

Government of Kenya Documents Reviewed During the Study

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Abstract: The documents that the researcher reviewed during the study were the Performance Contracting Guidelines, the Economic Recovery Strategy, the Second Medium Term Plan, the Jubilee Manifesto, the Sector Performance Standards, Citizens Service Delivery Charter and Kenya's Vision 2030. She reviewed these documents as they are the blue prints towards realizing Vision 2030 and they are the road map to this realization. Currently all chief officers in all government ministries and accounting departments, State corporations, Local authorities and tertiary Institutions have signed performance contracts. There has been tremendous and measurable performance arising out of these ongoing government reform initiatives and resulting in international recognition and wide acclaim. For instance, the United Nations Public Service Award 2007 was awarded to Kenya in the category of improved Transparency, Accountability and Responsiveness in the Public Sector. This is a clear testimony of the great strides the Kenya Public Service is making in the area of reforms.

Keywords: Performance Contracting, Reforms, Vision 2030.

1. INTRODUCTION

Performance Contracting was first introduced in Kenya through the Parastatal Reform Strategy Paper which was approved in 1991. In 2004, the Government of Kenya introduced Performance Contracting in the Public Service as one of the tools to improve service delivery (Government's Performance Contracting Guidelines Document). In Kenya, Performance Contracting is defined as a freely negotiated performance agreement between the Government and the respective Ministry, Department or Agency which clearly specifies the intentions, obligations and responsibilities of the two contracting parties. As such, it stipulates the results to be achieved by the contracted party and the commitments of the Government as the contracting party. Performance Contracting is a key component of the performance best practices. The Performance Contract tool covers four quarters of three months each and these are: First quarter which runs from July to September; Second quarter runs from October to December; Third quarter runs from January to March; and Fourth quarter runs from April to June.

2. PERFORMANCE CONTRACTING

2.1. What is a Performance Contracting?

Performance Contracting is part of the broader Public Sector Reforms aimed at improving efficiency and effectiveness in the management of the public service (Performance Contracting Guidelines 2012).[1].

A Performance Contract is a freely negotiated performance agreement between the Government, acting as the owner of a Government Agency, and the management of the Agency. It clearly specifies the intentions, obligations and responsibilities of the two contracting parties.

A performance contract constitutes a range of management instruments used to define responsibilities and expectations between parties to achieve mutually agreed results. It is a useful tool for articulating clearer definitions of objectives and

supporting innovative management, monitoring and control methods and at the same time imparting managerial and operational autonomy to public service managers. It is therefore a management tool for ensuring accountability for results by public officials, because it measures the extent to which they achieve targeted results (Performance Contracting Guidelines 2012).[2].

A typical Performance Contract comprises the vision, mission, objectives, and performance targets. Targets setting is the centerpiece in the exercise of performance evaluation. It involves reviewing the annual operating plans, identification of cost efficient/inefficient areas, negotiating agreements to improve performance by way of agreeing to a set of targets for the agency management.

Targets focus on results, not processes and performance targets represent the best the agency can achieve over the contract period (Performance Contracting Guidelines 2012).[3].

Target areas cover compliance with set budgets in the financial and to evaluate whether there has been any savings in spending. There is also a section in service delivery as regards customer satisfaction. Non-financial is a segment that covers ISO certification, compliance with a particular ministry's strategic plan, eradication of corruption practices, and disposal of assets. The operations section covers fulfillment of the performance contract in respect of timeliness and quality. In other words, implementation. The other section is the dynamics where one finds indicators like employee satisfaction and work place environment assessments that includes safety measures. The researcher, after studying the two instruments, namely the Performance Appraisal tool and the Performance Contracting tool was able to draw up her findings.

Performance Contracting (PC) specifies key results areas, and expected performance targets. It provides for measurement of performance on each specified performance criteria. It therefore defines and clarifies what the employer expects of the employee. PCs interface with employment contracts only to the extent of application of incentives or sanctions. Government of Kenya Ministries and other public institutions are required to anchor their performance contracts on their strategic plans. The strategic objectives in the strategic plans are linked to Government policy priorities and objectives as set out from time to time, in policy publications such Vision 2030 and Medium Term Plans (Vision 2030 document). Target setting is the centerpiece in the exercise of performance evaluation. It involves reviewing the annual operating plans; identification of cost efficient/inefficient areas; negotiating agreements to improve performance by way of agreeing to a set of targets for the Ministry's management (Performance Contracting Guidelines 2012).[4].

