UNIVERSITY OF NAIROBI DEPARTMENT OF POLITICAL SCIENCE AND PUBLIC ADMINISTRATION

PERFORMANCE CONTRACTING IN SERVICE DELIVERY AT CITY COUNCIL OF NAIROBI

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DECLARATION

This research project is my original work and has not been submitted for a degree in any other university. No part of this project may be reproduced without permission of the author and / or University of Nairobi.

Signed Hadingelli

Date 14/11/2013

Eva Wairiuko

This research project has been submitted for examination with my approval as the supervisor.

Signed ..

Dr. Obuya Bagaka

Date 14/11/2013

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DEDICATION

To my family, my mother, brothers, friends and colleagues at work who encouraged me to do my best in my academic pursuit

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ABBREVIATIONS AND ACRONYMS

CCN City Council of Nairobi

ECA Economic Commission of Africa

ERSWEC Economic Recovery Strategy for Wealth and Employment Creation

GOK Government of Kenya

GPRA Government Performance and Results Act

M&E Monitoring and Evaluation

NCPB National Cereals and Produce Board

NUDC Nairobi Urban District Council

NPM New Public Management

OECD Organization for Economic Cooperation and Development

PAS Performance Appraisal System

PC Performance Contract

PSR & DS Public Service Reform and Development Secretariat

RBM Results Based Management

ABSTRACT

The main objective of the study was to determine the effects of performance contracting on service delivery at the former City Council of Nairobi. This study also sought to answer the question; to what extent did performance contract affect service delivery at City Council of Nairobi? The purpose of this study is therefore to establish whether performance contracting has enhanced service delivery.

The study found out that the dimensions that comprised of organizational service charter, work plans, strategic plan, monitoring and evaluation as well as performance appraisal systems had an influence on performance contract implementation resource factors and service delivery at large. Service charters were found to be clearly displayed hence accessible to staff and customers/citizens. Employees developed work plans based on set priorities and this enabled the achievement of expected results. The strategic plan was found fast track implementation of intended outcomes namely the goals, mandates and strategies that strengthened service delivery. Monitoring and evaluation was found to impact on service delivery as performance was measured and tracked through a feedback mechanism. Performance appraisal system was found to strengthen internal controls through rewards and sanctions on performance of the employees.

This study recommends that City Council of Nairobi continue to uphold the use of performance contracts as a tool for monitoring and improving performance in order to attain efficiency in service delivery.

CHAPTER ONE: INTRODUCTION

1.1. Background

Performance Contracting (PC) is part of the broader public sector reforms aimed at improving efficiency and effectiveness in the management of the public services. Peterson (2005) defines performance contract as a freely negotiated performance agreement between the government, acting as the owner of a government agency and the management of the agency. The author asserts that performance contract clearly specifies the intentions; obligations and responsibilities of the two contracting parties (Peterson, 2005). Kobia and Mohammed (2006) argue that PC is a management tool for ensuring accountability for results by public officials as it measures the extent to which they achieve targeted results. In essence, signing a performance contract commits public officials to perform to the set standards or beyond, the specified levels. This holds public officials accountable for results and therefore, helps in converting tax paid into goods and services effectively and efficiently. Performance contracting also creates transparency in the management of public resources (Kobia & Mohammed, 2006).

Performance contracts have been widely used in the public sector by the developed countries such as France, the Netherlands and New Zealand among other countries with outstanding success. Performance contract was first introduced in France after the famous Nora Report on the reform of state owned enterprises in France (Organization for Economic Corporation for Development (OECD), 1994). Kusek and Rist (2004) depict and say how today, almost all OECD countries use some form of performance contracts in managing their public sector. In New Zealand, performance contract were introduced and adopted as part of the countries pioneering public sector reforms (Kusek & Rist,

2004). Performance contract gained more strength when they were introduced in the United States as part of Government Performance and Results Act (GPRA) of 1993. Performance contracts in the United Kingdom were introduced by Margaret Thatcher as part of the creation of Next Step Agencies. Today, performance contracts are used in all British government agencies serving under public service agreements.

In Kenya, the concept of performance contracting was first introduced in the management of State Corporations in 1989 and was adapted to reform public institutions that previously performed poorly out of the need to enhance their performance (Muthaura, 2007). To this effect, a Parastatal Reform Strategy paper was approved by Cabinet in 1991 as a first official recognition of the concept of performance contracting (reform strategy paper of 1991). Among the policies that were recommended to streamline and improve the performance of state corporations were: divestiture or liquidation of non-strategic parastatal, contracting out commercial activities to the private sector, permitting private sector competition with existing state monopolies, and improvements in the enabling environment of all strategic parastatals including removal of potentially conflicting objects as depicted by Economic Commission of Africa (ECA) (2003 December); Blomqvist & Stanley (2000).

The first two parastatals to be on performance contract were Kenya Railways Corporation and the National Cereals and Produce Board. Kenya Railway signed performance contract in April, 1989, whereas the National Cereals and Produce Board (NCPB) signed in November, 1990(Republic of Kenya, 2005). However, the outcome of the two performance contracts eventually failed due to a number of reasons and challenges

ranging from lack of political goodwill, changes in Government policy, inflation, and exchange rate fluctuations which greatly affected their performance (Muthaura, 2007). At the same time, the process was perceived as one that was donor driven.

In 2003, the government re-introduced performance contracts. The initiative to reintroduce performance contracts in Kenya was clearly spelt out in the Economic Recovery Strategy for Wealth and Employment Creation (ERSWEC). In August, 2003, the government appointed a committee to spearhead the introduction and implementation of performance contracts that is Performance Steering Committee. The steering committee made a decision to introduce performance contract in state corporations on a pilot basis in 2004. Sixteen state corporations signed performance contracts by December, 2004. The criteria for selecting the pilot companies included representation of diverse sectors and corporations with strategic plans (Republic of Kenya , 2006 December). Following success in implementing performance contract in state corporations, the government extended the process to public service, beginning with permanent secretaries and accounting officers. Further, in April, 2005, the Government decided to place the management of 175 Local Authorities on performance contract (Republic of Kenya, 2009).

