

**“EFFECTS OF DOWNSIZING ON ORGANIZATIONAL PERFORMANCE: A Case
of the Kenyan Civil Service”.**

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*Effects of downsizing
on organizational*

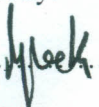


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Declaration


This research project is my original work and has not been presented in any University or Examination Body.

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Dedication

This study is dedicated to my father, late Rev. Elisha Aywak and my mother, Pauline Okoth who over the years had been a source of inspiration and encouragement to me.

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Abbreviations

CSRP	Civil Service Reform Programme
DPM	Directorate of Personnel Management
EAC	East African Community
GoK	Government of Kenya
HR	Human Resource
IPD	Institute of Personnel and Development
KSC	Kennedy Space Center
OOP	Office of the President
OPEC	Petroleum Exporting Countries
RIF	Reduction in force
VERS	Voluntary Early Retirement Scheme

Definition of Terms

(1) *Civil Service*: -

According to Maheshwani (1989), the term Civil Service means non-combatant branches of the administrative service of the state. In Britain, the term has been defined as those servants of the crown other than holders of political or judicial offices who are employed in a civil capacity and paid wholly and directly out of monies voted by parliament.

(2) *Delaying*: -

According to Armstrong M. (1999), Delaying is the reduction in the number of levels of management and supervision.

(3) *Downsizing*: -

Pierce Robinson (1997) defined downsizing as elimination of the number of employees, particularly middle management in a company. According Armstrong M. (1999), downsizing is the reduction in head counts or reduction in the number of jobs. Robert T. Golembiewski (2000) defines downsizing as the strategic reduction of a company's workforce. He gave synonyms of downsizing to include reduction in force, demassing, deselection, desizing, derecruiting, delaying and restructuring through layoffs.

Kozlowski, Chao, Smith and Hedlund (1993) describe downsizing as deliberate decision to reduce the workforce that is intended to improve the organizational performance. Lee (1997) looks at downsizing as part of a larger plan, where organizations analyze their core business and development to their fullest extent. To Lee, employee downsizing is a proactive restructuring strategy of an organization to obtain efficiency and market share.

Freeman and Cameron (1993) have defined downsizing as a set of activities

undertaken on the part of management, designed to improve organizational efficiency, productivity and competitiveness. To them, downsizing represents a strategy that affects the size of the firm's workforce and its work process. From the definition they have developed the following four key attributes of downsizing; downsizing is intentional, it usually involves, although not limited to, reduction in personnel, it is focused on improving the efficiency of the organization and it affects work process knowingly or unknowingly. For example when workforce decreased, fewer employees are left to do the work, and this impacts how the work gets done and what work gets done. Possible consequences are overload, burnout, inefficiency, conflict and low morale. Positive outcomes may occur such as improved productivity or speed.

From the above definitions, it can be said that downsizing is a deliberate and systematic reduction in the workforce frequently made through layoffs for the purposes of lowering operating costs and improving on organizations net earning and also improving performance.

(4) *Effectiveness:* -

According to Peter Drucker, a management guru, effectiveness is doing right things. Effectiveness, therefore, is the ability of the manager to utilize resources in a prudent manner that is minimizing input to realize or to achieve maximum output in the least time possible. In other words, effectiveness focuses on the ability to reach set goals.

(5) *Efficiency:* -

According to Laurie M., efficiency is the competence one has when performing/producing his work. It also refers to the power producing the intended results in relation to cost in time, money and energy. The ration of resulting useful work to the energy expended.

That is, a manager who is efficient utilizes resources in different ratios and proportions. This means that you might require less of one item and more of the other to accomplish your objectives. Reddin and Drucker define efficiency as doing things right and relate to inputs and what the manager does.

(6) *Performance*: -

Performance is defined simply as the record of outcomes achieved. The Oxford English Dictionary defines performance as “executing, accomplishment, carrying out, working out of anything ordered or undertaken”. According to Brumbash (1988), performance means both behavior and results. Behavior emanates from the performer and transforms performance from abstraction to action. Not just the instruments for results, behaviors are also outcomes in their own right. Armstrong M. (1999) spells out that behavior is the products at mental and physical effort applied to tasks and can be judged apart from results.

(7) *Redundancy*: -

Redundancy can be defined as the situation in which management decides that an employee or employees are surplus to requirements in a particular occupation and cannot be offered suitable alternative work.

(8) *Rightsizing*: -

H. Johnson and C. Tammy International Dictionary define rightsizing as *euphemistic and virtuous sounding version of downsizing*. Peter Collins Dictionary of Human Resource Management 2nd edition defines it as reducing the number of people employed in a company.

Abstract

Downsizing has been widely used by many organizations as an effective method of reducing employment cost and improving efficiency and effectiveness in service delivery. The Civil Service in Kenya is no exception. This study, therefore, attempts to assess the effects of downsizing on organizational performance of the Civil Service in Kenya.

Between 1963 and 1991, the Kenya Civil Service expanded both in functions and staff strength. This rapid civil service growth, which reduced the civil servants' population's ratio from 1:133 in 1963 to 1:85 in 1992 coupled with low economic growth and high population growth rate has had a negative impact on service delivery and overall government ability in provision of improved standards of living to its citizens. This became a concern to the government and led to the launching of the Civil Service Reform Programme (CSRPF) phase I in August 1993. The focus of this programme was cost containment through staff downsizing measure as one of the strategies for improving efficiency and productivity in the Civil Service. In 1998, the phase II of the programme was launched. The overall goal of the phase II of the CSRPF was to improve the performance of the civil service through downsizing. By the year 2000, quite a number of the civil servants had left the civil service through CSRPF.

The general objective of this study was to assess the effects of downsizing on Civil Service performance. The specific objectives of the study were fivefold. These were ((a) to find out the extent to which downsizing has affected efficiency and effectiveness in the civil service; (b) to assess the degree of performance in the service; (c) to find out the extent to which working conditions in the Civil Service have improved; (d) to find out the problems caused by downsizing in the Civil Service; and (e) to find out the benefits of downsizing to the Civil Service.

The study covered a review of the writings of other researchers on downsizing giving

their contributions and limitations. The literature review concentrated on six areas. The first area is a discussion on the background of downsizing. Specifically, it included the concept of lean organizations and the emergence of downsizing. Second area covered the consequences of downsizing. Thirdly, the review focused on lessons learned from downsizing. Fourthly, the review highlighted some recommendations concerning the downsizing process. Fifthly, the review gives some alternatives to downsizing. Finally, the review stated some of the limitations of the various writers on downsizing.

This study was conducted in five Government Ministries in Nairobi namely, Agriculture, Health, Education, Local Government and Home Affairs. From a total population of approximately 1195, employees (Ministries' Database, 2006), a sample size of 243 was selected through stratified random sampling. In order to establish the effects of downsizing on Civil Service performance, it was important to obtain the feelings of the retained staff on the relevance and impact of downsizing programme on them. This was due to the fact that downsizing programme entailed operationalization of voluntary early retirement scheme, retrenchment, freeze on recruitment except in critical and essential services, withdrawal of guaranteed employment to university and pre-service training graduates, strict enforcement of the mandatory retirement age of 55 years and payroll cleansing. Under this programme since its inception in 1993, the number of civil servants was reduced by over 43% from 274,000 in 1993 to 118,433 by the year 2005 (Office of the President –DPM, January 2006:Pay Policy for the Public Service).

The data collection methods included questionnaires, which, was the main method, interviews and observation. The questionnaires were self administered because the survey was confined to five Government Ministry headquarters situated in Nairobi. The researcher being a resident in Nairobi found it easier to reach the respondents. The main advantage of this is that the researcher could collect all the completed responses within a short period. A

total of 243 questionnaires were distributed to the respondents. Out of these, 122 questionnaires were returned duly completed by the respondents.

Interviews and observation could also be done easily. The main advantage of interview method was that the researcher was able establish rapport and motivate respondents. The data was also obtained through observation of events as they normally occur and through reference to relevant documents.

After data collection, the researcher carried out both quantitative and qualitative data analysis. Six themes or key issues were considered in the quantitative analysis. These were; the work planning process in the Civil Service, professional and technical competences, managerial competences, resource management and accountability, and working conditions for retained Civil Servants.