The critical attribute of the performance contract is that performance targets should always be growth oriented. Each contract year should accordingly demonstrate significant growth in the performance of each criterion over the previous year. In the case of the sectors that generate revenue, this growth orientation, when supported by equally growth oriented service delivery targets, should be reflected in higher economic growth rates.

The performance evaluation results are agreed upon, and signed by the Chairperson of the Ad-Hoc Evaluation team and the Chief Executive Officer (in the Government structure this is the Permanent Secretary) and subsequently submitted to Performance Contracts Department for the moderation process (Performance Contracting Guidelines 2012).[5].

2.2. Why Performance Contract?

Signing a Performance Contract commits a public official to perform to, or beyond, the specified levels. This holds public officials accountable for results and therefore helps in converting tax shillings into goods and services effectively and efficiently. It also creates transparency in the management of public resources. Therefore every good person holding public office or managing public resources would be placed on a Performance Contract.

2.3. Who are holders of Public office?

Holders of public office are employees of:

- Civil Service
- State Corporations
- Local Authorities
- Parliament

- Judiciary
- Constitutional Offices
- Commissions (Public Service Commission Handbook). [6].

2.4. What is the duty of the citizen regarding performance contracts?

- Demand excellent Service as your right
- Do not pay a bribe or overpay to receive a service
- Demand accountability for results by all public Officials
- Where service is not forthcoming or falls below expectations, refer to the Citizen Service Delivery Charter for the office to report to for redress.
- As a consumer of public services demand for the assurance and comfort that all holders of public office are on Performance Contract.(Public Service Commission Handbook).[7].
- That they fully participate with customer satisfaction surveys.

3. SECTOR PERFORMANCE STANDARDS

The development of Sector Performance Standards (SPS) in 2009 created a basis for linking the implementation of public sector reforms to planning and budgeting. It also provided a platform for drawing up performance indicators benchmarked to international best practices. It covered Medium Term Plan I which ended in 2012. There was, therefore, need to review these standards and align them to Medium Term Plan II (MTPII) (2013 – 2017) and Vision 2030 (Government of Kenya, 2010). [8].

Due to the dynamic nature of national and global economies, the status on indicators needs to be determined and updated on a regular basis. The SPS forms the basis of development of performance indicators for all sectors. These standards will also enable Kenya to compare itself with other economies worldwide.

There are identified key result areas (KRAs) and targets set against these KRAs. The KRA indicators and targets form a framework of an effective performance management system that delivers high quality services and builds public confidence and trust in the performance management system (Sector Performance Standards document, 2010). [9].

Key Result Areas (KRAs) are aligned to Vision 2030. For each KRA, indicators have been designed to enable measurement of progress (GoK).

4. THE ECONOMIC RECOVERY STRATEGY AND LINKAGE TO THE VISION 2030

When the NARC (National Rainbow Coalition) Government came to power in December 2002 it was faced by major challenge on how to: Restore economic growth, Generate employment opportunities to absorb the large army of the unemployed, particularly the youth, and Reduce poverty levels. The NARC Government identified the Economic Recovery Strategy (ERS) as the primary vehicle through which it could achieve improved provision of education, health, better infrastructural services and creation of employment for Kenyans. Immediately after taking office, the new Government commenced the process of preparing an Economic Recovery Programme (ERP), focusing on the main strategy for reviving the economy and creating jobs.

The Strategy document embodied the views and aspirations of Kenyans, which were collected through a process of consultative workshops with a wide cross section of stakeholders. These workshops were coordinated by the Ministry of Planning and National Development (MP&ND).

The Strategy took into account the then existing government policy documents particularly the Poverty Reduction Strategy Paper (PRSP) 2001, Manifesto of the National Rainbow Coalition (NARC) and Post-Election Action Plan. This Strategy was embedded on four pillars as well as five cross cutting themes reflecting the overall goals of our society (Ministry of Planning and National Development).[10].