The five (5) major Municipalities completed performance contracts on 30th September, 2005 on pilot basis. These were; City Council of Nairobi, Municipal Council of Mombasa, Municipal Council of Eldoret, Municipal Council of Kisumu and Municipal Council of Nakuru. The remaining local authorities signed performance contract on 3rd June, 2006. The City Council of Nairobi embraced performance contract in 2005 in

partnership with Public Service Reform and Development Secretariat (PSR & DS) through the Ministry of Local Government (Republic of Kenya, 2009)

In 1963, after Kenya attained independence, the Nairobi Urban District Council (NUDC) became the City Council of Nairobi (CCN). The Council was created by an Act of Parliament Cap 265 of the Laws of Kenya to provide services to residents of the city, (Local Government Act Cap 265, 12). In the period (2005-12) under study, CCN was divided into eight(8) divisions which also served as parliamentary constituencies. These are Kasarani, Westland, Starehe, Kamukunji, Dagoretti, Embakasi, Makadara and Langata. A write up in the official magazine for the City Council of Nairobi (Angaza, June-August, 2012), there are memories of the Nairobi of yester years, when there were good houses, sports grounds, libraries with stocks of books, social halls which were well equipped, citing, but a few cases in the areas of service delivery.

Over the years, CCN has gone through hard economic times coupled with the dramatic increase in population thus constraining available facilities. The diversity of the city and its population size prompted the introduction of performance contracting as the city was faced with several challenges such as informal settlements, mostly the slums and illegal structures which mushroomed in the city, land grabbing, water shortages in the city due to inadequate supplies, uncontrolled dumping site, ghost employees, street urchins and influx of street hawkers among others. The former City Council of Nairobi was under the Ministry of Local Government and its mandate was to provide services to the citizens and even visitors of Nairobi. Such services were in terms of health care, education, and clean

environment, provision of housing and other social services, decongested roads, planning services among others.

1.2. Statement of the Problem

The New Public Management (NPM) movement emphasizes and strengthens the need to adopt private sector practices in public institutions (Balogun, 2003). This initiative strives towards making public servants to become service orientated, to pursue excellence in service delivery and to commit them to continuously improve service delivery. It also sets the principles for transforming service delivery with regard to consultation, service standards, access, courtesy, information, openness and transparency, redress and value for money. These principles are required, since it is argued that a transformed local government needs to be measured against its commitment to continuous service delivery improvement.

The introduction of performance contracting at City Council of Nairobi was geared towards introducing New Public Management approach to service delivery. There are a few studies that have attempted to study PC on various institutions. Some of this include: the research on employee responses to the implementation of performance contract (Ogwayo, 2007), factors influencing implementation of performance contract (Murgor, 2008); employee state of psychological contract on the implementation of performance contract (Njenga, 2008); management of strategic change (Njiri, 2007). Two case studies have been done relating to the City Council of Nairobi on employee performance management practices (Njenga, 2008) and employee empowerment (Tsala, 2008). In spite of the few studies that have been done, it remains unclear the extent to which the aforesaid objectives have been met and also the challenges related to implementation of

PC at CCN. It is against this background that this study is seeking to determine the extent to which Performance Contracting has affected service delivery at the CCN. Therefore this study sought to answer the question; to what extent did performance contract affect service delivery at City Council of Nairobi?

1.3. Research Objectives

The main objective of the study is to determine the effects of performance contracting on service delivery at the former City Council of Nairobi.

The specific objectives of the study are:

- To examine how organizational service charter has affected service delivery at City Council of Nairobi.
- To determine the extent to which work plans have influenced service delivery at City Council of Nairobi.
- 3. To establish how strategic plan/planning has impacted on service delivery at City Council of Nairobi.
- To examine how monitoring and evaluation has influenced service delivery at City Council of Nairobi.
- 5. To establish the extent to which performance appraisal system has affected service delivery at City Council of Nairobi.

1.4. Justification of the Study

City Council of Nairobi will benefit from the findings and deductions made from the study in that the reform strategies of rapid result initiative will be partially evaluated. The CCN will have a clear benchmark on how to establish regulations that will provide the direction, oversight and assistance to those implementing PC, needed particularly for the emerging performance appraisal systems.

Citizens who are client of CCN stand to benefit from the assessment of the service delivery system. Customer satisfaction is at the centre of the excellence of any organization. This research project offers an assessment to the basic tenets of performance contracting that lets proper service delivery systems. In the long run the citizens have the benefit of enjoying proper services and at their convenient timing as stipulated in the service charter.

The research study contributes in the academic inquiry on the possibility of successful implementation of the performance contracting schemes in public institutions. The study aids our understanding in regard to integrating the various components of service charter, monitoring and evaluation frameworks, strategic plans, work plans and performance appraisal systems.

1.5. The Scope, Limitations, Delimitations and Assumptions

The study was done in Kenya, specifically at the City Council of Nairobi. The target populations were employees who were sampled from the different hierarchical levels in the chain of command at least those in the category of signing performance contract. The study covered the period from when PC was introduced in 2005 to 2012 before the City Council Nairobi became Nairobi City County.

To avoid any doubts about the research, the employees were given assurance of confidentiality on any information given and reasons of the study was clearly stipulated to be wholly for academic research purposes only. The perspective of CCN might have

suffered a setback because there were several issues that hampered ineffective implementation both foreseeable and intangible.

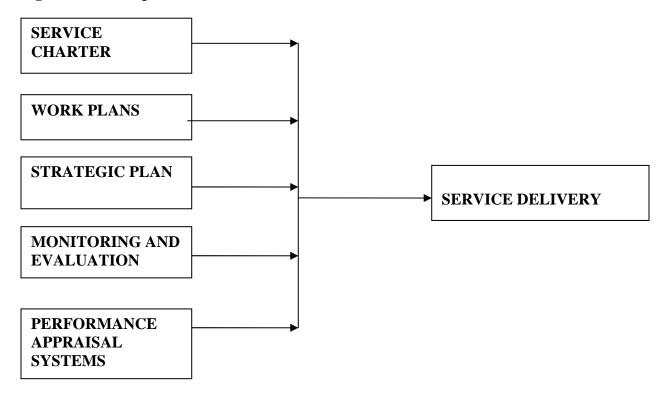
Some few key assumptions were made. This study was conducted in the largest institution of local authorities in Kenya, City Council of Nairobi. The population was drawn from the management and other employees of the council and the presumption was that the respondents' answer the questions accurately, truthfully and provide all the required information.

