate for its successful implementation.

Ho3: There is no relationship between management factors and success of CSO.

1.5 Significance of the Study

i.   The findings of this study will form a basis for further research since not many studies have been done on the field of CSO in Kenya.

ii. This study intends to add knowledge to gaps that exist in the management of CSO.

iii. The necessary government department to create and formulate guidelines on effective CSO operations can also use the findings of this research.

iv. If the study is carried out successfully the identification of challenges can give an insight in the eradication of the challenges and hence go a long way in reducing reoffending and crime.

1.6 Scope And Limitation of the Study

This study covered Nakuru Municipality, which has 4 locations namely: Nakuru town, Lanet, Kaptembwa and Baruti.It will focus on people who are directly implementing CSO.

The limitations are therefore:

i. The funds available for the study did not allow for coverage of the whole country hence the scope being limited to Nakuru district.

ii. Secrecy involved in accessing information from the respondents (mostly government officers.)

iii. Being a new phenomenon in Kenya, getting available Data wa not easy.

1.7 Delimitations

i. Due to resource constraints the study focused only on Nakuru Municipality of Nakuru District.

ii. Since some data was considered confidential and accessing information from respondents was a problem, probes were used.

iii. Where the tools for data collection could get some responses which were not average due to technicality of issue the researcher tried much as possible to clarify the issues.

iv. The researcher had to take leave from work in order to concentrate on the study.

1.8 Definition of Terms

For the purpose of this study the following terms have been defined.

Community

A group of people whom relate with one another through language, customs, and work.etc

Offender

People who after contravening the law appear before a court and are found guilty.

Petty Offender

A person who has committed an offence that is deemed petty by the penal code in Kenya. The offence should carry a maximum sentence of 3 years in prison.

Recidivism

This is the act of an offender regressing back and committing another offence after serving his term or before completing his sentence.

Community Service

Public work that a person performs that is for the benefit of the community.

Community Service Orders

In this study it is a court order that compels a petty offender to perform unpaid work in the community for a period of time.

Beneficiaries

The first beneficiaries of CSO are the offenders who are ordered to perform community service.However for my study the Agencies/establishments which receive direct benefit from the work carried out by the CS offenders.

Chapter 2 : Literature Review

2.1　Introduction

This chapter reviews related literature in the area of development and management of community service orders. The chapter looks at the theoretical literature concerning the influence of the community in managing and rehabilitation of offenders. It also discusses other variables related to the study. Finally it concludes with a conceptual framework as a basis of this study. This literature reviewed also revealed that in spite of suggestions and experiences observed during the utilization of CSO no systematic research in this area has been done in Kenya, which may explain the persistent problems in implementation of CSO. Findings cited in this review are based on studies in the developed countries. They show that many countries are leaning towards modern approaches of offender rehabilitation. In citing these studies we may discover some insights which we can borrow to help us curb the decline in the implementation of the programme.

2.2　CSO Development

African countries are more and more concerned with crime prevention. More and more people are detained in prisons, which are generally over crowded. The controversy surrounding treatment of people admitted into prison whether upon court sentence or awaiting trial or otherwise is a familiar subject to correctional service staff around the world including those in Eastern, Central and Southern Africa. Until recently even with the right to persons being enshrined in constitutions in those

countries many governments in this region did not have a high regard for prisoners rights.

To deprive an individual of his liberty in historical terms represents real progress over corporal punishment; this fact led Rossi to write in 1829 that custody is the sentence most appropriate to civilized societies.

But the reality of modern imprisonment fails by a long way to confirm this bold assertion.

The phenomenon of imprisonment has its side effects and criminologists have identified one as criminogenism of prisons leading to recidivism.

In màny countries, the issues of whether to introduce alternatives to imprisonment are being increasingly and vigorously debated.

The argument according to which prisons are "un- African" has no place in the discussion. The issue cannot be one of culturalism because our traditions have numerous cases of mutilations, corporal punishment, banishment, relegation, gallery slavery and hard labour.

Comparative studies of writing and first hand experiences on prison in developing countries make grim reading: over crowding prisons, financial problems, the almost impossibility of achieving social rehabilitation despite this often being a stated aim in the statutory texts, the lack of personalized sentencing and in most cases lack of interest shown by courts towards "post sentencing" periods. There is no monitoring of custodial sentence by the sentencing magistrates. Here was a failure on the criminal justice system.

These were the questions, which were being posed by many on the disadvantages of custodial sentences. New range of non-custodial sanctions and sentences were in need of urgent introduction.

This is supported by the Kampala declaration of 1996 that takes into account the limited effectiveness of imprisonment for those serving short sentences and the cost of imprisonment to the whole of the society.

A section in it on alternative sentencing recommended that CSO and other non-custodial measures should if possible be preferred to imprisonement.

That there should be a study of the feasibility of adapting successful African models of non-custodial measures and applying them in countries where they're not being used. (Kampala Declaration on Prison Conditions in Africa-1996)

This Declaration was in 1997 annexed to a resolution on international co-operation for the improvement of prison conditions in developing countries by the United Nations 6th session of the commission on crime prevention and criminal justice in views Austria (25the April – 9th May 1997)

The stage was hence set for further thrust towards prison reform and in 1997 an international conference on community service orders in Africa was held at Kadoma, Zimbabwe. It brought together interested parties from across the continent and globally to discuss on community service and alternatives to imprisonment. Zimbabwe had from 1994 established the community service scheme. This conference represented a milestone in the penal reform movement. In the words of the general rapportteor Ms Vivian Stern, "for Europe and North America, it is a chance to learn from Africa: to move away from system based on retribution

suffering and inflicting pain to one based on reintegration, compensation and reconciliation."

The over crowding in our prisons requires positive action through inter alia the introduction of community service.

Community service is in conformity with African traditions of dealing with offenders and healing the damage caused by crime within the community. (Kadoma Declaration: 28 Nov 1997)

By 2002 number of countries that had adopted CS legislation. This was the year of the Pan African Conference on Accelerating Penal and Prison Reform in Africa held in Ouagadougou Burkina Faso (in September 2002)

The need to promote the introduction of alternatives to imprisonment through implementation of community service was top on its agenda.

Community service, which had successfully been implemented in Zimbabwe from 1994, was being introduced in Rwanda with in the framework of the gacaca jurisdiction. Whilst in other countries CSO is for petty offenders, in Rwanda those sentenced to CSO is for petty offenders but also persons found guilty of genocide. The Kadoma declaration brings in fore the crucial role of involvement of the community in rehabilitation of offenders. Masamba Sita et al (1997) in his study says that, "in some of the areas listed below, the government bear the primary responsibility. However, the active participation of communities and other segments of civil society is an essential part of effective crime prevention. Communities in particular can play an important part in crime prevention priorities in implementation and evaluation and in helping identify a sustainable resource base." Community

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service is an order of the court whereby an offender is offered the opportunity of compensating society for the wrong he/she has done by performing work for the benefit of community.

The main aim here supports Horwitz (1990; 22-25) concept of social control whereby it is used for compensatory, conciliatory and therapeutic value.

2.3 Objective of CSO

According to Horwitz, CSO is a form of social control.

He identifies them as penal, compensatory, conciliatory and therapeutic. He refers to the following elements: harm, liability, goal and solution for a better description of each style.

In the case of penal style the harm is value. The liability in individual, the goal aimed at is retribution and the solution of the problematic situation is through punishment. Such a style of social control can't lead the "Responsible crime prevention." It is exclusively forced on the offender for retribution and deterrence through formal criminal justice sanctions.

The compensatory style of social control has the following characteristics. The harm is material. The group to which the offender belongs is liable. What the community will be aiming at is settlement. This will be achieved through payment. It may also be through restitution in the African context.

The involvement and contribution of local people in solving the problem is worth noting here.

In the case of community service orders, the offenders will compensate the wrong he/she did through the labour he/she offers to his/her community. The community on the other hand contributes through support to the offender in implementation of the order.