From the analysis, it was established that Civil Servants were not happy with the implementation of downsizing programme. Work planning process is still poor in the Civil Service. Technical, professional and managerial competences have improved slightly. The working conditions have also not improved. From the findings, downsizing has therefore not improved performance in the Civil Service. It was recommended among others that employees should be properly sensitized before any change affecting them like downsizing is made. Downsizing should also be gradual to enable affected employees to be properly prepared. Proper evaluation process must be put in place to ensure that the right number of employees is laid off and that essential employees are retained.

Lastly, the researcher suggested areas that require further study. These included causes of downsizing, how the civil service is coping with the effects of downsizing, effects of downsizing on Non-Governmental Organizations, and Rightsizing of the Kenyan Civil Service.

CHAPTER ONE

1.0. INTRODUCTION

Downsizing has been widely used by many organizations as an effective method of reducing employment cost and improving efficiency and effectiveness in service delivery. The Civil Service in Kenya has been no exception. This study, therefore, attempts to assess the effects of downsizing on organizational performance of the Civil Service in Kenya.

1.1. Background Information

The origin of the Kenyan Civil Service dates back to the colonial period. According to official sources, the Civil Service inherited at independence in 1963, was relatively small with an establishment of 60,300 (Directorate of Personnel Management June, 2000: *Guideline for Retrenchment in Civil Service*), with the corresponding population of 8 million. (Office of the President (May 1999): *Guidelines of Staff Right-Sizing*). This gives the ratio of 1:133 of civil servant to the population. Between 1963- 1993, due to population growth, and political and socio-economic considerations, the Civil Service expanded both in functions and staff strength. The staff strength rose to about 274,000 employees by 1993. This implies that the employment in the Civil Service increased at an average rate of 6.5% per annum. Consequently, the civil servant population ratio was about 1:85 in 1993. This rapid growth had serious effects on the budget deficit. The Government realized that its revenue could not sustain the public expenditure. (Directorate of Personnel Management, -Civil Service Reform Programme (2000): *Guidelines for the Retrenchment in the Civil Service*).

According to the Civil Service Reform Programme, (Office of the President, Directorate of Personnel Management, May 1999, Guidelines for Staff Rightsizing), some of the factors that led to high growth rate in the Civil Service included (1) the Tripartite Agreement of 1964/1970/1979 with an aim of reducing unemployment in the country; (2) the

Government policy of guaranteeing jobs in the Civil Service to graduates in the tertiary institutions; (3) absorption of ex- local authorities Health Personnel (1970/71/72), Ex- East African Community Employees 1977/1978/1979; (4) Projects/works related personnel, National Registration clerks and others; (5) uncontrolled establishment of posts by Directorate of Personnel Management on request by ministries/departments; (6) the recruitment of staff from Job Group A-G under the Public Service Commission's delegated powers to authorized officers; (7) the organization of Government resulting in large number of Ministries and Departments; and (8) the creation of more Administrative Units. In late 1980s and early 1990s, a number of administrative units were established requiring additional personnel which, as matter of necessity were created such as those of District Commissioners, District Officers, Chiefs, Assistant Chiefs, Clerical Officers, Typists, etc, hence increasing the number of civil servants.

This rapid growth in the Civil Service, coupled with low economic growth rate, has had a negative impact on service delivery and overall government ability in provision of improved standards of living to its citizens. According to the Civil Service Reform Programme (CSRFP), this further led to the following negative consequences: (1) imbalance between Personal Emoluments and Operation & Maintenance funding/ allocation in the Recurrent Budget; (2) low and depressing levels of service delivery to the public; and high government wage bill. (Office of the President, Directorate of Personnel Management, May 1999, Guidelines for Staff Rightsizing)

It is against this background that the Government of Kenya introduced Civil Service Reform Programme in August 1993, whose focus was on cost containment and improvement of efficiency and productivity in the Civil Service through downsizing.

As stipulated in the Guidelines for downsizing, the following measures were used in this downsizing process: (1) operationalization of Voluntary Early Retirement Scheme

(VERS) for Civil Servants in job group A to G; (2) freeze on recruitment except in critical and essential services; (3) withdrawal of guaranteed employment to university and pre-service training graduates; (4) strict enforcement of the mandatory retirement age of 55 years; and payroll cleansing.

According to the Directorate of Personnel Management, Office Of the President (2004), the staff reduction measures reduced the size of the Civil Service from 272,00 employees in 1992 to 191,700 in 2003. By the year 2005 this number was further reduced to 118,433 (Office Of the President/Directorate of Personnel Management, Pay Policy for Public Service)

This study therefore, attempts to assess the effects of downsizing on Civil Service performance in Kenya.

1.2. Statement of the Problem

According to the Government sources, Civil Servants in Kenya have not been performing to the required standard (Office of the President, Directorate of Personnel Management, May 1999, *Guidelines for Staff Rightsizing*). Consequently, the Government introduced staff downsizing as a method to improve efficiency and productivity in the civil service.

Staff downsizing is a strategic reduction of a company's or organization's workforce in order to have optimal staffing levels with relevant skills required to carry out available workload within the economic ability of an organization. The objective of downsizing in the Civil Service was to enhance service delivery through a leaner, well equipped and more efficient public service. (CSRP: *Guidelines for Retrenchment in the Civil Service-2000*). In this respect, improving public administration is essential to economic recovery.

The public sector, specifically the Civil Service, is excessively large thereby

absorbing inordinately large amount of national resources. It is characterized by wastefulness and inefficiency. (Government of Kenya, June 2003: *Economic Recovery Strategy for Wealth and Employment Creation, 2003-2007*.) Consequently, the sector has become a bottleneck to the overall development of Kenya. For instance, one of the measures Kenyans use to measure the performance of the civil service is the state of the road networks. According to the Government, the deterioration of roads network has contributed significantly to high cost of living and doing business in Kenya. Therefore, one of the priorities of economic recovery strategy is to downsize the public sector and make it more efficient and investor-friendly in order to promote private sector-led growth and poverty reduction. The government therefore, approved implementation of VERS to start with effect from 1st July 2004. Under the scheme, staff in over manned cadres and non-core functional areas are encouraged to voluntarily retire.

Despite the downsizing of the Civil Service, performance has not shown remarkable improvement. Instead, it is characterized by low morale, increasing corruption and difficulties in attracting and retaining skilled staff. (Office of the president, Directorate of Personnel Management: *Guidelines for Implementing Voluntary Early Retirement Scheme in the Civil Service, June 2004*). This has had a negative impact on performance and the capacity of Government to effectively fulfill its responsibilities.

This study, therefore, attempted to find out the degree to which downsizing affected efficiency and effectiveness in service delivery in the Civil Service of Kenya.

1.3. Justification of the Study

The need to focus on the assessment of the effects of downsizing in the performance of civil service emanates from the fact that despite the tremendous growth of civil service since independence, it has been marked by poor performance and low morale. This study

therefore explored the extent to which efficiency, effectiveness and productivity have improved in the civil service.

1.4. Objectives of the Study

The general objective of the study was to assess the effects of downsizing on the civil service performance.

The following were the specific objectives of the study (a) to find out the extent to which downsizing has affected efficiency and effectiveness in the civil service; (b) to assess the degree of performance in the service; (c) to find out the extent to which working conditions in the Civil Service have improved; (d) to find out the problem caused by downsizing in the Civil Service; and (e) to find out the benefits of downsizing to the Civil Service.

1.5. Research Questions

- (a). What is the extent of the effects of downsizing program implemented in the civil service between 1993 and 2005, on the performance of the employees?
- (b). Has downsizing led to efficiency in the civil service?
- (c). Has downsizing led to effectiveness in the Civil Service?
- (d). Have the retained civil servants benefited from the downsizing?
- (e). To what extent have the working conditions of the retained civil servants improved after downsizing?
- (f). What other factors are responsible for performance improvement in the civil service?

1.6. Significance of the Study

This study will be of great benefit to the Government, the Local Authorities, Non Governmental Organizations (NGOs) and human resource practitioners in identifying other ways of improving performance in their respective organizations. Specifically, the study will be of great use to the Government of Kenya and the Local Authorities in coming up with appropriate strategies and policies for performance improvement.