This study on performance contracting was conducted at City Council of Nairobi. The respondents of the study were drawn from the CCN staff and the stakeholders. Stakeholders of the CCN are many especially the visitors who come once or for a while and go and this is delimiting as they cannot be captured.

1.6. Conceptual Framework

As shown in figure 1.1, the conceptual framework outlines the relationship among the activities supporting the independent variables namely, service charter, work plans, strategic plan, monitoring and evaluation, performance appraisal systems and their contribution to the dependent variable which is service delivery.

Figure 1.1: Conceptual Framework



Independent Variables

Dependent Variables

Source: Researcher (2013)

1.7. Operationalization of Terms

Performance Contracting is a management tool that is flexible and which provides framework for strengthening accountability. It is specific enough to define responsibilities and expectations and the needs of each division within the organization in line with the achievement of mutually agreed results between parties for effective service delivery. At CCN senior officers in the management level up to first line supervisors sign performance contract. This enables the organization to fast track progress on performance.

Service Charter is a document with published service standards that customers are entitled to expect across an entire organization or service area. At CCN the service

charter is displayed in all departments under the custody of head of departments or the chief administrative officers and the chief public relations officer of the council. The service charter enables customer to gauge the level of customer satisfaction in any organization.

Work plan is a document that helps manage time, it makes things happen by identifying important items and is designed to make the tasks/job easier as it focuses on individual key responsibilities, sets priorities and states expected results within a specified time frame in line with the work reflecting the unit's goals and objectives in service delivery. The work plans are kept by all division/section/units heads that cascades them to the rest of staff under their jurisdictions. Work plan helps in the management of time as well as ensuring that set priorities are met thus achieving expected results for quality services and products therefore boosting productivity.

Strategic Plans are the deliberate organized work with the intention to help clarify organizational purposes, mandates, goals and strategies in order to achieve efficient and effective service delivery. It is an effort to produce key decisions and actions that shape and guide what an organization is, what it does and why it does it. At CCN the strategic plans are displayed in all departments under the custody of head of departments or the chief administrative officers and the chief public relations officer of the council. Strategic plan provides a platform for ensuring that productivity is enhanced as it assists in realizing the organization goals in line with Result Based Management (RBM).

Monitoring and Evaluation: Monitoring is a continuous function that systematically collects data on specified indicators in order to provide the management and other

stakeholders on the extent or status of progress and achievement of objectives on ongoing projects, programs or policies. Whereas evaluation is a process of determining the importance of a development activity, policy or program in order to determine the relevance of objectives, effectiveness of design, resource use and suitability of results all geared towards efficient and effective service delivery. This is currently under the reforms office of the CCN. This provides a mechanism of checks and balances to ensure that the intended objectives of all the above variables are achieved.

Performance Appraisal System (PAS) is a periodic, formal, structured system of measuring and evaluating an employee's job related behaviors and outcomes to discover how and why the employee is presently performing on the job and how the employee can perform more effectively in the future so that the employee, organization as well as society benefits at large. At CCN all employees are eligible to fill the PAS forms and through the elements of measurement and evaluations, employees get the rewards/sanctions.

CHAPTER TWO: LITERATURE REVIEW

2.1. Introduction

This section presents the review of literature from the perspective of other authorities on the performance contract contribution on effective organization management. The section is organized into two major sub-sections of theoretical orientation and framework and empirical review of literature.

2.2. Theoretical Review

Performance contracting is a variant of New Public Management. The basic tenets of NPM revolve around the principles of action, structure and practice (Feldman & Khademian, 2000). The principle of action has rules which ensure that managers achieve desired results. This is mainly done by carrying out tasks on public priorities and ensuring the means to meet the priorities are availed (Drucker, 1990). As a result of the highlighted elements, the mission is attained by continuously trying to improve and by the creation of public value.

The principle of structure consist a number of tenets that leads to efficient management systems. These are separation of policy from operations, the importance of bottom line and the specialization. The tenets exemplify and underscore the structure as a key to accountability for management actions (Behn, 1998). The bottom line aspect is a NPM driver in that it improves performance and reduces governance cost. Performance-based pay and gain sharing are two reward structures reflected in this tenet. Specialization is another tenet that ensures specific and measurable tasks are realized. This fundamental to NPM and has similarity to ideas of the theorist Luther Gulik who championed on the differentiation of function in order to achieve organizational efficiency (Gulik, 1937).

Finally is the principle of practice where we have the elements of inclusion and primacy of process. This attributes to the conceptual and practical tools that enable leadership action and structural arrangements. As a result there is an enhanced interaction between the structures of governance and the actions of governance. A performance-based organization captures all these principles. This gives one operational unit full responsibility of the specified task and area. The evaluation of performance and the provision of rewards more so to top executives vary and depend on the generation of specified outputs (Feldman & Khademian, 2000).

These same tenets can be traced in the works of Fredrick Taylor in his theory of scientific management. Taylor's scientific management was a response to organizations demand of rapid industrialization in the United States that grew from the desire to base decisions about organizations and job designs on scientific principle (Vasu, Stewart, and Garson, 1998). The main goal of these principles is based on exact measures of jobs and work processes.

A highlight by (Vasu et al, 1998), explains the basic tenets of scientific management as: Management (not workers) need to develop a science for every job which replaces the old rule of the thumb method. To attain this, a worker should be scientifically selected, trained and placed in jobs for which they are mentally and physically suited; the job to be done should be analyzed scientifically to determine the one best way to do that job and standard times for jobs and work processes to be established. Incentives should be offered so that workers behave in accordance with the principles of the scientific management

that have been developed. The management must support workers by carefully planning and helping implement their work.

Scientific management led to the design of work geared towards increased productivity and profit. Taylor influenced the development of modern system of job classifications. His work also helps in distinguishing various vital concepts in the management process such as organizational objectives, standards or measures of performance that when met should accomplish those objectives. Frederick Taylor's ideas focused on the efficiency of processes and outcomes (O'Flynn, 2005)

From the above analysis of scientific management, it is clear that Taylor prescribed a design for organizational relationships by providing a blueprint for every facet of the workers task, and hence he gave management a framework for approaching work. This is closely related to the tenets spearheaded by performance appraisal systems which entail periodic, formal, structured system of measuring and evaluating employee's performance.