On the other hand the characteristics of the conciliatory style according to Horwitz are the following: the harm is rational. The involved people will share the liability. What is aimed at is reconciliation through negotiation. This is a style of social control, which requires the involvement of the other members of the community for a successful solution of the problem. As in the case of community service the offender, the victim and other members of the community have to be reconciled. The therapeutic style as identified by Horwitz is whereby the harm is personality. There is no liability, but in the African context somebody might be accused being responsible for an occurrence. Hence people will aim at bringing normality and recovery to the original state. The whole group in which the occurrence occurred is liable and will be involved in the process of the treatment.

The above element of involvement of the group (community) makes therapeutic style as well as the other two preceding styles (compensatory and conciliatory) very useful instruments for responsible crime prevention.

Members of a community are concerned on a day-to-day practice on safeguarding of good relationships between them. A problem will always involve the offender, victim and the community hence the need for community involvement in its solution.

Thus one can hereby conclude that for any effective and responsible crime prevention strategies it should be articulated to the above three styles, because they guarantee the effective involvement of the community.

Thus community involvement implies that preventing crime is intrinsically linked to processes that facilitate community healing. The underlying social and political factors need to be addressed through the community and through community (development in order to reduce the risk of crime and victimization in communities La Prairie,1994; Turgeon 2001)

R.Zauberman (1993) in her critic noted that the importance of the local level should not be over-emphasized. Infact she posed a question "what actually is the relevant level of social organization for analyzing and influencing the problems with which we are concerned?"

One is bound to note that by insisting on local level we may be trivializing strategies of combating crime that need to be approved holistically. This capacity of the community to implement and manage interventions advocated by Horwitz is a factor that is bound to raise concern.

Therefore even though local interventions are considered vital in solving the above problems, there is need to harmonize them with national and even international efforts. This will strengthen the local initiatives and hence make them be acceptable widely.

2.4 Comparative Studies on Utilization Of Community Service Orders.

Studies done in this area under to Community Service Path-finder (CRP-CS) project by the Home office in England show that there is great interest in the use of CSO due to its rehabilitative nature. This is on top of CSO being a way an offender offers reparation to the community. The shift in opinion was after many years of CSO being seen as fine on time (Peace 1985)

(Sue Rex Loraine Gels Thorpe, 2002, Colin Roberts and Peter Jordan, Crime Reduction Programme: An Evaluation of community Service Path finder Projects.) According to the above studies CSO might be effective in reducing recidivism.

May (1999) in his ground breaking study on CSO concluded that, the fact the low reconviction rate for (Community Service) could not be explained by the history and available social factors of offenders. He suggested that the sentence itself may have had a positive effect on reconviction. Thus the importance of CSO in reducing the number of reconviction cases is highlighted in that study.

In yet another study by McIvors (1992) on C.S in Scotland, it was found out that people who viewed their experience on CS as worthwhile in a number of respects had higher rates of compliance and lower rates of recidivism than other offenders. This study found out that offenders will always regard CS as worthwhile when they see the work they are doing as useful, having contact with the beneficiary and having the opportunity to acquire skills. This study has since become know as the McIvor criteria and has been used as a benchmark for evaluating CS placements. This is also supported by a report on the Aborigines of Australia about the impact of CSO. This study by Australia Department of Corrective Service found out that,

Aborigines tend to recognized and applaud to CSO schemes because they kept people out of prison and provide opportunity for rehabilitation through job skills that could be learned (National Report on CSO Australia-1990)Most CSO offenders are usually unemployed, therefore such schemes not only keep them out of trouble but also can lead to job skills and employment, even to a return to education.

The situation is no different from the one in Kenya where the CSO offenders are likely to benefit from job skills they gain and some even return to education.

According to the program manager for CSO at Peterborough in Canada, atoning for crime is an exercise in Community Building. Being that CSO gives clients an opportunity to learn about their community and encourage responsible behavior and more meaningful use of leisure time.

In Canada the offenders have obtained part time employment at placements after completing their orders, whereas others have received thank you letters or letters of reference for employment.

The idea is that offenders get to spend time with pro-social people doing pro-social activities and giving back to the community that they have otherwise taken something from. This approach of pro-social modeling (acting as a positive role model and using rewards to encourage pro-social expressions and actions) developed by in Trotters (1999) work with community corrections officers in Australia is increasingly being applied to supervision of offenders on CSO.

This approach supports the idea of CS enabling offenders acquire skills and qualifications through providing routes to further training and employment.

Thus it lends evidence to the faith that there is a link between unemployment and reconviction.

Community Service is thus raised to address the problems underlying offending. In Africa this situation calls for serious attention on CSO. One can conclude that perhaps the lack of employment related skills, an inability to problem solve are underlying factors that lead to high criminal activities.

This relates to What Works principles that interventions should tackle offending related needs and that they should teach skills that will help people avoid offending. The Government through its development plans has reiterated the need to stimulate development through provision of security. The government plans to do this through enabling its citizens in order to make them economically empowered and thus reduce the rate of offending.

According to Australia National Report on CSO the perceptions of CSO schemes largely depended on whether the work performed was seen to be useful to the community and was not too demeaning to the individual. The work should not appear as having no social value to the individual or the community.

Therefore there is need for the work to be one that enables the offender acquire life skills that will enable them to be employable in their life.

In this argument the community is important through its involvement in the program and coming up with the type of work the offenders are to perform.

Success stories of CSO have been reported in various countries. In a survey carried out at Peterborough and County communities Ontario, Canada, found out that between 1998 and 1999 CSO offenders completed 500,000 hours of work.

This when converted to minimum wage saved that community over $3.5 million dollars. (Approx.: Kshs. 2,962,500,000). The cost of incarceration average $140 per day in Canada while CSO averages less that $1 per day. These are such success stories that are fuelling the thrust towards full implementation of CSO. Other than capital costs there are social costs which can be avoided by keeping offenders in community close to the family and employment as well as to a wide range of positive social relationships and influences.

Introduction o CSO in Africa can be said to be successful in several countries e.g. in Zimbabwe as reported by the Zimbabwe National Committee on community service. (200:6-7)

"The prison population has stabilized for the past six years and government is making some savings as a result. A number of institutions reeling under financial constraints continue to benefit from the work done by offenders, and members of the public now appreciate that community service is more beneficial than imprisonment. Offenders have continued of fend for their families while serving their sentences and reports from many of them clearly show that they appreciate the chance they were given to mend their lives. Some offenders have worked so well at institutions that some institutions have gone out of their way to seek funds to employ them.Clearly community service has made a big difference in the lives.This is an encouraging factor as to the importance community service Orders is playing in improving prison conditions and rehabilitating the offenders."

As in the Zimbabwe case, the introduction of community service in Kenya was successful as the minister of heritage culture, sports and social service. Mr. Noah

Katana Ngala said while addressing a National community service order sensitization seminar in Mombasa.He said that: more that 10000 petty offenders have successfully been ordered to serve their sentence through community service since July 1999 (Daily Nation Monday April 17th, 2000)

In the Daily Nation Nov. 5th, 2000, editorial on CSO the chief Justice Bernard Chunga noted that "20000 minor offenders were rendering community service from their homes. Rather than mixing it up with hardened criminals in over crowded jails. He pointed out that keeping people in jail is an expensive undertaking and CS programme is a cheaper way of reforming offenders…"

Recent evidence (Grendreu et al Canada 2002) confirms community based sanctions are at least as effective as imprisonment in preventing repeat offending. Indeed it was found that the highest risk offenders receiving the longest prison sentences had their rate of recidivism increased by as much as 7%. Without this knowledge many countries may believe that the only effective response to crime is ever tougher measures despite the social and capital cost of such policies. According to a progress report by various stakeholders on CSO this successful utilization has however not been consistent through the years of implementation. Lack of public involvement is highlighted as a major problem. Since in recent years there has been accelerated expansion of the CSO programme in Kenya due to the GJLOS programme. There is need to investigate the attitudes towards CSO in Kenya, especially that the beneficiaries of the programme usually perform duties in public agencies. The referral of offenders to such places is still a problem because

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not all supervisors are prepared or able to accept and supervise these offenders. The report goes further to note that:

"What will be required is sensitization of the public to such a level that they will be able to participate more actively and directly in the rehabilitation process."