With regard to Non-Governmental Organizations, the study will contribute towards identifying effective ways of managing change in such organizations.

To the human resource practitioners, the study will help them in coming up with effective downsizing strategies. Finally, to other researchers, this will act as a reference document.

1.7. Limitations of the Study

The following are some of the limitations of this study:

- (a) Availability and accessibility of certain information sources posed a problem. Some documents particularly confidential materials were hard to access.
- (b) The research was confined in Nairobi and as such, views of employees in the field are lacking in this study.
- (c) Time available was not enough to carry out research in the entire civil service in the country. Consequently, the research methods were not exhaustive.

1.8. Assumptions of the Study

The following assumptions are made on the study:

- (a). Civil servants will provide all relevant information for the study. This includes experiences, insights, suggestions and motivations that have shaped their performance in Civil Service.
- (b). The research will focus on analyzing the root causes of good or bad performance instead of symptomatic description of weaknesses and constraints which overstate the negative and understate the positive, ending up with fixated problems to be solved rather than opportunities to be grasped.
- (c). The research findings will generate recommendations and lead to having a better understanding about downsizing and performance improvement issues and being able to build into the implementation of similar future programmes with narrowed knowledge gaps.

CHAPTER TWO

2.0. LITERATURE REVIEW

2.1. Introduction

In the latter part of the twentieth century, studies on downsizing attracted many writers such as Walker J. (1992), Sims R.R. (1992), Armstrong M. (1999) and many others. This was because many organizations were then engaged in downsizing in order to have the right number of staff having found that they had over-expanded. Global competition paired with a slower economy has forced a large number of companies into reducing their workforce (Greenberg, 1989). Companies are downsizing as a result of actual or anticipated economic downturns, mergers and acquisitions, the loss of government funding and changes in technology. Organizations are streamlining and restructuring their overgrown corporate bureaucracies trimming away both managerial and Blue- Collar positions. R.R. Sims and S.J. Sims (1992), argue that, beginning in the 1980s and continuing into 1990s and beyond, organizations are finding themselves in a new global market place where business is intensely competitive. New markets, products and distribution channels have emerged forcing firms to be more dynamic, forward thinking and flexible in their strategies to achieve profitability. At the same time, since 1980s, the world has plunged into recession that has increased the pace of corporate restructuring. Large- scale cost- cutting measures have become vital to remaining competitive and retaining market share.

In the opening chapter, the researcher highlighted on downsizing in the civil service of Kenya and why there is need for this study. In this chapter the researcher established this view fully through a review of the literature.

This chapter is divided into six main parts. The first part gives the background of

downsizing. Specifically it covers the concept of lean organization and emergence of downsizing. The second part covers the consequences of downsizing. The third part focuses on lessons learned from downsizing. The fourth part highlights some of the recommendations on the downsizing process. The fifth part gives alternatives to downsizing. The last part presents the limitations of the writers on downsizing.

2.2. Background of Downsizing

2.2.1. *The concept of Lean Organizations*

James Womack in the “Machine that changed the world” popularized the term lean production. The drive for leaner methods of working was confined initially to the car industry. Seven forms of wastes were identified which had been eliminated. These were over production, waiting, transporting, over-processing, moving and making defective parts on products. Lean production aims to add value by materials time, space and people. Production systems associated with leanness include just-in-time, supply chain management, material resources planning and low defects. Business process re-engineering programmes often accompany drives for leaner methods of working and total quality management approaches are used to support drives for greater levels of customer satisfaction and service.

The concept of leanness has since been extended to non-manufacturing organizations. This can often be number driven and implemented by means of a reduction in head counts (downsizing) and a reduction in the number of levels of management and supervision (Delaying). Nevertheless, there is no standard needed of what a lean organization looks like.

According to Cassidy (1996) the term began being used in the wake of the first organization for Petroleum Exporting Countries (OPEC) Oil- Price Shock in 1975 when the

Detroit's engineers called the current trend downsizing as they related the rising cost of gasoline to decline in car sales. For many years downsizing was restricted to the automobile industry. In the early 1980s when the recession began, many companies began to lay off workers by the thousands and the term 'downsizing' became a common term recognized throughout many corporations and industries.

2.2.2. Emergence of Downsizing

Various factors facilitated the emergence of downsizing in the latter part of twentieth century. According to Armstrong M. (1999) there were two major factors that contributed to the emergence of downsizing in the latter part of the Twentieth Century. These were the introduction of new technology, and competitive pressure due to globalization.

With the introduction of new technology, new methods of working are developed including multi-skilling that is ensuring that people have a range of skills, which enable them to work flexibly on variety of tasks, often within a team- working environment. This implies that many employees are therefore not required hence need to reduce the number of employees. Secondly, because of competitive pressure due to globalization, organizations are reacting to this competition by becoming customer focused, speeding up response time, emphasizing quality and continuous improvement, accelerating the introduction of new technology, operating more flexibly and cutting costs. The pressure has been for the organization to become lean, mean, and cutting out layers of management and supervision. They are reducing permanent staff to a core of essential workers and increasing the use of peripheral workers (sub contractors, temporary staff) and outsourcing work to extend service provided, thus reducing employment costs and enabling the enterprise easily to increase and reduce the numbers available for work in response to fluctuation in the level of business activity.

These new changes have made the strategic significance of the human resource management division to increase and as Draft (1988) put it, more than ever before, strategic decisions for mergers or new businesses have had to be based on human resource considerations such as, whether to keep personnel after merger, solve various human resource problems caused by the merger, closing of divisions, reduction of personnel and to match skills with jobs.

As human resource managers and other corporate planners continue to seek answers to these problems, an attempt to reduce the numbers of managers and employees in order to make the business organizations more competitive is thus inevitable.

Reacting to drastic business change in the world of business, Drucker (1988) discuss in his paper, the changes in a way that gives a broader look at what may be behind the downsizing trend. He suggests that business organizations of the future shall have fewer than half the layers of management of their modern counterparts, and perhaps no more than a third of the managers.

J.W. Walker (1992) emphasized that for many companies becoming or remaining a low cost producer is a key to business objective. To them, lower direct product costs, minimized indirect overhead expenses and avoidance of future costs or extraordinary human resource implications are necessary.

Writers on business strategy like Porter (1985), Prahakad and Hamed (1990), emphasized that competitive advantage is achieved through people. The key difference between good and poor performance is the quality of the staff they employ and the extent to which those staff are motivated and committed to making an effective contribution to organizational success. Secondly, they emphasized on concern for performance. This means ensuring that the right skills are available and developed; and that competence framework which sets out the generic competencies required are created and used. It also means that

performance management process are adopted by managers and individuals alike as an accepted and rewarding part of the managing the business and individual performance . If these two factors are considered, the organization will be in a position to realize its objectives.

According to Peter Cappell of Wharton School, University of Pennsylvania, the interest in examining job security and job stability has been driven in part by the phenomenon of downsizing. The distinctiveness of downsizing, as opposed to more traditional layoffs, is that the job cuts do not necessarily appear to be driven by shortfalls in demand but instead appear to be driven by the search for operating efficiencies. Despite the interest in downsizing, there has been essentially no serious investigation into its causes.

2.2.3. Consequences of Downsizing

Researchers and practitioners recently have begun to describe the consequences of downsizing and techniques for assisting organizations with this process.

Robert T. Golembiewski (2000) pointed out that the consequences of downsizing can last long after employees are fired, and fall under four categories: terminated employees, surviving employees, organizational changes, and community changes.

The first consequence of downsizing is on the terminated employees. Angry or emotionally upset employees can damage a company's reputation. Greco and Woodlock (1989) state that disgruntled ex-employees often possess damaging information or can invent harmful lies. To complicate matters, terminated employees are likely to stay in the same business or industry and may find a new position with a customer or competitor. As such, treating laid-off employees with respect, kindness, and concern has practical as well as humanitarian motivations.