2.3. Effect of Performance Contracting on Service Delivery based on variables.

2.3.1. Service Charter

Service charter is a vital initiative to empower the customer whether as a citizen, taxpayer or an ordinary service user; it promotes and protects his/her rights in the market of public service delivery and provision. It is a set of promises made to customers that must be clear, meaningful, measurable and auditable by all means (Ayeni, 2001). The service charter should ensure that the highest level of customer satisfaction and service is delivered by staff. A service charter should contain statements that guide on how customers go about filing complaints or the so called customer charter complaints

procedure as well as how to obtain redress if the service they are given falls below the set and published standards (Dransfield and Needham, 2005).

An effective charter must convey its message in simple, easy to read language and preferably in the style of a brochure publication (Mukesh, 2001). The charter standards should relate to outcomes and processes as well as providing a measure of the following features of the service among other things, appropriateness, timeliness, consistency, accessibility, accuracy and courtesy as well as sensitivity of provision. The service charter has potential impact on public service delivery which includes the establishment of a new service culture in government and its agencies (Ayeni, 2001). It serves as a planning tool since it focuses on current expectations and future service needs as well as ensuring that management and employees focus on people not just systems.

At the same time, it provides a practical way of managing performance in an era of fiscal restraint, encourages the use of performance and customer satisfaction information to guide organizations and improvement, promotes partnerships between service providers and clients, and provides a reliable means to measure service performance and cost as well as a benchmark for performance evaluation (Muthaura, 2007).

2.3.2. Work Plan

A work plan is a document that is purposed to assist individuals in an organization to fulfill their expectations. It also keeps the supervisor focused in implementing decisions aimed at achieving the organizations long and short term objectives (Schwartz, 2001). The work plan focuses on an individual's key responsibility, set priorities and states expected results within a specified time frame. It is therefore one vehicle that provides

information and feedback as it; encourages dialogue around specific tasks and or projects, sharpens job focus and performance expectations as well as basing the performance evaluation and feedback on priorities agreed upon by both the employee and the supervisor (Bogardus, 2009). This is closely linked to Taylor's basic tenets of work processes, piece work and measurement. Ideally, these plans enable employees to earn respect and encourage them to participate in key decisions that affect their jobs and the organizations ability to provide customers with quality products/services, on time and at a competitive price (Cadman, 1985).

2.3.3. Strategic Planning

Strategic planning is a deliberate effort intended to clarify organizational purposes, mandates, goals and strategies. A highlight by Bryson(2011) shows that strategic planning involves the designing of an effective and responsive strategic management system to enable an organization build a capacity for and delivery of success over time (Bryson, 2011).

Integrated planning and quality service in line with strategic planning has positive effects on any institution (O'Faircheallaigh et al., 1991). Therefore, implementation of the plan involves the effort to realize in practice an organization's mission, goals and strategies, the meeting of its mandates, continued organizational learning and the ongoing creation of public value. In line with the above, there is need to develop a useful strategic management system, as well as link it to budgeting, performance measurement and performance management; and also allow desirable changes in ends and means to emerge over time.

The functions of strategic plans entail designing and integrating work to be done in line with clarified organizational purposes, mandates, goals, issues, strategies and requirements for success (Chaston, 2012). Chaston (2012) further depicts the benefits of strategic planning as the delivery of higher quality services and the achievement of specified strategic aims. This also address the work to be done in a formalized way in order to build enterprises capacity and deliver success by linking purposes, people, structures, processes, resources, political support and learning in productive ways.

In this regard, there is need to determine whether the structure is responsive to new ideas, problems in the field and the interest of various stakeholders. The task of clarifying the purpose and placement of the strategic planning function will be attained through an organizational structure with a good formal communications network geared towards accomplishing their tasks (Burkhart et al., 1993). It should also be done within the government or non-profit organizational design in order to achieve significant public value.

2.3.4. Monitoring and Evaluation

Monitoring is the regular observation and recording of activities taking place in a project or program and ensures that there is effective, efficient and economic use of resources in the public sector. It is a process of routinely gathering information on all aspects of the activities in order to check their progress (Waldt, 2004).

A highlight by OECD (1994) indicates that monitoring involves giving feedback about the progress of the project to the donors, implementers and beneficiaries of a project or program. Reporting enables the gathered information to be used in making decisions for improving performance. Through monitoring the analysis of situation is done on the various activities in order to determine whether the inputs were well utilized and also to ensure that all activities are carried out properly and by the right people and in time. In this regard, OECD (1997) depicts that monitoring is also meant to determine whether the way the project was planned is the most appropriate way of solving the problem at hand.

Evaluation on the other hand is the comparison of actual impacts against the strategic plans (OECD, 1997). It looks at original objectives, at what was accomplished and how it was accomplished all for the purpose of determining the quality of a program by formulating a judgment. Venter and Waldt (2007) advocate the need to scrutinize the intended objectives, structures, systems, processes, outputs and outcomes of any municipal administration as well as performance management and improved service delivery that are vital, critical and thus need attention.

2.3.5. Performance Appraisal System

Performance Appraisal System (PAS) is a tool used by the management to assess the performance of individual senior managers and it works more effectively when used together with performance contracting. It is a periodic, formal evaluation of employee performance for the purpose of making career decisions (Kaila, 2005). In this line, managers expect their employees to be oriented towards achievement. Achievement oriented employees work harder when their supervisors provide evaluations of their performance.

PAS is a formal, structured system of measuring and evaluating employees job related behaviors and outcomes to discover how government and non- profit organizations utilize their substantial workforce (Daley, 1992). Daley (1992) further asserts that performance appraisal involves the identification, measurement and management of human performance in an organization. Performance Appraisal Systems are also significant for administrative, developmental, compensation, feedback; reduce, grievances, improvement in supervision and productivity. In line with the above there are the legal and objective criteria for the employment of PAS, especially with its implied threat of negative sanctions.

Similarly Schneider and White (2003) views just like many other authors that PAS is a tool used to add emphasis and strengthen performance contracting. Likewise, Teong (2010) says that it assists in ensuring accountability for results and performance appraisals are used to determine the workforce compensation therefore paying for jobs at market rates.