5. THE 2ND MEDIUM TERM PLAN (MTP II – 2013 TO 2017)

This plan is implementing devolution and increased youth employment. The 2nd Medium Term Plan outlines all policies, programmes and projects, which the Jubilee Coalition Government is implementing since 2013 towards 2017 in order to deliver economic growth, higher living standards, better education and health care; job creation, especially for the youth; affordable food prices and diversified exports. All this is needed to address the challenges of poverty and inequality and to facilitate realization of Vision 2030. The Jubilee Government has taken measures to strengthen economic growth through public sector reforms and through modernization of rail, road, ports, airports, energy, ICT and telecommunications infrastructure.

The Government is also focusing on expanding the area under irrigation and modernizing agriculture, development of the livestock sector; has established economic zones to support manufacturing and export, and supports the development of the nascent oil and other mineral resources (Ministry of Devolution and Planning).[11].

Priority has also been accorded in the implementation of programmes and projects to develop the nation's human resource and especially the youth through financial assistance and training to enable them acquire skills and engage in productive employment.

The plan includes National Values and Ethics as a foundation for national transformation that will enhance national unity in line with values and principles of the Constitution of Kenya.

The Plan's Political pillar outlines measures to support devolution and improved governance and the rule of law.

Regarding security, measures have been put in place to support community policing and the Government has also invested in CCTV to improve security (Ministry of Information and Communication).[12].

The Economic sector comprises of two sub-sectors, namely (i) East African Affairs, Commerce and Tourism, and (ii) Industrialization and Enterprise Development. The sector is a key contributor to economic growth of the country. The sector accelerates economic growth, employment creation, poverty reduction, industrial development, and achieving equitable distribution of resources as well as attainment of the Millenium Development Goals (MDGs) and Sustainable Development Goals (SDGs) through trade, tourism and investment. This sector is a priority sector under the economic pillar. It promotes trade within and outside Kenya and improves the overall climate of doing business in Kenya (Gok 2007).[13].

6. THE JUBILEE MANIFESTO

Guided by the principles enshrined in Kenya's 2010 Constitution, the Jubilee Manifesto for the people of Kenya is primarily for the period 2013-17, under the Presidency of Uhuru Kenyatta. The Coalition Government, as proposed in the joint manifesto, is building on the successes in economic growth seen in recent years, whilst addressing current economic challenges. Its goal is to make the Kenyan peoples' aspirations and dreams a reality (The Jubilee Manifesto Document).

What the Manifesto proposes is something of a revolution in Kenya; a revolution at its most basic that will:

Put food and clean water on every Kenyan table

Ensure that every child in Kenya gets quality education

Create wealth

Ensure that every Kenyan gets quality and affordable healthcare

Empower Kenyan women to take their rightful place in developing this country

Keep Kenya safe and secure both internally and externally

Develop a cogent foreign relations and trade policy for Kenya (The Jubilee Manifesto Document).[14].

JUBILEE Coalition's 7 key pledges to all Kenyans:

Transformational Leadership: The Coalition promised to ensure the public service provides quality services and is accountable to the people.

A Safe Kenya: The Coalition promised to expand, equip and modernize Kenya's security agencies to ensure every Kenyan is guaranteed of their safety and that of their loved ones and their property.

Empowering Our Youth: The Coalition promised to equip our youth with the necessary skills, capital and opportunities to create wealth for themselves through securing local and foreign investment in new factories and giving tax-breaks, grants and loans to set up

A Food Secure Kenya: The Coalition promised to ensure that Kenya's Agricultural sector can produce food in excess of the needs of our country by encouraging mechanization, irrigation, reviving cooperatives and farmer unions and subsidy for inputs. In addition, they promised to encourage value addition in the production chain and develop suitable marketing support mechanisms for our farmers.

Social Justice: The Coalition promised to ensure that the rights of all Kenyans are preserved through good governance, democracy, and respect for the rule of law and social protection and welfare for the disadvantaged.