The second consequence of downsizing is on surviving employees. This may include

high levels of stress, conflict between and among employees and management, and insecurity. Downsizing is frequently indiscriminate in its effects. Adjusting to the loss of coworkers and having to take on new job assignments both increase the level of stress on employees surviving a reduction in force (RIF) (Tombaugh and White, 1990). Stressed employees often become dissatisfied and leave the organization, resulting in the loss of key employees. Kielchel (1987) states "companies that set out to downsize often don't realize that in the process they stand to lose some top performers". Some departing managers might even take their "teams" with them, leaving the company depleted in key areas. This results ironically, in the organization having to recruit more employees during or immediately following a reduction in force. In addition, Matteson and Ivancevich (1987) link high levels of work stress to industrial accidents, absenteeism, increased health care costs, lower morale, apathy, burnout, and decrements in productivity. In order to avoid these and other problems, organizations should concentrate on reducing the stress during and after downsizing.

Downsizing survivors often experience high degrees of conflict with coworkers, upper management, and other groups of employees. Role confusion is common in the newly structured organization. In addition, stress, back stabbing, placing blame, failure to cooperate, and less time spent on employee relations activities amplify conflict between employees.

Conflicts also often exist between employees and upper management. Employees can show hostility or bitterness toward the organization for firing their coworkers. Surviving employees can lose trust in the organization and often focus innovative behavior on protecting and distancing themselves from management.

Trimming the organization means reducing the availability of resources and personnel. Interdepartmental competition for scarce resources can result in less cooperation and passing off excess work to other departments. Ironically, downsizing often increases the amount of *required* interaction among organizational groups. Thus, departments are forced to

simultaneously compete with other groups within the organization as well as deal with them more intensively.

Another troublesome side effect of downsizing is increased job insecurity, which Greenhalgh (1983) defines as “feeling powerless to maintain desired continuity in a work situation”. Job insecurity can lead to high anxiety, which decrease productivity, increase turnover, which reduces workforce stability, and resistance to change, which decreases the organization’s ability to adapt. Ashford et al. (1989) present correlational evidence that links job insecurity to declines in commitment, trust and satisfaction. Greenhalgh warns of an “insecurity crisis”: a cycle in which the results of job insecurity contribute to further organizational decline, which leads to more layoffs and more job insecurity.

Surviving employees can respond to downsizing in a number of costly ways. These include emotional outbursts such as employees crying at the notification conferences, low morale among remaining employees who wonder “will I be next”, loss of productivity, and loss of pride in the company (Settles, 1988). Remaining employees can also respond to downsizing with sabotage, worker slowdowns, strikes, and high levels of absenteeism.

The third consequences of downsizing is on organizational changes. According to David L. Mayfield (2000), downsizing can adversely affect an organization even as it seeks to help. Reduced productivity and disenchanted investors can place a financial burden on an already declining organization. Reputations can be affected, and lawsuits as well as regulatory action may follow.

Downsizing can have serious downstream effects. The organization, now smaller, may need to be restructured and redesigned. Managers can’t expect the “old” human resource management systems to work in the “new” streamlined organization. Many existing features (e.g. compensation, job analysis, work group analysis, human resources planning, appraisal systems, and staffing procedures) may require revising due to the restructuring of jobs and

work groups.

The last consequence of downsizing is on the community. Downsizing can have adverse effects on the community by causing increased unemployment, poverty, crime, and business closings. For instance, according to Fieldman and Leana (1989), the lay offs after the Challenger space shuttle exploded in January of 1986 had ripple effects. 'Within a month of the Challenger disaster, 1,100 people were laid off from the Kennedy Space Center [KSC]; in September 1986, another 1,400 were let go. Thus employment at KSC alone fell by 16%. It is estimated that engineering and manufacturing companies that did most of their business with the aerospace industry laid off another 3,500 workers. The local economic impact of the challenger disaster spread well beyond the aerospace industry. Motel occupancy rates dropped as low as 50. Building permits for single-family homes fell by 18%. General retail business declined, and customer's payment delinquency rates sky-rocketed'. (Feldman and Leana, 1989 p.54).

2.2.4. Guidelines for Downsizing

Most consultants recommend giving workers advance notice before any layoffs (Golembiewski, 1979, Fieldman and Leana, 1989). This policy is not only ethically sound but also can be required by law. According to the Worker Adjustment and Retaining Act 1988, given a number of exceptions, businesses with 100 or more employees are required by law to provide at least 60 days notice of plant closing or large layoffs (Desjardins and McCall 1990). Organizations should involve and demonstrate social responsibility. Employee involvement should be very high. Mohrman and Mohrman (1983), propose that organizations should attend to the needs and goals of individuals as well as those of the organization by actively involving employees in problem solving and decision making. According to David Noer (1990), employees must be empowered so that they feel like contributors instead of

victims.

Golembiewski (1990) describes generic organizations as having high trust, high owning, high openness and low risk. It would appear that generic organizations due to their high degree of employee involvement, are better prepared to handle downsizing.

2.3. Recommendations on Downsizing

According to R Sims (1994) and Serbrenia (1994), careful Human Resource management Planning is required in period of slow growth and is essential for all steps of down sizing process. Proper evaluation process must be put in place to ensure that the right numbers of people are let go and that essential employees are retained. Voluntary programmes such as early retirement offerings should be subject to management approval to ensure that essential employees are retained. Communication of corporate plans to all employees is essential, and dismissal should be accomplished in the dignified professional manner. A fair severance package should be offered. Retained employees must clearly understand the company's strategy and their place in the redefined company.

Effective communication is essential at all levels of the process. If improperly handled, downsizing can demoralize retained workers who fear loss of their own jobs. These employees must understand the corporate strategy and the role they play in it. Reduction of middle management layers will require lower tier employees to make decisions previously made at higher levels. Employees must therefore be secure in their jobs and positions after the restructuring in order to respond to this empowerment of new responsibilities.

While many downsizing efforts are created to lower costs by reducing the work force, one critical issue that is often inadequately addressed concerns how to handle the work left by terminated employees. If the issue remains un-addressed as it did for Unisys Corporation (America), down sizing becomes only one part of a complicated costly cycle leading to

employee burn out, uncompleted work, more new hires and potentially culminating in further downsizing. For instance between 1986 and 1990, Unisys hired at least 6,000 people a year at a living cost of \$6000 per employee, while eliminating thousands of positions at \$100,000 per worker (Boroughs, 1992). Following periods of downsizing, serving employees have poor morale and fear loss of their own jobs. Retained employees must understand that they are valued by the organization, but that performance is key to personal and corporate success.

According to the report on the research conducted by the Institute of Personnel Development, on lean and responsive organizations (IPD 1998), firms select from a menu the methods that meet their particular business needs. These include other than Delaying or the negative approach of downsizing positive steps such as, team- based work organizations, shop-floor employment and problem-solving practices, quality built in not inspected in and emphasis on horizontal business process rather than vertical structuring. Others include, partnership relationships with suppliers, cross- functional management and development teams and responsiveness to customer demand.

Human Resource Management Policies should aim at high motivation and commitment including communication programmes and participation in decision-making.

2.4 Lessons from downsizing.

Downsizing is sometimes necessary but it always can be done better or worse. Robert T.Golembiweski (2000) presented some views on what to avoid and what to emphasize. He pointed out that secretive elite huddling on the top floor should be avoided. Rather than secrecy, substantial information programmes should be in place supporting downsizing efforts. Lack of knowledge can encourage the wrong people to leave, which lead to the irony of a recruitment programmes to remedy the shortfalls created by a cutback.

Cutbacks should be avoided as an All- Purpose Tool. Downsizing might seem a

convenient cover for systemic failures and could have been avoided. Examples include performance appraisals, various forms of empire building or corporate welfare and so on.

Penalizing the relatively blameless should be avoided. Instead emphasis should be on Late as well as Early and all stages in between.

Creating useful infrastructure is necessary. One commonly applicable approach is to reflect the relevance of both retrenchment as well as growth in managerial careers. Finally, learn from the past.

2.5 Alternatives to Downsizing

Rori (1999) in his study on Business Organizations in Kenya came up with some suggestions on alternatives to downsizing. He proposed that before downsizing, organizations should consider some of the following:

- (a). Reduced hours- A policy should be established that either places everyone in a particular job category in a flexible working arrangement to create a flexi-pool made up of volunteers from the department. The goal is to reduce the number of hours worked by each employee.
- (b). Cross training-The organization can reassign and retain employees to take up new jobs.
- (c). Job sharing-If employers need some jobs but not others they should try to find out if people are willing to share.
- (d). Succession planning- rather than leaving succession planning to chance, the human resource manager should endeavor to identify likely candidates possessing the managerial and technical skills needed for now and the future.
- (e). Hiring linking to visions- The organization should identify the skills that will be needed to meet the goals, assuring that it is recruiting and hiring people who can meet

future challenges.