CHAPTER THREE: RESEARCH METHODOLOGY

3.1. Introduction

This section presents the methodology. It consists of the site description/scope of the study, sampling frame, data collection approach and a proposed approach on data analysis and presentation.

3.2. Site Description and Scope

The City Council of Nairobi before the advent of the devolution entities was the largest local authority in Kenya. Situated in the capital city of the country, it serves approximately 3.5 million people which are approximately 10 per cent of the whole country population (Kenya National Bureau of Statistics, 2010). The council adopted the use of performance contracting for effective and efficient service delivery in the period 2005-2012.

3.3. Sampling

3.3.1. Population and Target Sample

The population targeted by the study comprised the staff of former City Council of Nairobi, the customers or those who seek services on the specific days of data collection. However, screening was done to only engage those customers who enjoyed repeated services. The staff of CCN was estimated at 11,000 while the clients were more than 5,000 in any particular day (PWC Staff Report, 2010). A sample size of 60 employees and customers was drawn from the above mentioned population.

3.3.2. Sampling Design

The study used purposive or convenient sampling for the staff and the customers of city council. Purposive sampling enabled the researcher to target the people who were better placed to answer the questions. The questionnaires were administered on the basis of first met give basis and thereafter the screening was done to establish the frequency of access of services within the CCN to minimize non-response.

3.4. Data Collection

The research instruments used for the study were observation and a semi structured questionnaires. The questionnaire had four sections. The structured questionnaire was organized in six sections. The first section had socio-demographic indicators and the other five sections were drawn from the specific research objectives. The questionnaires were distributed to the respondents based on the willingness of the respondents to participate in the study. The study also employed the use of unstructured observation to view the successes of performance contracting based on the visible indicators of service charters, Work plans, Strategic plans and PAS documents. Under the observation method, information was sought by way of investigator's own direct observation without asking from the respondent.

3.5. Data Analysis and Presentation

The responses drawn from the structured questionnaires were measured on 5 point-likert scale to derive the approval ratings of a given statement. Qualitative data was analyzed using content analysis from data organized in themes as identified from the variables drawn from the conceptual framework namely service charters, work plans, strategic plan, monitoring and evaluation as well as performance appraisal systems. The results are presented in terms of the proportional frequency and percentage aggregated. Further, presentation is in form of tables. The quantitative analysis was done using Statistical

Package for Social Science (SPSS) version 17 of 2009 supported with Ms Excel 2007 for presentation of data.

CHAPTER FOUR: RESEARCH FINDINGS AND DISCUSSIONS

4.1. Introduction

This chapter presents the findings of the study. The study sought to examine the effect of PC on service delivery. Descriptive analyses on various dimensions on specific objectives were examined as well as responses from unstructured observation.

4.2. Descriptive Statistics

The study sought to understand the demographic composition of the participants. The components studied were the representation of the respondents by gender and age; the organizations of origin for the study and their duration of service/experience which were examined.

The study sought to find out the employee ratio in terms of gender representation of the participants. It was also to give us a hint on those who seek most services from the City Council of Nairobi. There were more female customers for City Council of Nairobi than the males. The females were 57 % and 43% male by proportion of targeted respondents. Importance of age of the respondents could not be ignored when the study was being conducted. Age factor was considered because it influences the attitude of employees towards change and at the same time has the effect of understanding access to most services at the City Council of Nairobi. The services were predominantly accessed by a youthful population. An age range between 22-40 years was the youthful population; this cumulatively constitute 50% by proportion of the respondents. The respondents above 40 years had a 45% representation whereas those below 21 years constituted a 5 % only. The education level of the respondents was also examined to assess the level of understanding

of the PC concept and its implementation. The majority of respondents 56 % were secondary level graduates. Those with tertiary level of education were 27 % while those with degrees were 8 %

The respondents were also asked to identify the categories of organizations that they belonged. The goal here was to know at a particular time who access more services from the City Council of Nairobi. The predominant categories of respondents were CCN staff at the duration of study and had a 41%. Those who sought services more were business entities and private companies represented by 22%, non-governmental organization representatives were 18%, those from other local authorities were 7% by proportion. There were however other individuals who sought specific services from City Council and did not belong to specific organizations and they constituted a 12% of the respondents under this category. The duration of service/experience of the employees at CCN was also examined. 76 % of respondents have served the council for more than 10 years. The newly recruited employees who had served for less than two years were 10 %.

4.3. Effect of Variables of Performance Contracting on Service delivery at CCN

The variables are drawn from the conceptual framework and are as follows; service charters, work plans, strategic plan, monitoring and evaluation as well as performance appraisal systems.

4.3.1. Effect of Organizational Service Charter on Service Delivery

The study sought to find out whether service charter has any effect on service delivery.

Table 4.1 summarizes the findings on effect of organizational service charter on service delivery.

Table 4.1: Effect of Organizational Service Charter on Service delivery

Item	Agree	Neutral	Disagre
			e
Effective display of Service Charter	68.33%	5%	26.67%
Properly Displayed customer comment cards in notice	41%	22.00%	37%
boards			
Appointed Customers Care officers to coordinate	65.57%	11.48%	22.95%
quality services initiatives			
Service Charter has promoted partnership between	61.29%	22.40%	16.39%
service providers and clients			
Service Charter is informative facilitates service	45.95%	21.62%	32.43%
delivery			

Service charters are important information tools for the public to be guided on the costs and the variety of services that are provided by the organizations in this case City Council of Nairobi. The effectiveness of the service charter was examined to understand its support for PC in service delivery. The clear and effective display of service charter was supported by 68.3%. Those who agree to proper feedback on service delivery through comment cards on notice boards were supported by 41% of the respondents. The City Council of Nairobi had appointed Customer Care officers to coordinate quality service initiatives and the contribution of these care officers was rated 65.57%. The customers feel that their relationship between them and the council has improved and this was supported by 61.3%. The service charter was ranked as being informative was 46%. However, those who feel that level of information on the service charter is required were 32.4%.

4.3.2. Influence of Work plans on Service Delivery at CCN

The study sought to find out the influence of work plans on service delivery at CCN.

Table 4.2 summarizes the finding on the impact of work plans on service delivery.