This is supported by a study carried out in Uganda by the Ugandan Interim National Committee on Community Service (INCCS), which revealed different aspects of fear the public had about the introduction of community service in Uganda. This fear according to the study might be an explanation for the negative attitude some African countries had to face while introducing community service scheme.

Many people see custodial sentence as a let off. Society has the tendency to demand punishment of the culprits and to get satisfaction they mostly prefer a custodial sentence.The National Committee in charge with running of CSO in Kenya has been carrying out large sensitization and training campaigns, in an effort to promote dialogue among stakeholders. This is because a trained people are better prepared to face challenges. However one is bound to ask: has the training and sensitization created any felt impact?

Most countries experience a shortage of staff within community corrections services. A study in South Africa found out that community correction personnel cannot cope with the amount of work available. High caseloads are brought about by the fact that there are few monitoring officials and the demand and volume of work is high. The ratio of officers to offenders in1999/2000 being 1; 33 and in 2000/2001 at 1; 34.

 In Kenya the decongestion of prisons, is one of the main aims of community service. However the number that is currently on community service is over 40000

offenders Vis a Vis the number of community service officers (300 officers) implementing the programme.The ratio between these 2 groups coupled with the aim of the government to offload about 20000 prisoners in 2005 to the programme is bound to create a conflict. The above factor is already creating doubt on the capacity of CS officers to effectively implement and manage CSO programme, as was note recently by the Police commissioner.

(Police commissioner on CSO- daily nation March 2003)

In a community service order sensitization Seminar in Mombasa the coast provincial community service officer decried the shortage of community service officers throughout the country which had hampered progress of programme (Daily Nation Monday April 17, 2000). The implementing officers suffer from inadequate resources logistic problems, low community participation etc. Hence hampering the effectiveness of the program. On the other hand magistrates frequently utilize CSO, as they prefer other options of sentencing offenders.

Recently a senior magistrate in Nakuru went further to comment that "Community Service orders in Nakuru is dead." With this kind attitude among the judicial officers the program is facing imminent failure. The former chief justice when addressing a workshop implementation of community service reiterated this fact. He said, "Yours as judicial officers, is a heavy responsibility to enforce and apply the low selflessly, honestly diligently and robustly in order to inspire and sustain public faith." He continued to say that court decision should be fair and comply with the law. (Sunday Nation May 5 2002.)

To be successful CSO requires a network of participating organizations with which liaison must be maintained and a method to coordinate the assignments of offenders to these work placements, to monitor their work performance, to counsel offenders and adjust assignments as necessary and to report reliably and objectively to the court.

Even with the high number of offender on community service one may be tempted to assume that the prison population has reduced. This however is not the case as this population is still on the rise.

2.5 Conceptual Framework

Independent Variables   Dependent Variable

```
┌─────────────────────────────┐
│  • Attitudes of             │
│    beneficiaries            │              ┌──────────────────┐
│  • Resources                │              │ Effective        │
│    Allocation               │─────────────▶│ implementati     │
│  • Management               │              │ on of CSO        │
│    factors                  │─────────────▶│                  │
│  • Manpower Capacity        │              └──────────────────┘
│                             │
└─────────────────────────────┘
```
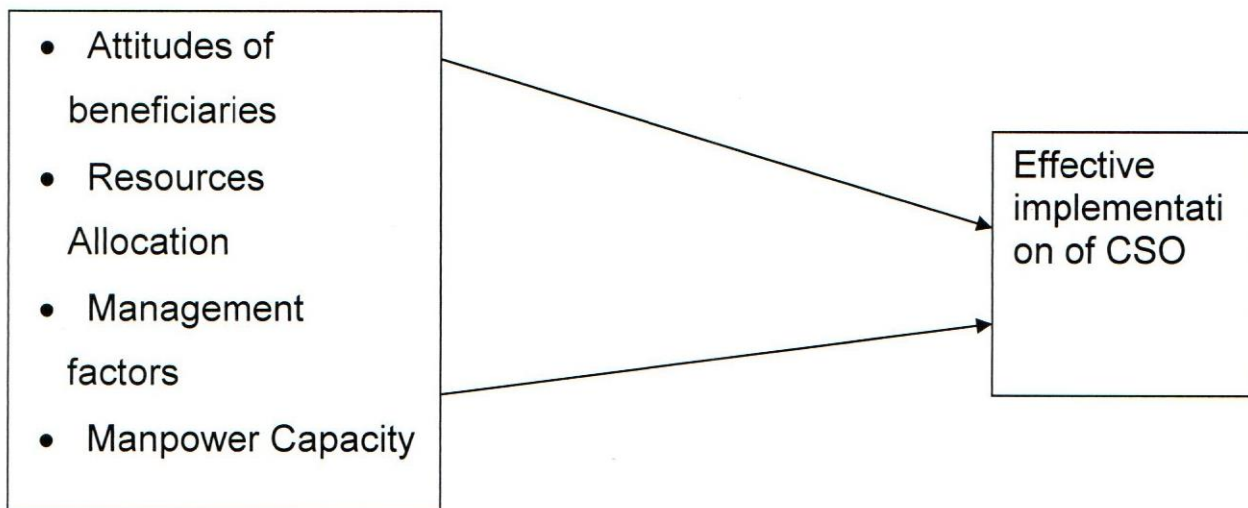
Source: Author (2005)

This study was guided by the above conceptual framework which is based on the researcher's ideas. That for the objectives of community service to be attained i.e. Low rate of re-offending and fewer prison inmates then the above factors are to be addressed adequately. The independent variables above are interrelated in the way they affect the dependent variable which is effective implementation of CSO. Thus with adequate resources including a trained manpower then the motivation towards the attainment of the objectives will be easier to realize. This factor should be supported by good management policies, which advocate for better resource allocation.

Chapter 3: Research Methodology

3.1 Introduction

This chapter gives a brief description of the research design that was adapted in the study, the target area and target population of the study including the sampling techniques used.

Briefly explained are the instruments used for data collection and how the data was collected and analyzed.

3.2 Research Design

This study used a survey design. According to Kathuri and Pals 1993 survey design is used to explain and describe observed phenomenon, as it exists at the time of study and in some cases establish the causal relationships.

M. Patron (1950) says that survey research attempts to study large and small populations (or universe) by selecting and studying samples chosen from the population to discover the relative incidence, distribution and interrelations of sociological and psychological variables.

Surveys are an efficient way of obtaining information about people thoughts, opinions and feeling. (Zechmeister and Schaughnessy 1992)

3.3 Target Area

The target area of the study is Nakuru Municipality; Administratively Nakuru Municipality has 4 locations namely Nakuru town, Kaptembwa, Lanet and Baruti.

3.4 Target Population

The population of this study consisted of 59 people. These were 7 magistrates, 12 CS Officers and 40 CS Supervisors in Nakuru Municipality.

Due to their various functions this population was further divided into 3 categories forming a homogenous population in each stratum.

3.5 Sampling Procedure and Design

In attempting to obtain a representative sample from the entire universe stratified random sampling was used. Mason, Lind and Marchal (1990) states that stratified sampling has the advantage in some cases of more accurately reflecting the characteristic of a population than simple random or systematic random sampling. Therefore based on the above premise the total sample was divided into 3 stratas according to the respondent's job functions. The researcher then conducted a complete census of the 3 stratas to include7 magistrates, 12 CSO officers and 40 CSO Supervisors.

According to Krecie and Morgan (1970) a population of 40 calls for a sample size of 35 (see Appendix IV pp38). However the researcher opted for a complete census of the 40 supervisors to reduce the degree of error in the findings, given that CSO is a new concept and the responses as anticipated were varied. However even with the cost of the study being high the researcher aimed at reducing the degree of error. The entire sample therefore included a total of 59 respondents (7 Magistrates, 12 Community service officers, 40 Community service supervisors.)

