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ASSESSING CHALLENGES FACING IMPLEMENTATION OF PROCUREMENT PERFORMANCE MEASUREMENT SYSTEMS IN THE ADMINISTRATION POLICE SERVICE, KENYA

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ABSTRACT

A major problem in many organizations has been lack of formal objectives, purchasing performance, efficiency, effectiveness and performance standards for the supply department that limits an objective and accurate assessment of the purchasing function. The general objective of the study was to assess the challenges facing implementation of procurement performance measurement systems in the Administration Police Service. The descriptive research design was used. For this study, the population of interest is all the administrative officers derived from the major units of the Administration Police namely the Administration Police headquarters all based in Nairobi. Stratified sampling and simple random sampling techniques was applied in selection of 54 respondents. The study relied on primary data. Quantitative data analysis was involve generation of descriptive statistics namely frequencies and percentages. The data was presented using tables, charts and cross tabulations. From the findings, the study concludes that level skills and training, and organization structure statistically negatively affect procurement performance measurement systems while cost of implementation does not. The study also found that a unit increase in low level of skills and staff training and Level of skills and staff training would result to decrease in implementation of procurement performance measurement systems a factor 3.817 with a P Value of 0.001 and 1.128 with a P Value of 0.002 respectively. The study from the model used had a variation of 51.8%, which concluded that there are other variables that affect procurement performance measurement systems hence recommended for further study.

Key Words: Organizational Structure, AP, implementation, Skills and Training, Procurement Performance

INTRODUCTION

According to Kloot and Martin (2000) "the drive for reform in the public sector worldwide has focused attention on the measurement of performance in public sector organizations". For example, the use of measures related to financial performance, customer satisfaction, operational efficiency, innovation and change, and employee performance are used in most municipal governments in the USA and Canada (Chan, 2004).

There is a vast array of different models for PMS implementation processes. By and large, these procedures and recommendations for the design and implementation of PMSs have been developed mainly from the perspective of enterprises and large industrial companies (Lonnqvist, 2004). The target setting and implementation of measurement projects in the private and public sectors have similar phases. However, empirical experiences from Kenya suggest that the development and use of measures and measurement systems in the public sector differ from those in the private sector. The research on performance measurement in the public sector suggests that the problems are caused by the conflicting requirements of different stakeholders (Lawton et al., 2000; Wisniewski and Stewart, 2004; Mettanen, 2005). However, there may be also other reasons. This study examined the problems and challenges in implementation of procurement performance measurement systems within the security organs in Kenya.

National Security Organs in Kenya

The national security organs in Kenya comprise of the Kenya Defense Forces (the military); National Police Service (the Kenya Police Service& the Administration Police Service) and the National Security Intelligence Service (NSIS). The Kenyan military consists of the Army, Navy and Air Force. The paramilitary forces are made up of the specialist General Service Unit (GSU), administration police, game rangers and forest guards. The main mission of the armed forces is the defense of the borders in a very unstable region. The NSIS brief, like all other intelligence organizations, is to gather and exploit secret information. It identifies conditions that threaten Kenya's political, economic and social stability. The current Kenyan Police Service which report to the Commissioner of Police in the Office of the President, fields about 35,000 officers. It is divided into the ten service and one training formations, who work in the divisions in each of the eight Provinces of Kenya. Each province is headed by a Provincial Police Officer (PPO). Each province is further divided into police divisions headed by Officer Commanding Police Division (OCPD). Each police division is divided into police stations headed by Officer Commanding Police Station (OCS).

The Administration Police

Administration Police Service (AP) is a security unit in Kenya. It was formed in 1958 when it took over the Tribal Police Ordinance, which was established in 1929 which was preceeded by the Ordinance Act of 1902. The Administration Police has been gradually transforming starting in 1958 from a localized Police service to a national structure still however offering localized policing services. The present day Administration Police is self-contained with sections such as Signals, Quartermaster, Motor Transport, Medical, Procurement, Accounts and Band as well as other technical sub-sections also staffed by highly qualified Administration Police personnel. The Police Reform agenda of the Government of Kenya is considered as the next step in professionalizing the AP‟s policing service. Reform clearly points the way towards the local delivering of Policing services in partnership with the public. The Administration Police Service must build on the 100 years history of service. Being a national security organ, procurement and logistics support in vital in its bid to deliver quality service to the public. However, over years, the unit has not been able to implement a

performance measurement system within its procurement functions. This study seeks to explore this underlying challenge.