Table 4.2: Work plans impact on Service Delivery

Item	Agree	Neutral	Disagree
Work plans have improved the implementation of	54.10%	21.30%	24.60%
budgets			
Work plans are available and circulated	52.50%	27.90%	19.60%
Staff abreast with work plan implementation	49.20%	31.14%	19.66%
Work plans have eliminated ambiguity at work	41.67%	38.33%	20%
Work plans assist in achieving goals and objectives	47.54%	32.79%	19.72%
at expected timeframe			

The departmental and individual work plans are vital for Service Delivery at CCN. Those who agree that work plans have improved budgeting were 54.1% while those who disagree are 24.6%. The circulation and availability of work plans to the employees was supported by 53%. The knowledge of the staff on the utility of the work plan was 49.2%. Those who believe that now their work is more defined and that they know what to deal with when they are at work were 42%. Work plans assist in achieving goals and objectives at expected timeframe and this was affirmed by 48% of the respondents.

4.3.3. Impact of Strategic Plan on Service Delivery at CCN

This study sought to examine the impact of strategic plan on service delivery at CCN.

Table 4.3 summarizes the findings on the impact of strategic plan on service delivery

Table 4.3: Impact of Strategic Plan on Service Delivery

Item	Agree	Neutral	Disagree
SP is a practical way of managing performance in an	61.41%	21.05%	17.54%
era of fiscal constraint			
SP defines operational priorities and clarify	70.18%	17.54%	12.28%
workloads			
SP has promoted people oriented customer-service	54.39%	24.56%	21.05%
governance			
SP ensures that management and employees focus	59.20%	18.40%	22.40%
on purpose and mandate			
SP has improved decision making to result based	50.88%	33.33%	15.79%

Strategic plan focuses on any organization to project its goals. Those who agree that strategic plan offers a practical management approach in time when there is fiscal constraint were 61.4% while those who disagree were 18%. Importance of strategic plan in defining operational priorities and clarification of workloads were 70.2% while those who disagree are 12%. Those who supported the strategic plan in the promotion people oriented customer service governance were 54.4% while those who disagreed were 21.05%. The contribution of strategic plan to effective organization management and employee focus on purpose and mandate was lauded by 59% whereas those who believe it has contributed to service delivery were 51%.

4.3.4. Effect of Monitoring and Evaluation System on Service Delivery at CCN

The study sought to find out whether monitoring and evaluation system has an effect on service delivery at CCN. Table 4.4 summarizes the findings on the effect of M&E system on service delivery.

Table 4.4: Effects of M &E system on Service Delivery at CCN

Item	Agree	Neutral	Disagree
Measures Performance	72.73%	10.91%	16.60%
Feedback Mechanism	58.18%	20%	21.82%
Rewards and Sanctions	53.70%	25.93%	20.37%
Clear Objective for Staff	58.93%	23.21%	17.86%
Public Accountability	44.64%	21.43%	33.93%

The systems of monitoring and evaluation have supported PC in enhancing service delivery by measuring performance. 73% of the participants in the study believe that performance is measured now at CCN. Those who believe that through M&E, the council is now able to get feedback responses on the quality of services for improvement were 58%. The contribution of M&E system on rewards and sanctions has been supported by 54.

% of the responses. The role of M& E on providing clear objective for staff was lauded by 59%. The supportive contribution of M&E system on service delivery at CCN by offering public accountability has been supported by 45% even though those who disagree were 34% which is significant enough to be ignored.

4.3.5. Impact of Performance Appraisal Systems on Service Delivery at CCN

The study sought to examine the impact of PAS on supporting the performance contracting on service delivery at CCN. Table 4.5 summarizes the findings on the impact of PAS on the service delivery at CCN.

Table 4.5: Impact of PAS on service delivery at CCN

Item	Agree	Neutral	Disagree
Reward and sanctions	50.94%	22.64%	26.42%
Training Needs Assessment	43.40%	32.08%	24.52%
Effectiveness and Efficiency	51.85%	27.78%	20.37%
Strength and Weakness	50%	35.20%	14.80%
Cooperation and Team work	46.30%	33.33%	20.37%

Those who believed that PAS has improved the rewards they get at work and commensurate punishment for not completing tasks or meeting targets were 50.94% which was slightly more than half of the proportion. Information on training sessions at CCN was supported by 43% of the employees were trained on performance contract. Those who were indifferent on the training on PC needs assessment were 32%. The contribution of PAS on efficiency was supported by 52% of the respondents. PAS also highlights strengths and weakness of persons and systems at the CCN therefore offering further opportunity for capacity enhancement and training to improve on the skill of

employees and strengthen policies for institutions to deliver an element which was supported by 50% of the respondents. The cooperation and teamwork was supported by 46.3% who believe in the impact of PAS on service delivery.

CHAPTER FIVE: SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

5.1. Introduction

This is the last section of this research study. It comprises the following; summary, conclusions made from findings and the recommendations for action and for further studies.

5.2. Summary on findings

The findings of the study illustrated that service charters have been effectively displayed and informative. The relationship between the clients of council either as citizens, customers and consumers has been enhanced. These findings are similar to a study by Ayeni (2001) which proposed that service charters must ensure highest level of customer satisfaction and improved service delivery. Mukesh (2001) supported the role of an effective charter in conveying message in a simple, concise and brochure like style of publication which is similar to what is provided by the Council. Muthaura (2007) supported the performance contracting as providing a practical way of managing performance in an era of fiscal restraint, encourages the use of performance and customer satisfaction information to guide organizations and improvement, promotes partnerships between service providers and clients, and provides a reliable means to measure service performance and cost as well as a benchmark for performance evaluation.

Work plans were found to be assisting in achieving goals and objectives. Schwartz (2001) believed that the work plans were contributory in keeping the supervisor focused in implementing decisions aimed at achieving the organizations long and short term objectives.

The findings emphasized the role of strategic plan definition of operation priorities and clarification on workloads. Strategic plans have created a culture of result based decision making process at City Council of Nairobi. This compares with Chaston (2012) who outlined the functions of strategic plans as entailing designing and integrating work to be done in line with clarified organizational purposes, mandates, goals, issues, strategies and requirements for success.