A Healthy Kenya: The Coalition promised to ensure that all Kenyans have access to well-equipped health facilities and well trained and motivated health care workers, in addition to developing systems to support health care and sanitation.

Water and Electricity for All: The Coalition promised to ensure that every Kenyan has access to clean water and sustainable supply of electricity by developing necessary policies to encourage investment in infrastructure for water and electricity provision. The Jubilee Manifesto is being rolled to realize Vision 2030. (Jubilee Manifesto Document).[15].

7. KENYA'S VISION 2030

Kenya's Vision 2030 is the country's development blueprint covering the period 2008 to 2030. Its objective is to help transform Kenya into a, "middle-income country providing a high quality life to all its citizens by the year 2030". Developed through an all-inclusive and participatory stakeholder consultative process, the Vision is based on three "pillars": the *economic*, the *social* and the *political*. This Vision's adoption comes after the successful implementation of the Economic Recovery Strategy for Wealth and Employment Creation (ERS), responsible for the country's GDP growth from a low of 0.6% and gradual rise to 6.1% in 2006 (Vision 2030).[16].

The Vision 2030 development process was launched by President Mwai Kibaki on 30th October, 2006 when he instructed the National Vision Steering Committee to produce a medium-term plan with full details on the development programmes that would be implemented in the first five years after the ERS expires on 31st December, 2007. A consultative approach was undertaken through workshops with stakeholders from all levels of the public service, the private sector, civil society, the media and NGOs while in rural areas, provincial consultative forums were also held throughout the country (Government of Kenya).[17].

The objective of all these consultations was to provide an in-depth understanding of the country's development problems and the necessary strategies to achieve the 2030 goals. Experts used the input from the above stakeholders and their own economic analysis to identify sectors with the most promising potential in driving Kenya's economic growth up to 2030. This approach involved an assessment of two critical components:

1. the potential of the different sectors to make a wide economic impact;
2. the feasibility of unlocking that potential for the benefits of economic growth, employment and poverty – reduction

Kenya's vision 2030 is the country's long-term development blueprint covering the period 2008 to 2030. It aims at transforming Kenya into a newly industrializing, middle-income country providing a high quality life to its citizens by the year 2030. The Vision 2030 development process was launched by President Mwai Kibaki on 30th October, 2006 when he instructed the National Vision Steering Committee to produce a medium-term plan with full details on the development programmes that would be implemented in the first five years after the Economic Recovery Strategy (ERS) expired on 31st December, 2007. A consultative approach was undertaken through workshops with stakeholders from all levels of the public service, the private sector, civil society, the media and Non-Governmental Organizations (NGOs) while in rural areas, provincial consultative forums were also held throughout the country (Government of Kenya). The Vision has been developed through an all-inclusive and participatory stakeholder consultative process, involving Kenyans from all parts of the country. The objective of all these consultations was to provide an in-depth understanding of the country's

development problems and the necessary strategies to achieve the 2030 goals. The vision is based on three pillars, namely the economic, the social, and the political. It has also benefited from suggestions by some of the leading local and international experts on how the newly industrializing countries around the world have made a leap from poverty to widely-shared prosperity and equity. The experts used the input from the above stakeholders and their own economic analysis to identify sectors with the most promising potential in driving Kenya's economic growth up to 2030 (Vision 2030 Document).[18].

The economic pillar aims to improve the prosperity of all Kenyans through an economic development programme, covering all the regions of Kenya and aiming to achieve an average Gross Domestic Product (GDP) growth rate of ten per cent per annum beginning 2012. The social pillar seeks to build a just and cohesive society with social equity in a clean and secure environment. The political pillar aims to realize a democratic political system founded on issue-based politics that respects the rule of law, and protects the rights and freedoms of every individual in Kenyan society (Vision 2030 Document).[19].

The Kenya Vision 2030 is to be implemented in successive five-year Medium-Term Plans with the first such plan covering the period 2008 to 2012.[20].