3.6 Data Type And Collection Methods

For the purpose of this study both primary and secondary data was used. The main source of data as expected was from primary origin. This was obtained from responses of various respondents. This primary data was then collected by means of an interview schedule through self-administered structured questionnaire to the respondents. The questionnaire consisted of both closed ended and open-ended questions. It was a drop and pick questionnaire.

Secondary data was obtained from probation department statistics and performance reports.

3.7 Data Analysis And Methods

The data collected for this study was analyzed using descriptive statistics tools. The data proceeded through a major steps: data cleaning or editing ,coding ,tabulations and interpretation of results(Peter 1994). T-test, which is a parametric statistical test designed to determine if mean scores of the groups are significantly different, was used. This was to determine the association between implementation of CSO and the various challenges affecting it. The level of significance for this study was at 0 .05. T-test was used by the researcher because as it was anticipated not all questionnaires sent out were responded to by the respondents.

All the data collected was also subjected to appropriate statistical analysis using Statistical Package for Social Science (SPSS).

Data Summarisation and Presentation

The research results were summarized and presented using figures, tables, charts and percentages. These tools are selected because of their clarity, preciseness, ease of understanding and interpretation (Kathuri at al 1993)

CHAPTER 4: Research Findings and Presentations

4.1 Introduction

This chapter deals with the presentation of the findings and their interpretation. It also deals with the testing of the hypothesis of the study. The results are presented for each hypothesis in the same numerical order based on a total of 59 respondents classified into 3 categories. i.e. : 7 magistrates

        12 community service officers

        40 community service supervisors.

i)   The purpose of this study was to investigate the challenges facing effectiveness and management of community service orders in Kenya.

Data collection in this study was analyzed using both descriptive and inferential statistics. The statistical package for social science SPSS version 11.5 was also used in Data analysis.

4.2 General Findings

	Sample	Frequency %
Magistrates	7	11.86
CS Officers	12	20.34
CS Supervisors	40	67.8
Total	59	100

Table 4.1 Sample size

The respondents who were targeted by this study were 59. However only 49 respondents completed their questionnaires giving a response rate of 83.05%.

Highest level of education

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	college	36	73.5	73.5	73.5
	High school	13	26.5	26.5	100.0
	Total	49	100.0	100.0	

Table 4.2 Education Levels attained.

The table above shows the levels of education of the respondents. It is observable that majority of the respondents have attained college level of education. This can be interpreted to mean that they are able to understand the objectives of the CSO programme and critically review its success and challenges.

CSO programme facing challenge

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	37	75.5	75.5	75.5
	No	12	24.5	24.5	100.0
	Total	49	100.0	100.0	

Table 4.3   Views on whether there are Challenges in CSO/

Majority of the respondents (75 %) said that CSO was facing several challenges. Only 24.5 % did not support this view. This is evidenced by the responses in the table 4.3 above.

4.3   Hypothesis Test

4.3.1   Hypothesis I

There is no relationship between resource allocation and success of CSO.

This hypothesis was aimed at finding out whether resource allocation is adequate in the implementation of CSO.

T- test as a tool of data analysis compares the mean of variables and prioritizes the right mean. The one with the highest mean is most significant than the one with the lower mean.

Resource allocation variables	t	N	Mean Difference
Adequacy of CSO resources	48.5	48.0	1.9
Adequacy of funding	97.0	48.0	2.0
Social inquiries needs met	68.6	48.0	2.0
Follow ups needs met	68.6	48.0	2.0
Training needs met	97.0	48.0	2.0
Offenders empowerment needs met	56.0	48.0	1.9
Well utilization of resources	20.2	48.0	1.4

Table 4.4 Resource Allocations

From the above table the average of the t- scores is 65.1. It is thus seen that 4 of the scores are above the average while only 3 are below the average.

Therefore majority of the variables i.e. adequacy of funds to meet- training needs, social inquiries, follow-ups, appear to have the highest means. The one with highest mean is significant showing that the average above is affected by the extreme means.

The study shows that even though the programme was meant to decongest prisons it is not receiving the resources required. The resources on the ground for the performance of work by the offenders is inadequate. Hence most offenders do not have the tools to work effectively. Among all categories of respondents adequacy of resources was a vital component for the success of CSO. The study sought to analyse information about the resources needed on the implementation of CSO successfully. (See table 4.1)

Due to the high averages the above Hypothesis is **rejected.**

The above results led further to assessing whether the respondents view the programme to be a good idea or not. From the analysis majority of the respondents (93.9%) reported that it was a good idea. Only 6.1% did not see it as a good idea.

CSO program good idea

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	46	93.9	93.9	93.9
	No	3	6.1	6.1	100.0
	Total	49	100.0	100.0	

Table 4.5 Views on CSO

However when asked to comment on the programmes implementation 67.3% of the respondents felt that it was not being implemented in a good way as compared to 32.7 % who felt that it well implemented.

Programme implemented well

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	16	32.7	32.7	32.7
	No	33	67.3	67.3	100.0
	Total	49	100.0	100.0	

Table 4.6 Implementation of CSO

From the above tables it is evidenced that the programme is a good idea which many people would want to see running well. On the other hand this optimism is not there when the factor of implementation of CSO is looked at.

4.3.2 Hypothesis II

The resource allocation to the programme is inadequate for its successful implementation.

Adequacy of funding

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	1	2.0	2.0	2.0
	No	48	98.0	98.0	100.0
	Total	49	100.0	100.0	

Table 4.7 Adequacy of funding

In order to assess whether the funding towards the implementation of CSO was adequate the respondents were presented with questions on this factor. Apart from 2% who felt that the funding was adequate, majority of the respondents (98%) were of the view that it was not adequate.

The funds mostly are used in conducting social inquiries, follow-ups and offender empowerment.

In relation to the findings in the first hypothesis it is evidenced that few follow-ups are done by the CS Department to ensure that the offenders are empowered through the work they do. This makes it difficult for the offenders to gain much in skills. Therefore funds are important in offender empowerment. CS Supervisors when interviewed said that if you can reform an offender's motivation and get him some employment or even assist him to further his skills through trainings you will have a better chance of reducing his need to re-offend.

Training was one area to the respondents that was not receiving adequate funds and thus this is affecting the nature of work done. This being a new sentencing

option the implementors noted that there is need for one to be trained regularly in order to remove any defects in the system. These trainings should cover various aspects e.g. counseling, report writing, skills empowerment etc. The respondents comments on issue of lack of adequate resources is that it is leading to the resentment of the programme that among the implementors.

Adequacy of CSO resources

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	4	8.2	8.2	8.2
	No	45	91.8	91.8	100.0
	Total	49	100.0	100.0	

Table 4.8 Adequacy of resources

Majority of the respondents (91.8%) reported that the resources are not adequate for CSO implementation. Only 8.2 % felt that the resources so far are adequate. These resources include tools that the offenders use to perform their duties. It also includes the manpower in terms of implementation of CSO. Thus the table below expands on the manpower availability.

Adequate manpower to handle CSO

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	11	22.4	22.4	22.4
	No	38	77.6	77.6	100.0
	Total	49	100.0	100.0	

Table 4.9 Adequacy of manpower.

The table above shows that 77.6% of the respondents said that the manpower available. The Human resource of an organization is its most important resource.

This factor has to be in the correct strength it terms of workforce. From the findings this however is not the case. The manpower has to be equipped with the necessary skills in terms of training in order to perform at its optimum. In regards to whether the respondents have attended training on CSO or not, 61.2% reported that they have attended some training in CSO. Only 38.8% reported not to have been trained at all.

Attended training

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	30	61.2	61.2	61.2
	No	19	38.8	38.8	100.0
	Total	49	100.0	100.0	

Table 5.0 Attendance in training

This positive factor was however tempered by the fact that majority of the respondents felt the training they attended was not consultative.