Performance Contracting at CCN is supported reliably by monitoring and evaluation system as shown by the findings. This has enhanced public accountability and thus improving service delivery. Kobia and Mohammed (2006) advocated for performance contracting in creation of transparency in public resource management which the implementation of M&E framework is improving at the council. The study thus mirrors the proposition of Venter and Waldt (2007) who advocated for the need to scrutinize the intended objectives, structures, systems, processes, outputs and outcomes of any municipal administration as well as performance management and improved service delivery that are vital, critical and thus need attention.

The findings of the study have strong support for contribution of PAS on performance contracting accomplishment. Effectiveness and efficiency at work was highlighted as having improved at CCN. Rewards and sanctions at CCN have improved the output of the employees and the work to improve the work and move up the ladder. These findings are similar to a study by (Kaila, 2005) who asserted that managers expect their employees to be oriented towards achievement; achievement oriented employees work harder when their supervisors provide evaluations of their performance. Daley (1992) lauded PAS as

being significant for administrative, developmental, compensation, feedback; reduce, grievances, improvement in supervision and productivity. In furtherance, Teong (2010) says that PAS is responsible for assisting in ensuring that accountability for results and performance appraisals are used to determine the workforce compensation therefore paying for jobs at market rates.

5.3. Conclusions

The overall objective of the study was; to determine the effects of performance contracting on service delivery at the former City Council of Nairobi. In essence, from the research findings, the main research question; to what extent did performance contract affect service delivery at City Council of Nairobi? was answered and the objectives achieved.

The findings of the study suggest a more responsive CCN to demands of client requirement while emphasizing on the effectiveness and efficiency of product and service delivery.

The intended goals of the study are presented in specific objectives that link performance contracting to Council's expectations through service charter, work plans, strategic plan, monitoring and evaluation as well as performance appraisal system. These specific objectives influence the kinds of set performance targets as well as measures used to evaluate performance.

In achieving the aim of the study, the research addressed each specific objective and the following was evident. To achieve implementation of performance contract, it involved the clear and accessible display of service charters. The study found that the service

charters were in public access as they were placed at the entrance of City Hall to allow the clients and citizens to be aware of the services offered, cost and time of delivery.

The employees were also engaged in the development of work plans both at departmental and individual levels. The work at the council has been systematized to the set priorities; time management improved, and hastens achievement of expected results for quality services thus boosting productivity.

The organization developed strategic plan with the intention to fast track implementation of the objectives to the intended outcomes. The aspirations of strategic plan were achieved with most of the intended goals, mandates and strategies implemented to strengthen service delivery. The key decisions during the study period (2005-2012) were based on the provisions of the strategic plan. This has offered a platform of ensuring sustainable progress and productivity at the council.

The monitoring and evaluation indicators show that there has been an impact on service delivery. This has been achievable because performance is measured and tracked at all levels through a proper feedback mechanism. The public accountable culture has been strengthened by implementation of monitoring and evaluation where effective use of resources, relevance to PC implementation objectives, and suitability of results to enhance service delivery. M&E has provided a mechanism of checks and balances where the intended objectives of all the other four PC variables are achieved.

CCN further introduced performance appraisal systems as a form of motivation for the employees to work and meet targets. PAS have worked to strengthen internal controls by

rewarding or compensating employees based on the performance at work and works as independent self-audits. It also measures performance and enables recognition and reward of good performance and sanctioning bad performance through the application of PAS. Lastly, the case of CCN has indicated that the performance contract privatizes the style of public sector management by focusing on results and not processes.

5.4. Recommendations

- Instruments of enhancing customer satisfaction such as quality service charters and customer comment cards should be properly displayed in notice boards for efficient and effective service delivery.
- ii. For fostered results and proper implementation of the PC, knowledge of strategic planning, development of work plans and monitoring capacities among the staff is vital for the success of performance contract and the management support as well as the technical knowledge is crucial.
- iii. The motivating effect of the performance contracting is the stability of resources.

 Unavailable resources or delayed disbursement adds frustration to the staff involved in the implementation of strategic plan. The majority of respondents during the study expressed this view.
- iv. A clear definition of outputs and solid performance measures. This requires a well-defined training program for the public servants to support implementation as intended by PAS.PC tends to emphasize competition among staff to meet their targets.
- v. A research effort is needed to establish if Kenyan citizens perceive service delivery as having been improved since the implementation of PC in Kenya.

- Results of such a study would confirm if the objectives of this study carried out during period 2005-2012 on PC implementation at CCN are being achieved.
- vi. To further understand the implementation of PC in Kenya in the government agencies, this research study suggests areas of further study that may provide more insights on the successes and lessons learned such as: A comparative study is necessary to investigate the extent to which state corporations and the Ministries are in implementing the PC in Kenya. In comparing the differences in the successes or failure in State corporation and Ministries would be an interesting area to explore to gain insights into factors that enhance or inhibit the implementation of PC in Kenya.

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APPENDICES

APPENDIX A: Quantitative Questionnaire for CCN Staff/Customers

Good Morning/Afternoon/Evening: My name is EVA WAIRUIKO. I am a student of Masters of Arts in Public Administration at University of Nairobi in conjunction with Kenya Institute of Administration. I am currently conducting a study on the PERFORMANCE CONTRACT IN SERVICE DELIVERY AT CITY COUNCIL OF NAIROBI. The information you provide to us will be kept strictly anonymous and confidential and used solely for the purpose of the study.

SECTION A: A SOCIO -DEMOGRAPHIC FACTORS

1.	Name (optional):
2.	Sex: () Male ()Female
3.	Age:() 18-21 years () 22-30 years () 30-40 years () Above 40 years
4.	Type of Client Organization (Customers):
	i) Private Sector Business/Company () (ii) CCN staff () (iii) Non-for-Profit
	Organization () (iv) Local Government () (v) State agency () (iv) Other ()
5.	Highest Level Education Attained
	Primary () Secondary () College () University () None ()
6.	Year of service ()Up to 2 yrs ()2-6 yrs ()6-10 yrs()above 10 yrs

SECTION B: PERFORMANCE CONTRACTION ON SERVICE DELIVERY

B1: Effect of Organizational Service Charter On Service Delivery At City Council Of Nairobi

The tool used is a five point Likert Scale that was calibrated as 5= Strongly Agree, 4=Agree, 3= Don't Know; 2=Disagree; 1=Strongly Disagree.