Problem Statement

A major problem in many organizations has been the lack of clearly defined objectives for the supply department and its personnel. Unless it can be determined what was to be evaluated, the question of how to evaluate has little meaning; therefore, the first challenge is establishing clear processes (Leenders and Flynn, 2006). Lysons and Farrington (2006) identified four „problems" that, seriously limit an objective and accurate assessment of the purchasing function. These include; first, lack of definition. Concepts such as purchasing performance, efficiency and effectiveness are often not clearly defined or are used interchangeably. Secondly, it is lack of formal objectives and performance standards. The problem, as is seen, however, is not the lack of standards - which receive considerable attention in textbooks and academic articles -but that many purchasing practitioners are either unaware of such standards or unwilling to apply them problems of accurate measurement. Thirdly, it was the differences in the scope of organizational purchasing. Purchasing was not a homogenous activity and with such factors as status, responsibilities, organization, policies and procedures, it differs widely from one enterprise to another and those differences preclude the development of uniform measurement systems, so they also detract from the attention given to purchasing performance evaluation.

The performance measurement of the procurement process is probably the least explored activity, especially within the security organs in Kenya specifically AP service. KPMG MDA assessment report (2009) indicated 56% obsorption of donor funds rather than 100% lagerly these challenges attributed to procument performance by specific MDA"s. This led to non absorption of kshs 2.6 billion having being committed by donor but not utilised under the GJLOS programme. AP being a national security organ, demands that certain special requirements have to be met before implementing procurement PMS within its procurement function. First, the information sharing policy-related barriers within the security agencies are impediments to advancement of the procurement PMSs. Specifically, this involves legalistic obstruction to the flow of information; unauthorized access by a section of the employees; prohibited access by members of the general public; fear of breach of confidentiality; and lack of innovativeness in secure information-sharing within the force. These policy guidelines are drawbacks to implementation of procurement PMSs in the AP. Secondly; there was a shortage of highly trained professionals within the force who would be tasked with overseeing the technical aspects of the implementation. Thirdly, the problem also lied in laying of the necessary infrastructure to support implementation (KPMG MDA Procurement Asssement, 2009). The high cost of investment in performance management systems; and lack of government"s commitment towards development of a policy to guide the Ministries in developing their performance measurement guidelines; lengthy bureaucratic procedures; low prioritization of performance management in the Ministries; are some of the main infrastructur-related factors hindering implementation of procurement PMSs within the public sector agencies (KPMG MDA Procurement Asssement, 2009). In order to gain a more thorough understanding of the challenges that public sector organizations face in applying PMSs within their procurement functions (KPMG MDA Procurement Asssement, 2009).

A study by Rwoti (2005) surveyed the extent of utilization of procurement performance measurement systems across large manufacturing companies in Nairobi. Studies on procurement performance measurement systems within public sector security agencies are not systematically documented. This study sought to bridge this gap with a focus on the public procurement within security organs in Kenya a case of Administration Police service.

Specific Objectives

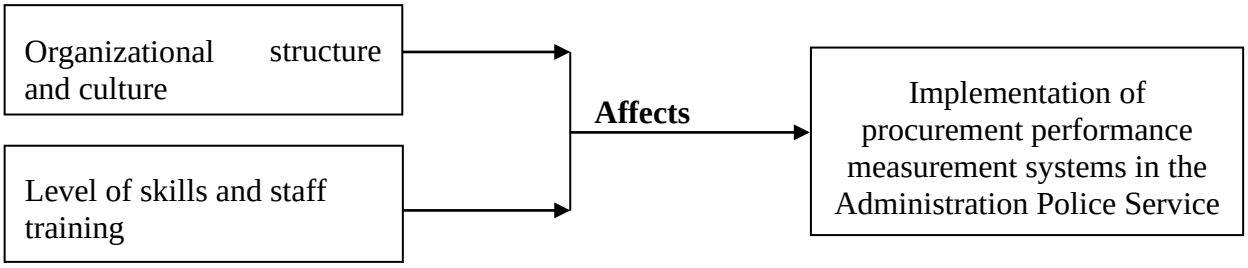
The study sought to achieve the following specific objectives

a) To establish the extent to which public sector organizational structure negatively affected implementation of procurement performance measurement systems in the AP
b) To explore the extent to which levels of skills and training among staff negatively affected implementation of procurement performance measurement systems in the AP

LITERATURE REVIEW

The Conceptual Framework

The conceptual model of the study was based on the following variables: cost of implementation; organizational structure and culture; levels of skills and staff training; and the existing legislative framework. These form the independent variables of the study. The dependent variable was the implementation of procurement performance management systems in the security organs in Kenya. Figure 2 shows the conceptualization depicting the relationship of factors affecting the implementation of procurement performance management systems in Kenyan security organs.