Involved in setting up training

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	2	4.1	4.1	4.1
	No	47	95.9	95.9	100.0
	Total	49	100.0	100.0	

Table 5.1 Consultation in setting up training.

Only 4.1% were involved in setting up the training, majority 95.9% were not involved. Therefore it can be deduced that the respondents being from various organizations their involvement in needs assessment in order to gauge the type of training and from which areas was not addressed. A small number of the respondents saw the trainings as stemming from bottom to up (not involving them) whilst a majority felt that they were never consulted adequately about the trainings.

More generally they said that they often felt rather unprepared for the content in the trainings.

Michael Jucius (1973) refers to human resources as whole consisting of interrelated interdependent and interacting physiological, psychological, sociological, and ethical components. Thus the human resource of any organization is the most important factor in its successful attainment of its goals and objectives. There fore to have a workforce that is ready to take up challenges at work and produce results an organization requires a qualified and trained manpower. This is so mostly if the organization is introducing a new idea/ concept. However this is not the case above as evidenced from the findings.

Therefore the findings show that majority of the respondents commented on the implementation and they noted that lack of funds contributed to the poor implementation of CSO. Some implementors outlined this problem by saying that, "sometimes we are told there are no resources and that is the end of it...and then we have to perform work and brave the consequences. Some of us can see where the money is being wasted from the start." The inadequate funds have an interplay with the inadequate resources including manpower and the quality of training and skills empowerment evidenced in the implementation of CSO.

The above findings brought forward a feeling that those who are responsible for the effective implementation of CSO on the ground had been excluded from critical decision with regard to resources.

The above hypothesis is **not rejected.**

4.3.3 Hypothesis III

There is no relationship between management Policy and success of CSO.

Written CSO policy

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	23	46.9	46.9	46.9
	No	26	53.1	53.1	100.0
	Total	49	100.0	100.0	

Table 5.2 CSO Policy in organizations

Majority of respondents 53.1% do not have CSO written policy in their organization. Only 46.9% have a written policy.

This shows that the involvement of most stakeholders in the implementation of the programme is not present. Studies have shown that for a new idea to be taken up by an organization and become its goal, it has to be introduced from the top level i.e. the level of management in an organization. This is where policies affecting the operations of the organization are formulated. It is the managers who, after being convinced that the idea /concept is good will interpret it to suit the organizations objectives and make it possible for everyone in the organization to access it. The managers create the environment that is conducive for the policy to be accepted easily in the organization.

Majority of the CS Supervisors reported that that they only came to know of CSO when CS offenders appeared at their agencies ready to be assigned duties to perform. They further said that there was need for the department involved in managing the programme to have initially sensitized their organizations managers on CSO. This would have made it easier for them to be prepared for the offenders.

This has made it hard for them to learn about the programme and how it is being implemented.

However for those who have a written policy on CSO they raised concern that the policy does not cover the important aspects of the programme implementation.

The content /issues covered by the CSO policy

Content of policy	N	Mean	Std. Deviation
Workload output	49	2	0
supervision	49	1	1
Reconciliation	49	2	1
Absconding	49	2	1
Training opportunities	49	2	1
Counseling	49	2	1
Motivation	49	2	0
Average		**2**	**1**

Table 5.3 Contents covered in the policy.

From the analysis the higher the mean the higher its significance. From the data coding a mean of '2' means No while a mean of '1' means Yes.

The table above shows the average mean is 2 which high, indicating that it is significant. This shows that the policy does not cover the expected issues. This can thus be interpreted to show that most of these organizations are yet to have a policy on CSO included in their objectives. Therefore it is in turn is making it difficult for the implementors to take the programme seriously as they can not own it and make it a daily commitment.

From the analysis (see table 5.1) little is covered in the policy in relation to certain variables as compared to others. Hence the policy covered issues mostly on supervision. Areas which are also critical like reconciliation, absconding, counseling and sustainability of the programme were not given a lot of emphasis.

Success of CSO implies that it will be realized when the programme meets its objectives. The data implies that there is no relationship between policy and objectives. Therefore because policy is not in line to the objectives then it is not in line with what is needed for its success.

The above hypothesis is **rejected.**

5.0 Chapter 5: Conclusions, Summary, Implications and Recommendations.

5.1 Introduction

The purpose this study is to establish the challenges of effective implementation and management of CSO in Kenya. Specifically it is aimed to finding out whether management factors, resource allocation, attitudes of beneficiaries and manpower are known to influence successful implementation of CSO.

In the study are measurement instruments: Supervisors questionnaire, Magistrates questionnaire, and CS Officers questionnaire which were used to collect data.

This chapter therefore presents the conditions reached as well as the implications of the study. Also some recommendations and areas warranting future or further research are highlighted.

5.2 Summary of Major Findings

Base on the result of this study, it can be concluded that the following are the major findings.

Resource allocation had a significant relationship with the success of CSO.

Management policy plays a major role in CSO implementation.

In this study inadequacy of resources was found to be a big challenge towards CSO success.

Attitudes of beneficiaries were found to have a significant influence on CSO.

5.3 Conclusions

The central objective of this study was to determine the challenges facing effective implementation of CSO. In drawing together and reflecting on the findings presented in this study the following can be seen as indicators that can be drawn from the findings.

There is a significant relationship between resource allocation and success of CSO. This is because most variables analyzed had a significantly high average thus indicating a relationship between resource allocation and CSO. As evidenced from the findings a majority of the respondents felt that the required resource allocation towards the programme was not there. The programme requires a large amount of resources to accomplish most of its activities including conducting follow-ups trainings and offender empowerment.

From the findings that majority of the respondents are of the opinion that even though CSO is a good idea it is not well implemented on the ground. This is evidenced by the 93.9% who said that it was a good idea and 67.3 % who did not support the way it is being implemented. This shows the amount of feelings on the ground directed towards the programme are not very positive.

The study also concludes that the inadequacy of the resources is affecting the successful implementation of CSO. To majority of respondents (98%) doubts on inadequacy of resources is manifested in failure to increase funding to meet the intensity of CSO activities and also the additional responsibilities and duties. The number of offenders on CSO since its inception in Nakuru Municipality has been

increasing annually. Below is a table on the CSO cases so far handled from 2000 –
2004.

Year	Female	Male
2000	19	164
2001	140	341
2002	256	389
2003	302	640
2004	312	876

Table 5.4 CSO placement in Nakuru in 2000-2004. (CSO Department Nakuru)

Hence the comparison in the yearly placement appears to support the research

findings. The findings show that the government has not been allocating funds as

per the needs that are on the ground. One would expect that with the increase in

placement of offenders then there should have been a corresponding increase in

resources allocation. A large number of the respondents (91.8 %) reported that the

resources were inadequate. These resources include the tools used by the offenders

and the manpower needed for the implementation of CSO. There is a general feeling

that manpower is inadequate on the ground. 77.6% of the respondents supported

this view. However from the findings the available manpower has undergone training

on CSO. This positive attribute is however tempered down by the fact that most

respondents (95.9%) felt that the training they had attended did not address their

needs towards CSO. Thus human resources which is the most important resource in

an organization needs to be trained and empowered with necessary skills for it to

perform to its potential. The issue of training is the basis of having an empowered

manpower.

Further conclusion from the study in relation to the above factors is that the implementors on the ground were not motivated enough to sustain the programme. Most of the CS supervisors interviewed commented on the issue of attitudes noting that the programme seems to have started well at establishment but as time passed interest started waning. They noted that there had been lack of involvement from the onset of the programme and a certain amount of resistance to the additional work created by the programme. To some extent they felt ill prepared and inadequately trained and they have received insufficient information about CSO.

They felt that the standards were slipping. Inadequate resources according to the respondents to the respondents played an important role towards the negative attitudes. They felt frustrated and stressed because they had to manage the programme without resources. Therefore they further noted that even though CSO is a good idea it was not being implemented well.