	PARTICULARS	Strongly	Agree	Don't	Disagree	Strongly
		Agree		Know		Disagree
3.1	City Council					
	Customer Service					
	Charter are displayed					
	in all necessary public					
	places/centres/offices					
3.2	Customer comment					
	cards are displayed in					
	all notice boards or					
	respective offices					
3.3	Customer Care					
	officers have been					
	appointed to					
	coordinate quality					
	services initiatives					
3.4	Service Charter has					

	promoted			
	partnerships between			
	service providers and			
	clients			
3.5	The Service Charter			
	provides information			
	on service delivery by			
	CCN which is readily			
	available			

B2: Influence of Work Plans On Service Delivery At City Council Of Nairobi.

	PARTICULARS	Strongly	Agree	Don't	Disagree	Strongly
		Agree		Know		Disagree
4.1	Work plans have					
	improved the					
	implementation of CCN					
	budgets					
4.2	Work plans are circulated					
	to all department and are					
	available to the various					
	implementing					
	committees					

4.3	Staff are made aware of			
	the work plans and their			
	role in ensuring its			
	implementation			
4.4	Work plans have set			
	priorities and clearly			
	stated individual			
	responsibility without			
	ambiguity at work			
4.5	Work plans assist in			
	achieving goals and			
	objectives of the CCN at			
	the expected timeframe			

B3: Impact of Strategic Plan on Service Delivery at City Council of Nairobi.

	PARTICULARS	Strongly	Agree	Indifferent	Disagree	Strongly
		Agree				Disagree
5.1	CCN Strategic Plan provides					
	a practical way of managing					
	performance in an era of					
	fiscal restraint					
5.2	The Strategic Plan helps to					

	define CCN operational			
	priorities and clarify			
	workloads			
5.3	The Strategic Plan at CCN			
	has promoted people oriented			
	customer-service governance			
5.4	CCN Strategic Plan ensures			
	that management and			
	employees focus on clarified			
	organizational purposes and			
	mandate			
5.5	CCN Strategic Plan has			
	improved greatly decision			
	making capacity of the			
	council that are result			
	oriented			

B4: Effect of Monitoring & Evaluation System on Service Delivery at City Council of Nairobi.

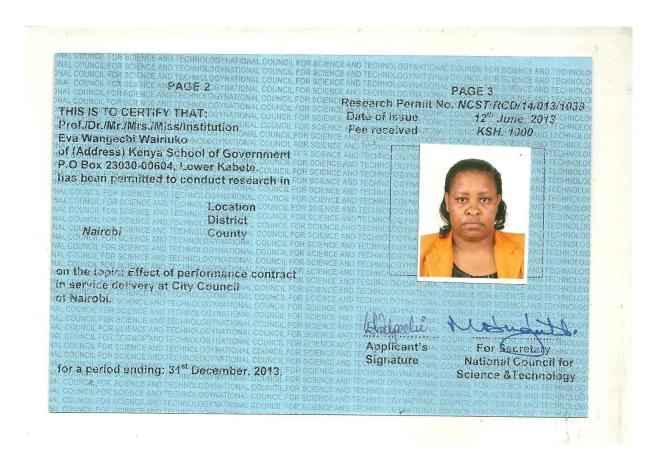
	PARTICULARS	Strongly	Agree	Indifferent	Disagree	Strongly
		Agree				Disagree
6.1	M& E system provides a reliable					

	means to measure service			
	performance and delivery at CCN			
	priority areas.			
6.2	M&E system ensures availability of			
	a veritable feedback mechanism for			
	CCN management and thus			
	information for future improvement			
6.3	M& E system has made it clear to			
	know the activities, outputs,			
	outcomes, rewards and sanctions			
	with the service delivery framework			
	at CCN			
6.4	M&E encourages CCN to have			
	clear objectives and staff get a			
	better understanding of what they			
	are expected to achieve			
6.5	M&E at CCN has a better approach			
	for enforcing public accountability			
	that is consistent with prevailing			
	management principles.			

B5: Impact of Performance Appraisal System on Service Delivery at City Council of Nairobi

	PARTICULARS	Strongly	Agree	Indifferent	Disagree	Strongly
		Agree				Disagree
7.1	Performance appraisal system helps to					
	improvement employee performance					
	through rewards and sanctions					
7.2	The PAS is helpful for improving					
	personnel skill by identifying training					
	needs assessment (TNA)					
7.3	The PAS is help for improved					
	efficiency & effectiveness on service					
	delivery at CCN through the					
	achievement of set goals & objectives					
7.4	The performance appraisal					
	system helps to identify the strength					
	and weakness of the employee through					
	measurement and evaluation					
7.5	The Performance Appraisal System					
	helps to foster cooperation and team					
	work between the appraisee and the					
	supervisor on agreed set targets.					

APPENDIX B: RESEARCH PERMIT



APPENDIX C: LETTER OF APPROVAL FROM NATIONAL SCIENCE AND **TECHNOLOGY**

REPUBLIC OF KENYA



NATIONAL COUNCIL FOR SCIENCE AND TECHNOLOGY

Telephone: 254-020-2213471, 2241349, 254-020-2673550 Mobile: 0713 788 787, 0735 404 245 Fax: 254-020-2213215 When replying please quote secretary@ncst.go.ke

P.O. Box 30623-00100 NAIROBI-KENYA Website: www.ncst.go.ke

Our Ref: NCST/RCD/14/013/1039

12th June 2013 Date:

Eva Wangechi Wairiuko Kenya School of Government P.O Box 23030-00604 Lower Kabete.

RE: RESEARCH AUTHORIZATION

Following your application dated 7th June, 2013 for authority to carry out research on "Effect of performance contract in service delivery at City Council of Nairobi." I am pleased to inform you that you have been authorized to undertake research in Nairobi County for a period ending 31st December, 2013.

You are advised to report to the County Commissioner and County Director of Education, Nairobi County before embarking on the research project.

On completion of the research, you are expected to submit two hard copies and one soft copy in pdf of the research report/thesis to our office.

DR. M. K. RUGUTT, PhD, HSC. DEPUTY COUNCIL SECRETARY

Copy to:

The County Commissioner The County Director of Education Nairobi County.

"The National Council for Science and Technology is Committed to the Promotion of Science and Technology for National Development".