- (f). Redeployment within the organization- the organization should have a sophisticated career management process; a career assessment and a development activity programme that enable managers to identify open positions and the employees to occupy those positions.

2.6 Limitations of the Above Writers

While it is true that many organizations are reducing the numbers of their employees in order to reduce costs and improve productivity, appropriate action should have been taken to avoid this abrupt decision, which has negative impact on both retained and displaced employees.

The factors that necessitated downsizing in the latter part of the twentieth century have been stated in this literature review. The consequences of downsizing, guidelines on downsizing and recommendations on downsizing by R.R. Sims and R.J. Sims and the Institute of Personnel Development have also been reviewed. From these studies, it is observed that there are purported areas where they had limitations. They did not bring out clearly the effects of downsizing on performance in the public sector. Gold (1992) pointed out that of all organizations that downsize only one third meet their goals. When managers are faced with downsizing, they tend to focus on the immediate and practical needs that emerge at the time when staff are let go. This study therefore, explored effects of downsizing on performance in the public service by taking a case of the Civil Service of Kenya.

CHAPTER THREE

3.0. METHODOLOGY

3.1 Introduction

This research was carried out in Nairobi. It covered five government ministries, three large ones namely, Ministry of Agriculture, Ministry of Health, Ministry of Education; and two small ones namely, Ministry of Local Government, and Ministry of Home affairs. Such composition was necessary in order to have fair representation of the population. The methodology included target population, sampling strategy, research design and lastly, data analysis as detailed here below.

3.2 Target population

The target population was Civil Servants in job group 'J' and above in the five ministries stationed at the headquarters. Job J and above was chosen because this is the management level that could understand what downsizing is about.

There are approximately one thousand one hundred and ninety five (1195) civil servants in job group J and above distributed in the above five government ministries.(Ministries' database, 2006).

3.3 Sampling Strategy

A sample is the segment of the population that is selected for investigation. Sampling is required because of the lower cost, greater accuracy of the results and greater speed of the data collection.

According to ministries database, there were 1195 civil servants job group J and above as at August 2006 as follows:

Table 1: Number of Civil Servants in Job Group J and Above in Five Ministries in Kenya

<i>Ministry</i>	<i>Number of Civil Servants in JOB Group J and Above</i>
Agriculture:	385
Health:	323
Education	307
Home Affairs	70
Local Government	110
TOTAL	1195

Using Proportionate Stratified Random Sampling method, twenty percent (20%) of the population was taken from each ministry giving a total sample size of 243 and a sample from each Ministry as detailed here below.

Table 2: Proportionate Sample from Five Ministries in Civil Service in Kenya

<i>Ministry</i>	<i>Number of staff in job group J and above</i>	<i>Proportionate sampling (20%) of the element</i>
Agriculture	385	78
Health	323	65
Education	307	62
Local government	110	23
Home affairs	70	15
TOTAL	1195	243

The researcher had chosen proportionate stratified random sampling for so as: first, to increase sample's statistical efficiency and provide adequate data for analyzing the various sub populations. Stratified random sampling also made it possible to use different research

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methods and procedures in different strata. Once the number of respondents in each stratum had been agreed on, simple random sampling was used to get respondents.

On identifying the respondents to give the questionnaires, the head of Human Resource Management department in each ministry provided the staff list for officers in job group J and above. Simple random sampling was then employed to get the respondents.

The interview method was confined mainly to the Permanent Secretaries or Heads of Department who could not have time to fill the questionnaires.

3.4 Data Collection Procedures and Instruments Used

The following data collection procedure and instruments were employed in this study.

3.4.1. Questionnaires:

The questionnaires were personally administered since the survey was confined in Nairobi. The questionnaires were given to the respondents with a request to answer the questions and thereafter the researcher picked them up. The questionnaires consisted of a number of questions printed in a definite order in a form. The respondents were required to answer the questions on their own.

The questions were both closed and open ended. Closed questions were spread in six themes. Each theme had a set of five questions giving a total of thirty [30] closed questions. There were only four [4] open ended questions. Open-ended questions could allow respondents to answer them in any way they chose. They were useful in the areas where the researcher needed more information. Closed questions in contrast asked the respondents to make choices among a set of alternatives given by the researcher. Closed questions helped the respondents to make quick decisions to choose among the several alternatives before

them. They also helped the researcher to code the information easily for subsequent analysis. Structured questionnaires were simple to administer and relatively inexpensive to analyze.

In order to make the questionnaire effective and to ensure quality of the replies received the researcher paid attention to question sequence in preparing the questionnaire. A proper sequence of the questions reduced considerably the chances of individual questions being misunderstood. This instrument was used because it could facilitate data analysis and classification.

3.4.2. *Interview Method*

The researcher also used interview method. This was done through personal interviews with the Heads of Department. It was carried out in a structured way. It involved the use of a set of predetermined questions. Questions were asked in a form and order prescribed. They were supplemented with unstructured interview where needed. In a non-structured interview, the interviewer was allowed much greater freedom to ask supplementary questions or at times may omit certain questions if the situation so required.

The researcher used interview method because of a number of reasons. First, more information could be obtained in greater depth. Secondly, the interviewer could overcome any resistance. Thirdly, there was greater flexibility under this method as the opportunity to restructure questions was always there, especially in case of unstructured interviews. Fourthly, samples could be controlled more effectively as there arises no difficulty of the missing returns: non-response generally remains very low. Fifthly, the language of the interviewer could be adapted to the ability or educational level of the person interviewed and as such, misinterpretations concerning questions could be avoided. Lastly, the interviewer could collect supplementary information about the respondent's personal characteristics and environment, which was of great value when interpreting the results.

3.4.3. Observation

This method was also used to supplement the questionnaire and interview methods. In this method, the information was sought by way of researcher's own direct observation without asking from the respondent. The areas observed included reference to relevant circulars, organization climate and behaviour in the course of carrying out duties.

Advantages of using this method were that the information obtained related to what was currently happening. It was not complicated by either the past behaviour or the future intentions or attitudes. Secondly, this method was independent of respondent's willingness to respond and as such was less demanding of active co-operation on the part of respondents as normally happens to the case in the interview and the questionnaire methods. Thirdly, this method could capture the whole event as it occurred in the natural environment. The researcher could collect original data at the time they occur. The researcher needed not to depend on reports from others. Lastly, through observation, the researcher could secure information that most participants would ignore.

Observational study was necessary because it helped comprehend complex issues through direct observation. Apart from the activities performed by the individuals under study, movements, work habits, the statements made and meetings conducted by them could be observed. Other environmental factors such as layout and workflow patterns were also noted.

3.4.4. Data Analysis

After collection, data was edited. The blank responses, if any were handled, the data coded, and categorization scheme was set up. Tables and percentages were used because they were easier to read and interpret by a variety of readers.

After data analysis there was interpretation of the results and answers to research

questions. The researcher therefore concluded whether the research questions had been answered or not, and where necessarily gave recommendations.

ANALYSIS AND PRESENTATION OF RESULTS

The data were analysed using the following methods: content analysis, statistical analysis, and thematic analysis. The researcher used the following methods to analyse the data: content analysis, statistical analysis, and thematic analysis. The researcher used the following methods to analyse the data: content analysis, statistical analysis, and thematic analysis. The researcher used the following methods to analyse the data: content analysis, statistical analysis, and thematic analysis.

Table 3: Respondents by Gender

Gender	Number of Respondents	Percentage
Male	10	100%
Female	0	0%
Total	10	100%

The researcher used the following methods to analyse the data: content analysis, statistical analysis, and thematic analysis. The researcher used the following methods to analyse the data: content analysis, statistical analysis, and thematic analysis.