A total of 98 Vision 2030 Flagship projects have been identified for implementation in the period 2008-2012. Out of these, 21 Flagship projects will be implemented in the 6 priority economic sectors of Agriculture, Manufacturing, Tourism, Wholesale and Trade, and Financial Services. It is estimated that the 21 Flagships projects will cost Kshs 500 billion to implement. Approximately half of the cost will be met by Government and the rest by the Private sector (both local and foreign investors) mainly through Public Private Partnerships. While the flagship projects are expected to take the lead in generating rapidly and widely-shared growth, they are by no means the only projects the country will be implementing. A flagship project only sets the pace for the multiple vessels behind it. By the same token, there are many on-going projects and others planned for the future by the Government and the private sector. At an appropriate stage, another five-year plan is expected to be produced covering the period 2012 to 2017, and so on till 2030 (Vision 2030 Document).[21].

As the country makes progress to middle-income status through these development plans, it is expected to have met its Millennium Development Goals (MDGs), whose deadline is the year 2015. The MDGs are eight internally-agreed goals for socio-economic development that emphasize the following: elimination of extreme poverty and hunger; universal primary education; gender equality; reduction in child mortality; improvement in maternal health; lower HIV and AIDS and major disease incidence; environmental sustainability; and better partnerships with international development partners. Some of these goals have been or are being addressed (Ministry of Planning, National Development and Vision 2030).[22].

8. CITIZEN SERVICE DELIVERY CHARTER

What is a Charter?

A charter is a written statement describing the rights that a particular group of people should have; a written statement of the principles and the aims of an organization.

In the context of governance, the charter, variously referred to as "citizen service delivery charter" or "customer service delivery charter", is a written statement prepared by a public institution which outlines the nature, quality and quantity of service that citizens should expect from the institution.

The Charter sets out:

- What the institution does,
- What services users can expect,
- The standard of the service to be provided

The charter also sets out details of any user charges, how users may seek redress if they are dissatisfied with the service or in the event the institution does not live up to the commitments in the charter. All service-based government institutions are required to develop and implement citizen service delivery charters

Most Ministries and public service delivering departments have implemented their charters. As the public sector implements their charters, the requirement is to resolve the charters into formats which can be easily and quickly assimilated by customers, and to cascade the charters to functional departments and sections.

In order for a ministry to successfully implement its service delivery charter, cascading the charter down to these units is imperative

A divisional/departmental charter is carved out of the main corporate charter. A resolved Citizen Service Delivery Charter should have the following characteristics:

- Brief and capture the services most commonly demanded/sought by customers;
- Clear and simple format;
- Easily displayable at entry points;
- Easily and rapidly assimilated;
- Displayed in both English and Kiswahili (Government of Kenya Document on Service Delivery Charter).[23].

The Service Delivery Charter gives both internal customers (employees of the Government) and external customers (citizens and stakeholders), the opportunity to air their views when customer satisfaction surveys are conducted. The Charter is the main document wherein services to be offered to these customers are spelt out and customers asked whether an institution is meeting its obligations.

9. THE RAPID RESULTS APPROACH/INITIATIVE

In order to realize results in an efficient and effective manner, the Rapid Results Initiative was put in place by the Kenya Government. For the Government to realize its 2030 Vision, this approach has been embraced.

The Rapid Results Approach adapted by the Government was developed by Robert H Schaffer and Associates- a management consulting firm who have applied this methodology very successfully both in the private and public sector. Working together with the World Bank Group, consultants from Robert H. Schaffer has implemented Rapid Results Approach in several countries in South America including Nicaragua. The approach has also been implemented in a number of African countries such as Eritrea, Sierra Leone, Ghana and Madagascar to promote institutional reform and capacity building in the public sector. In Kenya, this methodology was introduced in a few sectors on a pilot basis in 2004 (World Bank).[24].

9.1 Rapid Results Approach in the Kenyan Context:

Rapid Results Approach has been adapted as a structured methodology for building and practicing Results Based Management (RBM) that is required for successful implementation of the Economic Recovery Strategy (ERS). The power behind the approach is that it stimulates “group adrenalin” which is vital in overcoming inertia. It creates a sense excitement that comes from working on achievement of short-term goals whose results have an impact on development. It further creates a sense of urgency, personal challenges, clearly defines success and raises stakes and visibility for success or failure. It enables people to collaborate in a new team spirit and lets them tap into their full potential of energy and creativity (Ministry of Planning and National Development).[25].