It can be further concluded that Management policy had a significant relationship on CSO. Most organisations covered in this study (53.1%) did not have a management policy on CSO compared to 46.9% who had a policy. Management is the level at which new ideas and concepts are first introduced into the organisation. There was seen to be a major failure of the programme in this aspect. Management has a duty of translating the new idea/ concept into objectives of the organisation making it easy for the members of the organisation to adapt and start practicing the new concept. At management level is where resources are planned for and allocated to manage different activities.

According to the data the organizations, which had a policy on CSO, reported that most of the issues they felt should be covered were not included i.e. counseling, training opportunities, absconding, and reconciliation. This is evidenced by the high averages in the coding of the variables under policy. This factor of policy development is crucial for any development and implementation of CSO. Without which the organization will see the new idea as alien and can not own it. This is a very critical factor because without this inclusion most organizations will likely not set aside funds for the programmes implementation. The respondents noted that this has been a major problem because they have to devise ways of carrying out the programmes activities with little or no support. This has led to their being frustrated and demoralized. Even though these averages are high one can say that this is not a serious problem.

5.4 Implications

A perusal of the findings of this study suggests a number of implications.

First the results of the study may appear to indicate that due to the problems CSO is going through then it is not sustainable. Contrary to this notion most respondents agreed that even though CSO is facing problems it is still clear that there is positive commitment to the programme.

Respondents showed that they were eager to improve on the situation on the ground. Therefore there appears on the ground an area potential for improvement in CSO management that is not yet tapped.

5.5 Recommendations

From the findings it is evident that the CSO programme is facing a lot of challenges from several factors. It was established that that significant relationship exists between management factors, resources allocation and inadequacy of resources and the successful implementation of CSO.

Therefore based on the findings of the is study the following recommendations are made. That:

There is need for the government in collaboration with other stakeholders to aggressively market the programme.

There is need to sensitize stakeholders on CSO so as to encourage them to design systems of CSO within their organisations.

There is need for comparative study of CSO in East Africa so as to assess the programmes implementation problems within this region.

There is need to allocate more resources towards CSO so as to have an effective implementation.

5.6 Recommendations For Further Research

A number of findings of the study raise questions, which require further investigations. The following are therefore suggested for further research.

A similar study should be conducted on attitudes of supervisors to shed more light on the impact of CSO on offenders.

A systematic study to compare those who are on CSO and those who are under other alternative sentencing programmes.

A study on the impact of CSO offenders in community development.

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Daily Nation, Monday April 17th, 2000

Work Plan

ACTIVITY	DURATION (WEEK)	COMMULATIVE TIME (WEEKS)
Preparation and approval of proposal	7	7
Preparation for field Analysis (Such as printing of Questionnaire)	3	10
Data collection		
Preliminary Data Analysis (To determine Adequacy, Reliability and Non-response and Data recollection in case of Inadequacy)	3	13
Actual collection	8	21
Data Analysis	8	29
Data presentation to first Draft	5	34
Final Draft	4	36

Research Budget

<div align="right">

Amount

</div>

Typing services

Proposal 50 pages @30/= ---1500

Research report 150pages @30/=---4500

Drafts of proposal 50 pages @30/=x4copies ----------------------------6000

Photocopy Services

Proposal 50pages @2/=x8 copies --800

Binding 8 copies of proposals @70/= --560

Project 150 pages @2/= x7copies ---2100

Questionnaires 330 pages @ 2/= ---660

Interview schedule

Drafts of proposal 50pages @2/= x 8copies ----------------------------800

Data collections

Subsistence during pilot testing 4 days @500/= -------------------------2000

Subsistence during field work 21days @500/=-------------------------10500

Travelling expenses during field work 21 days @300/= ----------------6300

Stationery

Photocopying papers @400/= x6reams---2400

Pens and pencils @10/=x10 --100

Writing papers @350x4reams --1400

Binding charges 8 copies @70/=--560

Binding charges final report 8copiesx150/= ---------------------------1200
                                                                    _____

Total---40030

10% contingencies---4003

                                                                    _____

Grand Total --44033

                                                                    _____

Appendices

Appendix 1: Specimen Letter To The Respondents

MAY 2005

Dr/Mr./Mrs./Ms. ………………………………,

C/O Community Service Department

P.O. Box 602

Nakuru

Dear Respondent,

Re: Research Project

I am a student at Egerton University pursuing a Masters of Business Administration (MBA) degree specializing in Human Resource Management. Am currently carrying out a research on: The challenges facing effective implementation and Management of Community Service – The Case of Nakuru Municipality.

The purpose of this questionnaire is to gather information from the respondents regarding the challenges they face in implementing Community Service Orders. You have been selected as one of the respondent who will assist the researcher to get the necessary data in this study.

You are hereby assured that the information you will give will be treated with a lot of confidentiality and used strictly and only for academic purposes.

Thank you for your co-operation.

Mbayah W. Madahana

Researcher

Appendix II

Krecie and Morgan, (1970) have produced the following table for determining the Sample size.

Table 5.5 Sample sizes for different population sizes.

POPULATION SIZE	SAMPLE SIZE	POPULATION SIZE	SAMPLE SIZE
10	10	250	162
20	19	300	169
30	28	400	196
40	35	1500	306
50	44	2000	322
60	52	3000	341
70	59	4000	351
80	66	5000	357
90	73	10000	370
100	80	20000	377
150	108	50000	381
200	132	100000	384

Appendix III

Frequencies

Years of experience

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1-5 yrs	30	61.2	61.2	61.2
	6-11 years	19	38.8	38.8	100.0
	Total	49	100.0	100.0	

Highest level of education

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	college	36	73.5	73.5	73.5
	High school	13	26.5	26.5	100.0
	Total	49	100.0	100.0	

Written CSO policy

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	23	46.9	46.9	46.9
	No	26	53.1	53.1	100.0
	Total	49	100.0	100.0	

Contents in the policy

	Yes %	No %	N
Workload output	32.7	67.3	49
Supervision	43.1	46.9	49
Reconciliation	44.9	55.1	49
Absconding	38.8	61.2	49
Counseling	30.6	69.4	49
Motivation	40.8	59.2	49
	28.6	71.4	49

Policy Coverage of most of the factors

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	18	36.7	36.7	36.7
	No	31	63.3	63.3	100.0
	Total	49	100.0	100.0	

Well managed CSO program

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	32	65.3	65.3	65.3
	No	17	34.7	34.7	100.0
	Total	49	100.0	100.0	

Adequacy of CSO resources

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	4	8.2	8.2	8.2
	No	45	91.8	91.8	100.0
	Total	49	100.0	100.0	

Adequacy of funding

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	1	2.0	2.0	2.0
	No	48	98.0	98.0	100.0
	Total	49	100.0	100.0	

	Yes %	No %
Social inquiries met	4.1	95.9
Follow up needs met	4.1	95.9
Training needs met	2.0	98.0
Offenders empowerment needs met	6.1	93.9

Involved in setting up training

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	2	4.1	4.1	4.1
	No	47	95.9	95.9	100.0
	Total	49	100.0	100.0	

Content in the trainings

	No %	Yes %
Supervision	51.0	49.0
Absconding	51.1	48.9
Counseling	57.2	42.8
Reconciliation	57.1	42.9
Sustainability	59.2	40.8

Implemented skills acquired in training

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	33	67.3	67.3	67.3
	No	16	32.7	32.7	100.0
	Total	49	100.0	100.0	

Counsel offenders

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	37	75.5	75.5	75.5
	No	12	24.5	24.5	100.0
	Total	49	100.0	100.0	

Follow up on offenders

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	22	44.9	44.9	44.9
	No	27	55.1	55.1	100.0
	Total	49	100.0	100.0	

Consideration of offenders opinion

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	44	89.8	89.8	89.8
	No	5	10.2	10.2	100.0
	Total	49	100.0	100.0	

Adequate manpower to handle CSO

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	11	22.4	22.4	22.4
	No	38	77.6	77.6	100.0
	Total	49	100.0	100.0	

CSO program good idea

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	46	93.9	93.9	93.9
	No	3	6.1	6.1	100.0
	Total	49	100.0	100.0	