[Independent Variables] **[Dependent Variable]**

Figure 1 : The Conceptual Framework

Organizational Structure and Culture of the Public Sector

According to Robbins (2000), an organization structure defines how job tasks are formally divided, grouped, and coordinated. For instance, Johnson & Johnson has historically grouped activities into semi-autonomous companies organized around products and allowed managers of these companies considerable decision-making latitude. In designing a proper organizational structure, the managers need to address six questions. These are: to what degree are tasks subdivided into separate jobs? On what basis will jobs be grouped together? To whom do individuals and groups report? How many individuals can a manager efficiently and effectively direct? Where does decision-making authority lie? And finally, to what degree will there be rules and regulations to direct employees and managers? The answers to these questions are provided by work specialization, departmentalization, chain of command, span of control, centralization and decentralization and formalization.

According to Robins (2000), the essence of work specialization is that, rather than being done by one individual, a job is broken down into steps, each step being completed by a separate individual. In essence, individuals specialize in doing part of an activity rather than the entire activity. Departmentalization refers to the basis by which jobs are grouped together so that common tasks can be coordinated. One of the most popular ways to group activities is by functions performed. The chain of command is an unbroken line of authority that extends from the top of the organization to the lowest echelon and clarifies who reports to whom. It

answers questions for employees such as, "Who do I go to if I have a problem?" and "Who am I responsible to?"

Organizational structure can be divided into two distinct groups of thought namely formal and informal (Fincham and Rhodes, 1992). Formal organizations are deliberately planned (Murray, 2009). They are structured in a hierarchical way with objectives stated, tasks specialized and relationship of authority and responsibility defined. Their main concern is the coordination of activities. Relating to service delivery, structured or technical (bureaucratic) methodologies do not address the social relationships among staff and the customer and therefore it results in lengthy procedures of service (Stapleton, 2000). The primary concern is to get the work done and follow a set of rules and procedures to do so. It is thus impersonal and time consuming as set roles are rigid and thus not easily adjustable to changing organizational roles (Fincham and Rhodes, 1992). Service delivery in the public sector is very much based around the bureaucratic theories of task specialization and organizational functions. That is, where one part of the system or its component does one functions or set of related functions and nothing else (Avison and Shah, 1997).

Levels of Skills and Training amongst Staff

Armstrong (2000) defines manpower skills as intellectual capital, which consists of stocks and flows of knowledge available to an organization. These can be regarded as intangible resources which together with tangible resources (money and physical assets), comprise the market or total value of business. Armstrong (2000) further conceptualizes workers as embodying a set of skills, which can be rented out to employers. For an employer the decision to invest on human capital are expected improvements on performance, productivity, flexibility, and capacity to innovate which should result from enlarging the existing manpower base hence increasing the level of knowledge.

The relevance of training to quality is well recognized as one of the most forceful statements in Deming"s (1998) points on TQM. According to Deming (1998), without a vigorous and ongoing training and education programme embedded in the quality system, the implementation of TQM is unlikely to succeed. Any framework for reshaping attitudes of government officials must involve staff training and development. Traditionally, training programmes have had a skills-based focus, but recent trends in customer-oriented civil service require an attitudinal-focused training. This has led to the need for a pragmatic approach to training and development so as to develop the capacity of public servants for improved service delivery. The Government has to invest in public servants in order to: equip managers with the necessary skills to handle new responsibilities; develop skills for customer oriented civil service; improve the standards of service delivery; and adapt to new technologies and new working techniques, methods and process (ECA, 2003).

Hacker and Brotherton (1998) suggest three guidelines for the successful implementation of a performance measurement system. First, the personnel must be required to use the measurement system. The managers can support this by showing their commitment to the management tool by scheduling performance review meetings in which the measurement results are examined. Second, issues related to the availability or integrity of data should not delay the implementation. If data is not available for certain measures, the managers should find alternative ways for accessing the data or identify other types or sources of data. Third, the reporting and standardization of the results should be done using standard formats. The personnel involved should be aware of and understand the aim of the performance measurement development (e.g. implementation of the strategy)..