CHAPTER FOUR

4.0. DATA ANALYSIS AND PRESENTATION OF RESULTS

4.1. Introduction to Data Analysis

This chapter provides analysis and presentation of results of the findings of this study. The findings of this research have been organized into both quantitative and qualitative analysis. The quantitative analysis, on one hand, was based on the analysis of data collected through questionnaires administered to employees from five ministries of the Government of Kenya. As shown in the table below, out of two hundred and forty three (243) questionnaires distributed to respondents in five ministries, a total of one hundred and twenty two (122), 50.2 % of all the questionnaires issued, were returned duly completed by the respondents. The quantitative analysis was therefore based on these 50.2%.

Table 3: Responses to Questionnaires.

Ministry	Number of questionnaires, Distributed	Number of questionnaires returned	Percentage (%) of Questionnaires received
Agriculture	78	30	23.4
Health	65	18	11.7
Education	62	41	25.4
Local Government	23	20	86.9
Home Affairs	15	13	86.6
TOTAL	243	122	50.2

The qualitative analysis, on the other hand, was based on responses on the open-ended questions provided by the respondents together with the questionnaires, the interview with the senior government officials in the five ministries and researcher's observations.

However, there were no blank questionnaires returned.

In the analysis six themes or key issues were considered, namely the implementation of downsizing; work planning in the civil service; professional, technical and managerial competencies; resource management and accountability and working conditions for retained Civil Servants. The analysis was made on the understanding that the employee downsizing was a permanent separation from the Civil Service. The exercise was rather a decision on the part of management to reduce the overall workforce. The data has been presented in tables and charts showing the actual responses of the respondents.

4.2. Quantitative Analysis

Five discrete areas were considered to gather information on extent to which the implementation of downsizing programme was necessary. The first area was to examine whether it was necessary to reduce the number of civil servants through retrenchment, voluntary early retirement, and other measures. The second area was to find out whether or not civil servants were well prepared for the retrenchment exercise. The third parameter was to find out whether or not the reduction of the numbers of civil servants had any positive consequences. The fourth parameter was to investigate whether or not the methods used in down sizing exercise were adequate. The last area was to find out whether or not the incentives put in place for the retained civil servants were adequate for their work performance.

To help carry out quantitative analysis, a series of five questions for every theme were put forward to the respondents. The questions were designed to ascertain whether or not the respondents agreed or disagreed that the performance of the Civil Service has improved. The respondents were required to tick their responses using a 1 to 5 scale as explained hereafter: strongly disagreeing (1), disagreeing (2), being neutral (3), agreeing (4) strongly agreeing (5).

4.2.1. The implementation of Downsizing Programme

The responses of the respondents with regard to the implementation of the downsizing programme entailed investigation on a number of issues. First it was to ascertain whether it was necessary to reduce the number of Civil Servants. Secondly, it was to investigate the degree of Civil Servants preparedness on retrenchment. The third area of investigation was to find out whether there were any positive consequences of staff reduction. The fourth area of the investigation was to ascertain the adequacy of methods used in downsizing. Lastly the investigation was to find out the adequacy of incentives for retained Civil Servants.

The responses of the respondents on the five areas of the implementation of the downsizing programme are shown on the table below.

Table 4: Responses on the Implementation of Downsizing Programme

		Strongly agree	Agree	Neutral	Disagree	Strongly disagree	Total
1	Necessity of reducing the number of Civil Servants	7	23	11	41	40	122
2	Staff Preparedness on retrenchment	9	13	10	41	49	122
3	Positive consequences of staff reduction	9	23	15	51	24	122
4	Adequacy of methods used in downsizing	4	19	20	40	39	122
5	Adequacy of incentives for retained staff	9	13	17	45	38	122

While trying to ascertain whether it was necessary to reduce the number of Civil Servants, out of a total of 122 respondents, 32.8% (40) strongly disagreed it was necessary, 33.6% (41) disagreed that downsizing was necessary, 19.7% (24) agreed, 5.7% (7) strongly agreed, while 9% (11) were neutral. Those who disagreed constituted a bigger number than those who agreed that downsizing was necessary.

This could be attributed to the fact that majority of the Civil Servants did not understand the rationale behind the Government's reduction of the number of staff. Furthermore, they had not realized any of the benefits accruing from such an exercise.

Concerning the degree of preparedness by the Civil Servants for retrenchment, out of a total of one hundred and twenty two (122) respondents 39.3% (48) of the respondents strongly disagreed that Civil Servants were well prepared for the retrenchment which was the main method of downsizing exercise; 34.4% (42) disagreed that civil servants were well prepared for the downsizing exercise while 8.2% (10) were neutral.

From this presentation, it is evident that more than half of the respondents disagreed that civil servants were well prepared for the retrenchment. This might be attributed to the fact that the programme was conducted without proper employee involvement and consultation. It seemed people were not adequately sensitized on the exercise.

With regard to any positive consequences of staff reduction, 19.7% (24) strongly disagreed that the reduction in number of civil servants has had positive consequences; 41.8% (51) disagreed; 18.8% (23) agreed; 7.4% (9) strongly agreed, while 12.3%(15) were neutral. From the data presentation, majority of the respondents had disagreed that the downsizing has had positive consequences.

As far as the adequacy of the methods used in the downsizing exercise was concerned, 32% (39) respondents strongly disagreed that the methods used in the downsizing exercise were adequate; 32.8% (40) disagreed that the methods used in downsizing exercise were adequate, 16.4%(20) were neutral, 15.6 (19) agreed that the methods were adequate, while 1.8% (4) strongly agreed that the methods were adequate.

From this analysis, it is evident that the majority of the respondents disagreed that the methods used in the downsizing exercise were adequate. It seems the method used by the Government in implementing such a programme was not sufficient and effective.

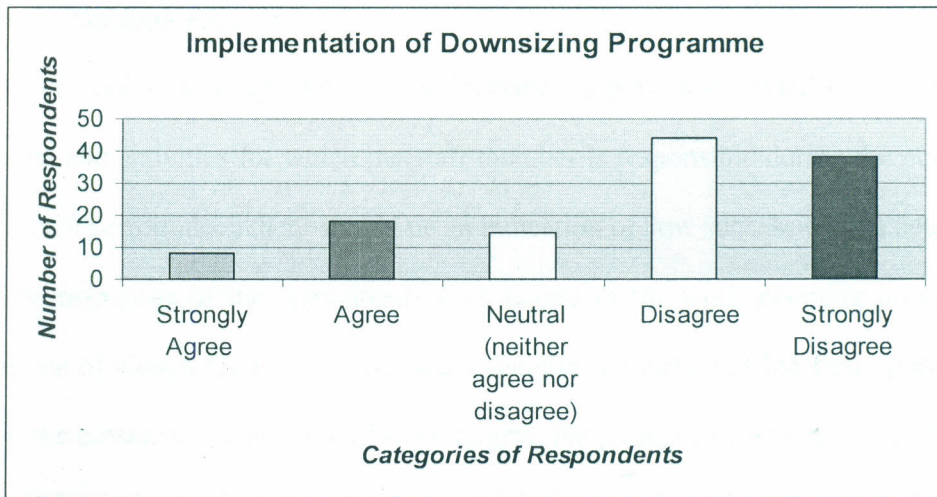
The last area investigated on the implementation of the downsizing programme was the adequacy of incentives for retained Civil Servants. Here, 31.1% (38) respondents strongly disagreed that the incentives put in place for Civil Servants after downsizing were adequate; 36.9% (45) disagreed that they were adequate; 11.5% (14) were neutral; 8.2% (10) agreed that the incentives were adequate; while 7.7% (9) strongly agreed.

The table below provided the average responses on the implementation of the downsizing programme.

Table 5: Average Responses on the Implementation on Downsizing Programme.

Extent of agreement	Number of respondents	Percentage
Strongly agree	8	7%
Agree	18	15%
Neutral	15	12%
Disagree	44	35%
Strongly disagree	37	31%
TOTAL	122	100%

Overall results from the analysis show that majority of the respondents were not happy with the way the downsizing programme had been implemented. This is best illustrated by the average responses of the respondents on implementation of the downsizing programme has summarized by the graph and the pie chart below.