Programme implemented well

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	16	32.7	32.7	32.7
	No	33	67.3	67.3	100.0
	Total	49	100.0	100.0	

Benefits of CSO

	Yes %	No %
Cost saving	53.1	46.9
Decongestion of Prisons	57.1	42.9
Reduction of reoffending	46.9	53.1

Benefits of CSO

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Disatisfied	4	8.2	8.2	8.2
	Neither nor Disatisfied	12	24.5	24.5	32.7
	Satisfied	29	59.2	59.2	91.8
	Very satisfied	4	8.2	8.2	100.0
	Total	49	100.0	100.0	

Relationship with the offenders

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Very satisfied	7	14.3	14.3	14.3
	Disatisfied	4	8.2	8.2	22.4
	Neither nor Disatisfied	15	30.6	30.6	53.1
	Satisfied	22	44.9	44.9	98.0
	Very satisfied	1	2.0	2.0	100.0
	Total	49	100.0	100.0	

Liaison within the programme

	Yes %	NO %
Liaison with other organizations	93.9	6.1
Liaison with Judiciary	46.9	53.1
Liaison with CSO Department	59.1	40.9

Support from other stakeholders

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	38	77.6	77.6	77.6
	No	11	22.4	22.4	100.0
	Total	49	100.0	100.0	

Consultation of other stakeholders

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	31	63.3	63.3	63.3
	No	18	36.7	36.7	100.0
	Total	49	100.0	100.0	

CSO programme facing challenge

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	37	75.5	75.5	75.5
	No	12	24.5	24.5	100.0
	Total	49	100.0	100.0	

Challenges Facing CSO

	Agree %	Don't Agree %
Staffing Resistance	32.6	67.4
Poor priotising	34.7	65.3
Extra Work	67.3	32.7
Management Policy	71.4	28.6
Funding	79.5	20.6
Financial Rewards/Terms	69.3	30.7
Maximizing on Number of placements	65.3	34.7
Inadequate training	53.1	46.9
Lack of coherence	77.6	22.4
Unclear Sentencing policies and Options	42.8	57.2
Inadequate Staffing Levels	65.3	34.7

APPENDIX IV: QUESTIONNAIRE I

Please fill in the questionnaire below by ticking the appropriate boxes. If Box is not provided give your comments in the space provided

Basic information

Name of Organization _____

Address _____

Tel (if any) _____

By the end of the year how many years would you have been in this profession
To the nearest whole number: _____

What level of education did you attain?

College ☐

High School ☐

Primary ☐

1. Does your organization have a written policy on CSO? Yes ☐   No. ☐
2. Indicate among the following, the issues that the policy cover

   Workload output ☐

   Supervision ☐

   Reconciliation ☐

   Absconding ☐

   Training Opportunities ☐

   Counselling ☐

   Motivation ☐

   Others _____

3. In your opinion does the policy cover most of the factors involved in CSO implementation?   Yes ☐   No. ☐

4. Is the CSO program well managed?   Yes ☐   No ☐

   Why _____
   _____

Resource allocation

		Yes	No
5	Do you consider the physical resources adequate?	☐	☐
6.	Are the funds allocated adequate?	☐	☐
7.	Are the funds adequate to meet the following		
	Social inquiries	☐	☐
	Follow ups	☐	☐
	Trainings	☐	☐
	Empowerment of offenders	☐	☐
		☐	☐
8.	Do you consider the resources allocated as fully utilised?	☐	☐

Manpower Capacity

9. With regard to CSO have you attended any training/workshops ☐   ☐

If yes how many times _____

10. ⸱Are you involved in the setting up of the training? ☐   ☐

11. To what extent does the training you have attended cover the following issues

	None	A little	Some	A lot
Supervision	☐	☐	☐	☐
Absconding	☐	☐	☐	☐
Counselling	☐	☐	☐	☐
Reconciliation	☐	☐	☐	☐
Sustainability	☐	☐	☐	☐

12. Have you put into use the skills you learned in the training?   Yes ☐   No ☐

13. Do you conduct counselling on the offenders?   ☐   ☐

14. After committal do conduct follow up on the offenders   ☐   ☐

15. Do you consider the offenders opinion on committal, place of work and work conditions   Yes   No ☐

16. In your opinion do you consider the manpower adequate to handle CSO   ☐   ☐

Attitudes

17. Do you consider CSO program a good idea?   Yes ☐   No ☐

18. is the program implemented in a good way   Yes ☐   No ☐

19. What do you view as the benefits of CSO program.

	Less Important	Important	Most Important
Cost saving	☐	☐	☐
Decongesting prisons	☐	☐	☐
Reduction of re-offending	☐	☐	☐
Others _____			

_____

20. Are you satisfied with the benefits of CSO?

	Very Dissatisfied	Somewhat Dissatisfied	Neutral	Satisfied	very Satisfied
	☐	☐	☐	☐	☐
21. CSO is a source of satisfaction.	☐	☐	☐	☐	☐

22. There have been claims that magistrates have exhibited a lot of reluctance in sentencing offenders to CSO. Is this true?   Yes ☐   No ☐
    Why _____

Communication, Liaison between Stakeholders

23. Does you organisation liaise with other stakeholders on CSO?

Yes ☐   No ☐

24. In your own opinion how do you view the relationship between your organisation and
:

	Very Dissatisfied	Somewhat Dissatisfied	Nautral	Satisfied	Very Satisfied
CSO Department	☐	☐	☐	☐	☐
CSO Supervisors	☐	☐	☐	☐	☐

25. Do you receive support from other stakeholders   Yes ☐   No ☐

26. As the magistrate is your opinion/effort appreciated by: Yes ☐   No ☐

	Yes	No
CSO Department	☐	☐
CSO Supervisors	☐	☐

27. Do you consult other stakeholders when in problems   Yes ☐   No ☐

28. Are you satisfied with the communication and liaison
with other stakehelds?   Yes ☐   No ☐

29. In you opinion how can this be improved. _____
_____

30. In your opinion does the program face any challenges.

Yes ☐   No ☐

31. Based on you experience as a magistrate are the following some of the
implementation problems identified by your organisation.

	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
Prioritizing	☐	☐	☐	☐	☐
Staff resistance	☐	☐	☐	☐	☐
Staffing	☐	☐	☐	☐	☐
Communication	☐	☐	☐	☐	☐
Extra work	☐	☐	☐	☐	☐
Management policy	☐	☐	☐	☐	☐
Funding	☐	☐	☐		
Financial reward	☐	☐	☐	☐	☐
Maximising number of placement	☐	☐	☐	☐	☐
Inadequate training	☐	☐	☐	☐	☐
Lack of coherence with other Sentencing option	☐	☐	☐	☐	☐

Any others _____
_____

32. What suggestions do you have for improvement of CSO program.

_____
_____
_____

APPENDIX V: QUESTIONNAIRE II

Please fill in the questionnaire below by ticking the appropriate boxes. If Box is not provided give your comments in the space provided

Basic information

Name of Organization _____

Address _____

Tel (if any) _____

By the end of the year how many years would you have been in this profession
To the nearest whole number: _____

What level of education did you attain?