Another important challenge for the adoption and implementation of performance management systems within public sector organizations is the capacity to evaluate and

manage the knowledge and intangible resources. In today‟s knowledge economy, not only for the private organizations but also and particularly for the public sector organizations, knowledge represents a strategic resource. Most of the public operation processes are based on capabilities and competences, which are rooted into the intellectual capital of public stakeholders. The improvement of the efficiency and of performances asks to public sector organizations to adopt together with the more traditional measurement systems the newer approaches, which allow disclosing the intellectual capital grounding their qualitative and qualitative performance. This is a critical research area not yet explored, specifically in the public sector, which requires future attention (Behn, 2005).

According to OECD (2004), the most important long-term constraint on performance-based investment and growth in developing countries is likely to be the shortage of human capital. Most developing countries suffer from a shortfall of performance-related skills, which acts as a substantial constraint throughout the economy. The result of inadequate human capital is too little understanding of performance measurement in government; too little awareness of the concept of performance measurement; and too few trainers able to pass on performance measurement skills to employees. Performance measurement-skilled personnel in low- income countries can also usually earn much higher wages in other countries and so many leave. The shortage of performance measurement-related skills is one outcome of a general low standard of basic education in Kenya. Poor general literacy and numeracy reduce the number of people who can make effective use of performance measurement tools, not simply in the workforce but also as individual consumers. It will take much investment and a considerable length of time before developing countries can compete with the skill resources available to firms in industrial countries. In Kenya, the challenge to growth of human capital in performance measurement-related disciplines has been due to slow upgrading of educational attainment and poor government‟s commitment in ensuring that modern approaches to strategic management are incorporated in various educational curricula at all levels.

RESEARCH METHODOLOGY

This research problem was studied through the use of a descriptive research design. For this study, the population of interest was all the administrative officers derived from the major units of the AP namely the AP headquarters (ICT, Personnel, Procurement, Salaries, Medical, Catering, and Accounts); the APTC, Nairobi Districts‟ Commands; Security of Government Buildings Unit (SGB) and Rapid Deployment Unit (RDU); all based in Nairobi.

Stratified sampling and simple random sampling techniques was applied in selection of respondents. First, the functional units within the AP were treated as strata upon which the respondents were selected. Secondly, a sample of 30% will be drawn from each stratum through simple random sampling. According to Kothari (2000) a representative sample is one which is at least 10% of the population thus the choice of 30% is considered as representative. The main advantage of simple random sampling is that it eliminates bias in selection of respondents (Kothari, 2008). The study had a sample size of 54 respondents

The study relied on primary data. Data from the target respondents was collected through administration of a structured questionnaire. After fieldwork, the questionnaires were coded for purposes of transcribing the findings into the computer. The codes was then entered in a computer spreadsheet and processed using the Statistical Package for Social Sciences (SPSS). Data analysis was done using descriptive statistics. Exploratory analysis will first be performed to ensure that the output is free from outliers and the effect of missing responses is at minimum. Quantitative data analysis involved generation of descriptive statistics namely frequencies and percentages. Qualitative data analysis was performed through segregation of field notes according to codes, categorization of codes according to similarities and

organization of data according to study themes from which conclusions will be drawn. The data will be presented using tables, charts and cross tabulations. Correlation analysis was computer to establish the variations of variables. A linear regression model was applied to determine the relationship between factors affecting implementation of Procurement Performance measurement Systems in Administration Police in Kenya.

DATA ANALYSIS

From the study population target of 54 respondents, all the 54 respondents responded and returned the questionnaire, constituting 100% response rate

Effects of Organization structure on implementation of procurement

The Table 1 indicates the responses on the extent to which the factors concerning organization structure of the public service negatively affected the implementation of procurement measurement systems within the administration police. From the findings, majority of the respondents indicated that the relationship of procurement unit with user department, procurement function in the organization negatively affected the implementation of procurement measurement systems to a very great extent as indicated by a mean of 4.60 and 4.57 with standard deviation of 0.71 and 0.79.

The study also found that most of the respondents indicated that the AP leadership in support to procurement performance measurement system, participation of procurement unit in decision making on procurement processes negatively affected the implementation of procurement measurement systems to a great extent as indicated by a mean of 4.48 and 3.98 with standard deviation of 0.87 and 0.62.

The study further found that most of the respondents indicated that the position procurement function in the organization and the involvement of procurement unit in preparation of procurement specification as well as initiation of the procurement process negatively affected the implementation of procurement measurement systems to a moderate extent as indicated by a mean of 3.42 and 3.40 with std deviation of 069 and 0.56.