Graph 1:: Average Responses on the Implementation of Downsizing Programme

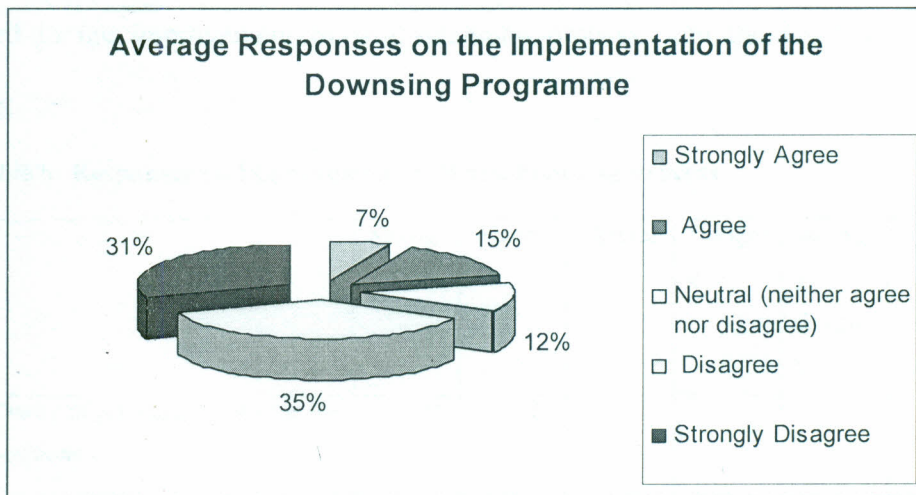


Chart 1: Average Responses on the Implementation of Downsizing Programme:

The result from the findings above, give the impression that there might have been certain problems with the implementation of downsizing programme. The Government seemed not to have identified effective strategy for the implementation of the programme. This is clearly reflected by the average responses illustrated by both bar graph and pie chart the above.

4.2.2. Work Planning Process

Work plans briefly describe the performance targets or expected results on specific assignments and activities for which the staff member is responsible during the performance year. For each performance there should be an indication of how success will be determined.

The responses of the respondents with regard to the work planning process in the Civil Service of Kenya focused on five areas namely; the clarity of job descriptions for the positions; the presence and meeting of work targets; the presence of well articulated and clear departmental objectives; the evidence of improvement in work performance after downsizing; and the evidence of any commonness of role confusion after downsizing.

The table below shows responses of the respondents on the five areas of investigation with regard to the improvement of work-planning process in the Civil Service after downsizing.

Table 6: Responses on Improvement of Work Planning Process

		Strongly agree	Agree	Neutral	Disagree	Strongly disagree	Total
1	Clarity of job descriptions for the positions	10	21	17	39	35	122
2	Presence and meeting of work targets	13	29	33	35	12	122
3	Well articulated and clear departmental objectives	17	32	25	33	15	122
4	Improvement in work performance after downsizing	12	24	21	33	32	122
5	Commonness of role confusion after downsizing	11	39	23	31	18	122

Concerning clarity of job descriptions, 26.8%(35) out of one hundred and twenty two (122) respondents strongly disagreed that after the downsizing of the Civil Service there are

clear job descriptions for the positions; 40% (39) disagreed; 13.9% (17) were neutral; 17.2%(21) agreed; and 8.2% (10) strongly agreed. From this analysis, majority of the respondents disagreed that there are clear job descriptions for the positions, following the downsizing of the Civil Service.

From these responses it seems that poor performance in the Civil Service could, among other factors, be as a result of lack of clear job descriptions. It is more probable that no job analysis has been conducted in the entire Civil Service.

With regard to the presence and meeting of work targets, 9.8% (12) of the respondents strongly disagreed that the Civil Servants had and was meeting work targets; 28.6% (35) disagreed; 27% (33) were neutral; 23.7% (29) agreed; and 10.6(13) strongly agreed. Although majority of the respondents disagreed on meeting work targets, a considerable number (27%) were neutral. They seemed not be sure as to whether or not there were work targets and employees meet these targets. However it could be generally concluded that setting and meeting work targets had not been taken seriously in the Civil Service of Kenya.

As far as the articulation and clarity of departmental objectives were concerned, 38.5% (47) of respondents strongly disagreed that there are clear objectives; 28.6% (35) disagreed; 21.3% (26) were neutral; 26.2% (32) agreed that there are clear objectives; while 11.5%(14) strongly agreed. From the above analysis, majority of the respondents seemed to disagree that there were clear departmental objectives in the Civil Service. With some degree of uncertainty as to whether there are no clear department objective, no wonder that there could be very little results achieved by the various Government departments in the recent past.

On the improvement of work performance after down sizing 27% (33) strongly disagreed that there have been improvements in work performance; 27% (33) disagreed, 17.2% (21), were neutral; 19.7% (24) agreed; while 9.8% (12) strongly agreed. From this

analysis, majority of the respondents disagreed that there have been improvements in work performance after downsizing. It can therefore safely be concluded that work performance has not improved in the Civil Service of Kenya despite the downsizing exercise.

The last issue to be investigated in the area of work planning process was on the commonness of role confusion after downsizing. Out of a total of 122 respondents, 9% (11) strongly agreed that following the layoff of civil servants role confusion is now common; 40%(39) agreed; 18.9% (23) were neutral, 25.4% (31) disagreed; while 14.8% (18) strongly disagreed. It can be conclude from this analysis that to some degree role confusion has been minimized after downsizing.

Overall results from the analysis above show that majority of the respondents disagree that work planning process has improved in the Civil Service of Kenya.

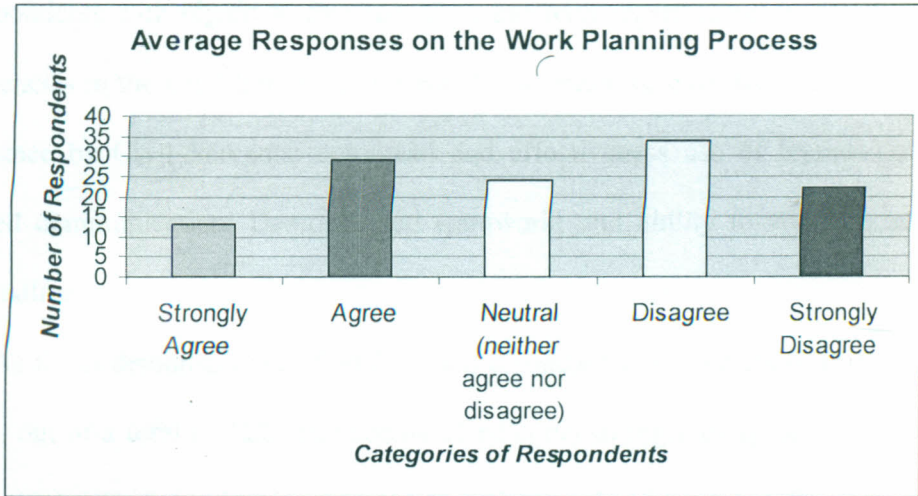
Table 7: Average Responses on the Work planning process.

Extent of agreement	Number of respondents	Percentage
Strongly agree	13	11%
Agree	29	24%
Neutral	24	20%
Disagree	34	27%
Strongly disagree	22	18%
TOTAL	122	100%

According to table above, ten percent (10%) of the respondents strongly agreed that work-planning process has improved, twenty four percent (24%) agreed that it has improved, twenty percent (20%) were neutral, twenty eight percent (28%) disagreed while eighteen percent (18%) strongly disagreed that the planning process has improved. From the analysis,

majority of the respondents disagreed that work- planning process has improved in the Civil Service.

The average response from the respondents on work planning process is best summarized and illustrated by the graph and the pie chart below.