College ☐

High School ☐

Primary ☐

1. Does your organization have a written policy on CSO? Yes ☐   No. ☐

2. Indicate among the following, the issues that the policy cover

    Workload output ☐

    Supervision ☐

    Reconciliation ☐

    Absconding ☐

    Training Opportunities ☐

    Counselling ☐

    Motivation ☐

    Others _____

_____

3. In your opinion does the policy cover most of the factors involved in CSO implementation?   Yes ☐   No. ☐

4. Is the CSO program well managed?   Yes ☐   No ☐

    Why _____

_____

Resource allocation

	Yes	No
5. Do you consider the physical resources adequate?	☐	☐
6. Are the funds allocated adequate?	☐	☐
7. Are the funds adequate to meet the following		
Social inquiries	☐	☐
Follow ups	☐	☐
Trainings	☐	☐
Empowerment of offenders	☐	☐
8. Do you consider the resources allocated as fully utilised?	☐	☐

Manpower Capacity
9. With regard to CSO have you attended any training/workshops ☐   ☐

If yes how many times _____

10. Are you involved in the setting up of the training? ☐   ☐

11. To what extent does the training you have attended cover the following issues

	None	A little	Some	A lot
Supervision	☐	☐	☐	☐
Absconding	☐	☐	☐	☐
Counselling	☐	☐	☐	☐
Reconciliation	☐	☐	☐	☐
Sustainability	☐	☐	☐	☐

12. Have you put into use the skills you learned in the training?   Yes ☐   No ☐

13. Do you conduct counselling on the offenders?   ☐   ☐

14. After committal do conduct follow up on the offenders   ☐   ☐

15. Do you consider the offenders opinion on committal, place of work and work conditions   Yes   No

16. In your opinion do you consider the manpower adequate to handle CSO   ☐
                                                    ☐   ☐

Attitudes

17. Do you consider CSO program a good idea?   Yes ☐   No ☐

18. Is the program implemented in a good way   Yes ☐   No ☐

19. What do you view as the benefits of CSO program.

	Less Important	Important	Most Important
Cost saving	☐	☐	☐
Decongesting prisons	☐	☐	☐
Reduction of re-offending	☐	☐	☐
Others _____			

_____

20. Are you satisfied with the benefits of CSO?

Very Dissatisfied	Somewhat Dissatisfied	Neutral	Satisfied	very Satisfied
☐	☐	☐	☐	☐

21. CSO is a source of satisfaction.

☐	☐	☐	☐	☐

22. There have been claims that magistrates have exhibited a lot of reluctance in sentencing offenders to CSO. Is this true?   Yes ☐   No ☐
        Why _____

Communication, Liaison between Stakeholders

23. Does you organisation liaise with other stakeholders on CSO?

Yes ☐   No ☐

24. In your own opinion how do you view the relationship between your organisation and :

	Very Dissatisfied	Somewhat Dissatisfied	Nautral	Satisfied	Very Satisfied
Judiciary	☐	☐	☐	☐	☐
CSO Supervisors	☐	☐	☐	☐	☐

25. Do you receive support from other stakeholders   Yes ☐   No ☐

26. As the CS Officer is your opinion/effort appreciated by: Yes   No

Judiciary   ☐   ☐

CSO Supervisors   ☐   ☐

27. Do you consult other stakeholders when in problems   Yes ☐   No ☐

28. Are you satisfied with the communication and liaison with other stakeholders?   Yes ☐   No ☐

29. In you opinion how can this be improved.   _____

_____

30. In your opinion does the program face any challenges.

Yes ☐   No ☐

31. Based on you experience as a CS Officer are the following some of the implementation problems identified by your organisation.

	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
Prioritizing	☐	☐	☐		☐
Staff resistance	☐	☐	☐	☐	☐
Staffing	☐	☐	☐	☐	☐
Communication	☐	☐	☐	☐	☐
Extra work	☐	☐	☐	☐	☐
Management policy	☐	☐	☐	☐	☐
Funding	☐	☐	☐		☐
Financial reward	☐	☐	☐	☐	☐
Maximising number of placement	☐	☐	☐	☐	☐
Inadequate training	☐	☐	☐	☐	☐
Lack of coherence with other Sentencing option	☐	☐	☐	☐	☐

Any others   _____

32. What suggestions do you have for improvement of CSO program.

_____

_____

_____

APPENDIX VI: QUESTIONNAIRE III

Please fill in the questionnaire below by ticking the appropriate boxes. If Box is not provided give your comments in the space provided

Basic information

Name of Organization _____
Address _____
Tel (if any) _____

By the end of the year how many years would you have been in this profession
To the nearest whole number: _____
What level of education did you attain?
College ☐
High School ☐
Primary ☐

1. Does your organization have a written policy on CSO?   Yes ☐   No. ☐
2. Indicate among the following, the issues that the policy cover
   - Workload output ☐
   - Supervision ☐
   - Reconciliation ☐
   - Absconding ☐
   - Training Opportunities ☐
   - Counselling ☐
   - Motivation ☐
   - Others _____

3. In your opinion does the policy cover most of the factors involved in CSO implementation?   Yes ☐   No. ☐

4. Is the CSO program well managed?   Yes ☐   No ☐

   Why _____
   _____

Resource allocation

	Yes	No
5. Do you consider the physical resources adequate?	☐	☐
6. Are the funds allocated adequate?	☐	☐
7. Are the funds adequate to meet the following		
Social inquiries	☐	☐
Follow ups	☐	☐
Trainings	☐	☐
Empowerment of offenders	☐	☐
8. Do you consider the resources allocated as fully utilised?	☐	☐

Manpower Capacity
9. With regard to CSO have you attended any training/workshops ☐   ☐

If yes how many times _____ □

10. Are you involved in the setting up of the training?   □   □

11. To what extent does the training you have attended cover the following issues

	None	A little	Some	A lot
Supervision	□	□	□	□
Absconding	□	□	□	□
Counselling	□	□	□	□
Reconciliation	□	□	□	□
Sustainability	□	□	□	□

12. Have you put into use the skills you learned in the training?   Yes □   No □

13. Do you conduct counselling on the offenders?   □   □

14. After committal do conduct follow up on the offenders   □   □

15. Do you consider the offenders opinion on committal, place of work and work conditions   Yes   No

16. In your opinion do you consider the manpower adequate to handle CSO   □   □
          □

Attitudes

17. Do you consider CSO program a good idea?   Yes □   No □

18. Is the program implemented in a good way   Yes □   No □

19. What do you view as the benefits of CSO program.

	Less Important	Important	Most Important
Cost saving	□	□	□
Decongesting prisons	□	□	□
Reduction of re-offending	□	□	□

          Others _____
          _____

20. Are you satisfied with the benefits of CSO?

	Very Dissatisfied	Somewhat Dissatisfied	Neutral	Satisfied	very Satisfied
	□	□	□	□	□
21. CSO is a source of satisfaction.	□	□	□	□	□

22. There have been claims that magistrates have exhibited a lot of reluctance in sentencing offenders to CSO. Is this true?   Yes □   No □
          Why _____

Communication, Liaison between Stakeholders

23. Does you organisation liaise with other stakeholders on CSO?

Yes ☐   No ☐

24. In your own opinion how do you view the relationship between your organisation and :

	Very Dissatisfied	Somewhat Dissatisfied	Nautral	Satisfied	Very Satisfied
CSO Department	☐	☐	☐	☐	☐
Judiciary	☐	☐	☐	☐	☐

25. Do you receive support from other stakeholders   Yes ☐   No ☐

26. As the magistrate is your opinion/effort appreciated by: Yes   No

CSO Department   ☐   ☐

Judiciary   ☐   ☐

27. Do you consult other stakeholders when in problems   Yes ☐   No ☐

28. Are you satisfied with the communication and liaison   Yes ☐   No ☐
    with other stakeholders?

29. In you opinion how can this be improved.   _____
    _____

30. In your opinion does the program face any challenges?

Yes ☐   No ☐

31. Based on you experience as a CS Supervisor are the following some of the implementation problems identified by your organisation.

	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
Prioritizing	☐	☐	☐	☐	☐
Staff resistance	☐	☐	☐	☐	☐
Staffing	☐	☐	☐	☐	☐
Communication	☐	☐	☐	☐	☐
Extra work	☐	☐	☐	☐	☐
Management policy	☐	☐	☐	☐	☐
Funding	☐	☐	☐	☐	☐
Financial reward	☐	☐	☐	☐	☐
Maximising number of placement	☐	☐	☐	☐	☐
Inadequate training	☐	☐	☐	☐	☐
Lack of coherence with other Sentencing option	☐	☐	☐	☐	☐

Any others   _____
_____

32. What suggestions do you have for improvement of CSO program.

_____
_____
_____