9.2 Piloting of RRI in Kenya:

Rapid Results Initiative was first piloted in Kenya in 2004. Different teams were launched in the National AIDS Control Council (NACC), Provincial Administration and Internal Security and in the Ministry of Water. The NACC brought together stakeholders to work in teams on three priority areas: prevention of HIV/AIDS in the workplace, care and support for orphans and vulnerable children, and the protection of young girls. In the Ministry of Water and Irrigation (MWI) the first set of RRI focused on reduction of unaccounted for water, provision of irrigation water and enhancing efficiency in the accounts section of the ministry. The Provincial Administration and Internal Security Team focused on improving investment climate in Kenya through reducing crime in Nairobi Central Business District. This pilot wave of Rapid Results Initiatives produced extremely impressive results (Ministry of Public Service).[26].

Consequently, by mid 2005 a second round of nineteen (19) RRIs was launched in the Ministry of Water and Irrigation (MWI). During this second round of the RRIs, the Ministry targeted the launch of a total of nineteen Rapid Results Initiative teams. These were drawn from four core areas i.e. the service delivery sections at the ministry headquarters, the National Water Conservation and Pipeline Corporation (NWCPC), the water service boards and the water companies. This round of the RRIs was also very successful; majority of the teams were able to achieve their goals but more importantly, all teams reported an inculcation of results focus in their work orientation.(Ministry of Water and Irrigation).[27].

9.3 Rapid Results Initiative 2007 and Beyond:

Originally conceived as a project management tool, Rapid Results Initiatives(RRI) is now being applied widely in various areas of service delivery in the public sector. The tool is extremely robust and versatile and has been proven to lead to improved performance in service delivery, skills and confidence building in ability to achieve results, as well as enhancing creativity.

RRI has laid bare the great potential that lies within public servants hence fulfilled the words said by Goethe: “Whatever you can do or dream you can do, begin it. Boldness has genius, power, and magic in it.

10. TRANSFORMATIVE LEADERSHIP

For the Ministry of Foreign Affairs to realize employee satisfaction and therefore improved performance, people in positions of leadership need to embrace new ways of thinking and doing government business using the Result Based Management (RBM) approach. They need to move from authoritative control to stewardship and service. This entails the leader to invert the organizational pyramid that is to leave the ivory tower and come at the bottom.

From top down, bureaucratic settings to bottom up, and across responsive, team oriented networks referred to as 360 degrees leadership.Transformative Leadership connotes not simply having power or authority but having a vision and a sense of purpose.

The Transformative Leadership development process at the Ministry of Foreign Affairs will enable leaders to embrace and champion fundamental changes in the Ministry with a view to delivering targeted results to Kenyans.

10.1 Qualities of a Transformative Leader:

A Transformative Leader is a person who can guide, direct, and influence others to usher in fundamental changes both internally and externally for the purpose of improving performance and providing quality service delivery.

A transformative leader has idealized influence i.e. being role models, admired, respected and trusted making those under him/her want to emulate him/her.

A transformative leaders offers inspirational motivation which arouse team spirit and he displays enthusiasm and optimism .

A transformative leader uses intellectual stimulation through encouraging workers to be innovative where they (workers) address problems and find solutions without being given punitive measures.

A transformative leader addresses individualized consideration by paying special attention to individual needs for achievement and growth by acting as a coach.

10.2 What fails Transformative Leadership:

Great tolerance for “business as usual” mindsets “that is rigidity and pre-conceived conclusions.

Weak partnerships to lead the transformation i.e resistance to transformation.

Lack of shared vision of the reform agenda Under communication that is wrong mode of communication “ half bites of information”

Failure to recognize and remove obstacles to the reformedpath Vested interests of dominant groups Fragmentation of pro-transformation organizations.

Failure to systematically plan for and use RRI to build momentum for the reform. So quarter way or half way we abandon the goal we were working towards.

Premature victory celebration i.e. before fully implementation ,completion and success.

Failure to ensure sustainability of the reform agenda for example, lack of continuity.

Lack of will-power , some may not change but they'll not be forceful enough to push on.

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