This clearly indicated that organization structure such as relationship of procurement unit with user department and position procurement function negatively effected on implementation of procurement performance. This concurred with Stapleton, (2000) findings who indicated that service delivery, structured or technical (bureaucratic) methodologies do not address the social relationships among staff and the customer and therefore it results in lengthy procedures of service.

The primary concern is to get the work done and follow a set of rules and procedures to do so. The findings also concurred with Fincham and Rhodes, (1992) who indicated that impersonal and time consuming as set roles are rigid and therefore not easily adjustable to changing organizational roles.

Table 1: Organization structure Negative effects on implementation of procurement performance

Organization structure Negative effects on implementation of procurement performance	Not at al	Little	Moderate	Great	Very great	Mean	Std deviation
position procurement function in the organization	0	0	34	17	3	3.42	0.69
involvement of procurement unit in preparation of procurement specification and initiation of the procurement process	0	14	6	27	7	3.40	0.56
participation of procurement unit in decision making on procurement processes	0	10	2	19	23	3.98	0.62
relationship of procurement unit with user department	7	11	9	25	2	4.60	0.71
effects of the organization structure on procurement function	0	1	12	21	20	4.57	0.79
AP leadership support to procurement performance measurement system	7	2	19	9	17	4.48	0.87

Correlation analysis

The Table 2 indicates Pearson correlation coefficient was calculated for the organizational structure and culture and the implementation of procurement performance measurement systems. From the findings, it found that there is there existed a strong and negative relationship (r= -0.765) with a P Value of 0.001 .This clearly implies that organizational structure and culture affected the implementation of procurement performance measurement systems at 99.9 confidence level

Table 2: Pearson Correlation coefficient for Organizational structure and culture

	Frequency	Implementation of procurement performance Measure Systems
Organizational structure	Pearson	-.765(**)
	Sig. (2-tailed)	0.001
	N	54

Effects of Level of skills and training among staff on implementation of procurement

The Table 3 indicted the responses on the extent to which the factors concerning the level of skills and training among staff negatively affected implementation of procurement performance measurement systems in AP.

From the findings, majority of the respondent indicated that the lack of adequate preliquisite skills in procurement function, lack of change management affects procurement performance and procurement unit staffed with less procurement professionals negatively affected the implementation of procurement performance measurement systems in AP to a very great extent as indicated by a mean of 4.96, 4.61 and 4.58 with std deviation of 0.95, 0.84 and 0.87.

The study also found that most of the respondents indicate that the choice of procurement procedures and process by AP members of staff negatively affects the implementation of procurement performance measurement systems in AP to a moderate extent as indicated by a mean of 4.42 with STD deviation of 0.68. This clearly indicated that low level of skills and

training among staff in the procurement units affected the implementation of procurement performance measurement systems in AP.

The findings of the study concurred with Armstrong (2000) who indicated that workers as embodying a set of skills, which can be rented out to employers to improve performance, productivity, flexibility, and capacity to innovate which should result from training recognition for successful implementation of a performance measurement system.

Table 3: Effects of Level of skills and training among staff on implementation of procurement

Level of skills and training among staff	Not at al	Little	Moderate	Great	Very great	N	Mean	Std deviation
procurement unit staffed with less procurement professionals	8	4	6	30	6	54	4.58	0.87
The choice of procurement procedures/process by Ap members of staff	2	10	15	18	9	54	4.42	0.68
Lack of change management affects procurement performance	0	6	2	24	22	54	4.61	0.84
Lack of adequate pre-requisite skills in procurement function	0	7	8	15	24	54	4.96	0.95

Source: Researcher, 2011

Correlation analysis

The Pearson correlation coefficient was calculated for the level of skills and staff training and the implementation of procurement performance measurement systems. From the findings, it found that there is there existed a strong and negative relationship (r= -0.612) with a P Value of 0.001 .This clearly implies that low level of skills and staff training affected the implementation of procurement performance measurement systems at 99.9 confidence level

Table 4: Pearson Correlation coefficient for Level of skills and staff training

	Frequency	Implementation of procurement performance Measure Systems
Level of skills and staff training	Pearson Correlation	-.612(**)
	Sig. (2-tailed)	0.001
	N	54

Regression Analysis

A multivariate regression model was applied to determine the relationship between factors affecting implementation of Implementation of Procurement Performance measurement Systems in administration Police in Kenya.

Model Summary

Adjusted R^2 is called the coefficient of determination and tells us how the factors affecting implementation of Implementation of Procurement Performance measurement Systems

varies with variation in Implementation of Procurement Performance measurement Systems, From table above, the value of adjusted R^2 is 0.518. This implies that, there was a variation of 51.1% of implementation of Procurement Performance measurement Systems, varied with variation in factor affecting implementation of procurement performance measurement systems which were Implementation cost ,organizational structure and culture ,level of skills and staff training and existing legislative framework at a confidence level of 95%.. The unexplained variation could be attributed to other factors included in the model as well as random factors.

Table 5: Model Summary

					Change Statistics				
Model	R	R Square	Adjusted R Square	Std. Error of the Estimate	R Square Change	F Change	df1	df2	Sig. F Change
1	.072(a)	.0498	.518	0.24	1.841	6	.307	5.191	.001(a)

a Predictors: (Constant), Implementation cost ,organizational structure and culture ,Level of skills and staff training and Existing legislative framework
Dependents : Implementation of procurement Performance measurement systems

Table 6: ANOVA (b)

Model		Sum of Squares	Df	Mean Square	F	Sig.
1	Regression	1.841	6	.307	5.191	.001(a)
	Residual	1.714	29	.059		
	Total	3.556	35			

a Predictors: (Constant), Implementation cost ,organizational structure and culture, Level of skills and staff training and Existing legislative framework
Dependents : Implementation of procurement Performance measurement systems

Table 7: Coefficients (a)

Model		Unstandardized Coefficients		Standardized Coefficients	t	Sig.
		B	Std. Error	Beta		
1	(Constant)	1.000	.275		3.640	.001
	Organizational structure and culture	-3.817	.246	-3.102	.000	0.001
	Level of skills and staff training	-1.128	.128	-1.034	.000	0.002

Dependents: Implementation of procurement Performance measurement systems

$Y = 1.000 - 3.817\ X_1 - 1.128X_3$

Where X_1= organizational structure and culture $X_{2=}$ Level of skills and staff training

From the above regression model, it was found that implementation of procurement Performance measurement systems in Administration police would be at 1.000 holding factors affected implementation of procurement performance measurement systems constant which were implementation cost, organizational structure and culture, Level of skills and staff training and existing legislative framework.

A unit increase in organizational structure and culture lead to decrease in implementation of procurement Performance measurement systems by a factor of 3.817 with a P Value of 0.001. The study also found that a unit increase in level of skills and staff training would result to

decrease in implementation of procurement Performance measurement systems a factor of 1.128 with a P Value of 0.002.

Conclusions

From the findings, the study further concludes that organization structures, leadership support to procurement performance measurement system, participation of procurement unit personnel in decision making on procurement processes and the position procurement function in the organization ladder negatively affected implementation of procurement performance measurement systems in the Administration Police Service of Kenya.

The study also concludes that implementation of procurement performance measurement systems in AP was negatively affected by lack of adequate preliquisite skills in procurement function, fear of the change management and procurement unit staffed with less procurement professionals. The study further concludes that the choice of procurement procedures/process by AP members of staff negatively affected the implementation of procurement performance measurement systems in AP.

Recommendations of the study

The assessing of the procurement performance measurement is of importance to the procurement performance measurements systems. The study recommends that the procurement procedures training should be carried to all AP officers dealing with procurement department to equip them with knowledge and skills. From the findings and conclusions, the study recommend that continuous capacity building and in-service courses like store management should also be provided in basic courses, strict adherence to regulations and tough measures taken against those who contravenes procurement procedures to ensure implementation of procurement performance measurement systems in the Administration Police Service of Kenya From the findings and conclusions, the study concludes that there was need to domesticate the policies enshrined in the Public Procurement Acts and those in Oversight Authority as well as that governing the department to be in a positioning of improving implementation of procurement performance measurement systems to a great extent.

The study also recommends that the relationship of procurement unit and organization structure should be enhanced through efficient leadership support to procurement performance measurement system, participation of procurement unit in decision making on procurement processes and the involvement of procurement unit in preparation of procurement specification and initiation of the procurement process . This will greatly promote implementation of procurement measurement systems in AP.

Recommendation for further study

The study carried out an assessment of challenges facing implementation of procurement performance measurement systems in the Administration Police Service, Kenya. A further study should be carried out to deterring the relationship between implementation of procurement performance measurement systems and performance of organization. A further study should be carried out to find out what factors influence effective implementations of implementation of procurement performance measurement systems in organizations.

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