Graph 2: Average Responses on Work Planning Process in the Civil Service

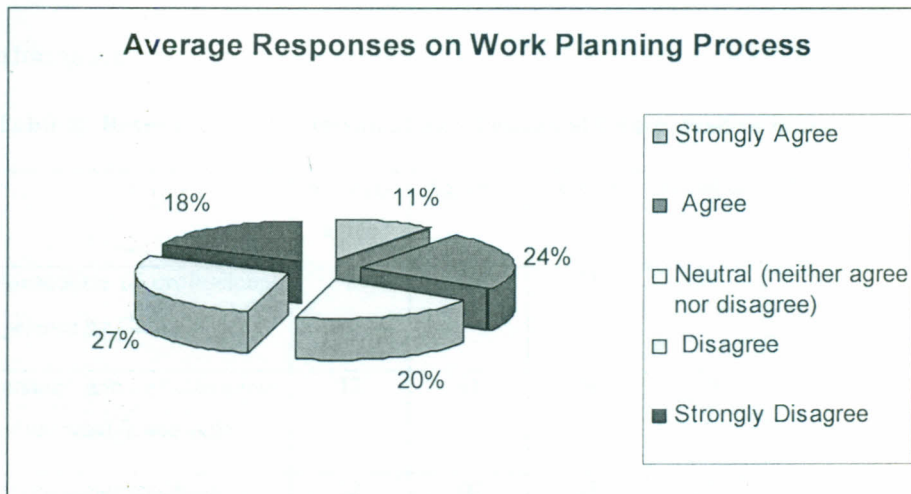


Chart 2: Average Responses on Work Planning Process in the Civil Service

4.2.3. Professional and Technical Competencies.

The role of professional and technical competencies is vital for performances improvement. For achievement of performance targets will, among other things, depend on possession of certain specific competencies. The research therefore focused on responses of the respondents with regard to five specific areas with regard to professional and technical competencies in the Civil Service of Kenya. These areas were demonstration of professional competence by Civil Servants; command and effectiveness use of knowledge and skills; improved communication; Demonstrated teamwork; and ability to work on schedule and meet deadlines.

As far as demonstration of professional competence is concerned, as shown in table 8 below, out of a total of 122 respondents 15.6% (19) strongly disagreed that civil servants now demonstrate professional competence such as pride in work, efficiency in meeting commitments, observing deadlines and achieving results; 25.4% (31) disagreed; 25.4% (31) were neutral; 27% (33) agreed; and 6.5% (8) strongly agreed. This shows that majority of the respondents disagreed that civil servants now demonstrate professional competence in work performance.

Table 8: Responses on Professional and Technical Competencies in the Civil Service

		Strongly agree	Agree	Neutral	Disagree	Strongly disagree	Total
1	Demonstration of professional competence by Civil Servants	8	33	31	31	19	122
2	Command and effectiveness use of knowledge and skills	12	44	29	22	15	122
3	Improved communication	12	40	33	21	16	122
4	Demonstrated teamwork	11	43	19	34	15	122
5	Ability to work on schedule and meet deadlines	13	38	37	22	12	122

Majority of the respondents seemed to disagree that Civil Servants now demonstrate professional and technical competencies. It is probable that the lack of competence is due to lack of training for the retained staff.

With regard to command and effectiveness use of knowledge and skills out of a total of 122 respondents 12.3% (15) strongly disagreed that, civil servants now have more command and effective use of technical and job related knowledge; 18% (22) disagreed; 23.8% (29) were neutral, 36.1% (44) agreed; while 9.8% (12) strongly agreed. As such it seems majority of the respondents agreed that Civil Servants have relevant qualifications for the posts. Those are the qualifications which enabled them to be appointed on those positions.

On the improvement of communication, 13.1% (16) out of total 122 respondents strongly disagreed that civil servants now have improved communication demonstrated through effective written and spoken communication; openness in sharing information and keeping people informed. However, 17.2% (21) disagreed; 27.1% (33) were neutral; 32.8% (40) agreed and 9.8% (12) strongly agreed. From this analysis majority of the respondents seem to agree that to some extent communication at the workplace in the Civil Service has improved after downsizing. Majority of the Civil servant can now freely discuss issues with work-mates

Concerning teamwork, 12.3%(15) out of a total of 122 respondents strongly disagreed that civil servants now demonstrate teamwork through working collaboratively to achieve organizational goals, building of consensus in performing tasks. About 27.9% (34) disagreed that civil servants have that ability; 15.6%(19) were neutral; 35.3% (43) agreed; and 9%(11) strongly agreed. Majority of the respondents agreed that teamwork spirit in the Civil Service has improved.

Concerning work schedule, 9.8% (12) out of 122 respondents strongly disagreed that civil servant have ability to work on schedule, meet deadlines and be at the right place at the

right time; 21.3% (26) disagreed; 30.3% (37) were neutral; 28.7% (35) agreed; while 10.6% (13) strongly agreed. From the findings, majority of the respondents agreed that civil servants have the ability to work on schedule and meet deadlines. The overall results as shown in the bar chart below is that majority of the respondents disagreed that professional and technical competencies have improved in the Civil Service.

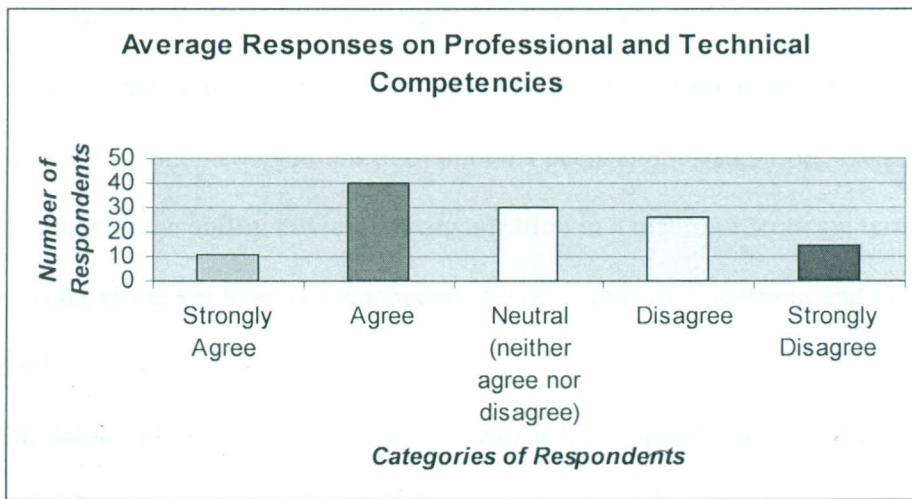
Table 9 below shows the average number of responses with regard to professional and technical competencies.

Table 9: Average Responses on Professional and technical competences

Extent of agreement	Number of respondents	Percentage
Strongly agreed	11	9%
Agreed	40	33%
Neutral	30	25%
Disagreed	26	21%
Strongly disagreed	15	12%
TOTAL	122	100%

As indicated in the table 9 below, 9% of the respondents strongly agreed that professional and technical competences have improved, 33% agreed, 25% were neutral, 21% disagreed, while 12% strongly disagreed that technical and professional competencies have improved. A bigger percentage of the respondents agreed that technical and professional competencies have improved.

The graph and chart bellows provided a graphic presentation of the extent to which the respondents feel there are professional and technical competencies.



Graph 3: Average Responses on Professional and Technical Competencies

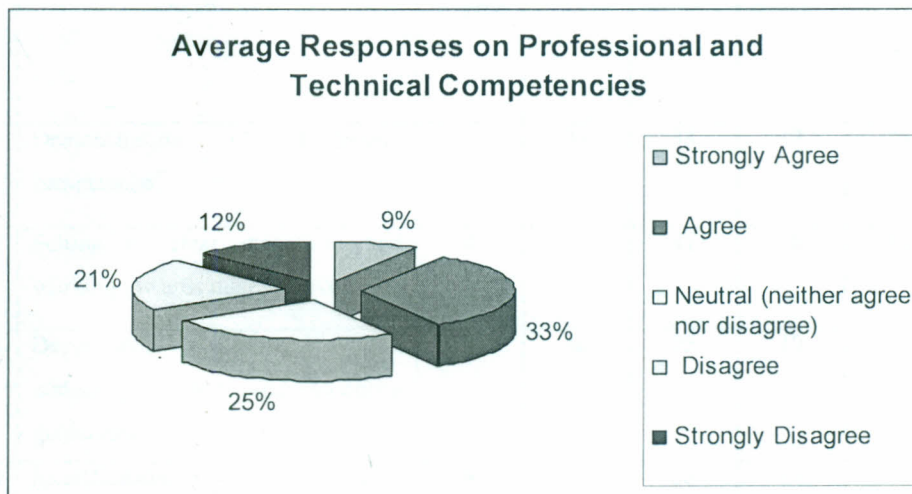


Chart 3: Average Responses on Professional and Technical Competencies

4.2.4. Managerial Competencies

Managerial skills are those skills that a manager has would serve to increase his managerial abilities. Included here are technical, human and conception skills. The amount of each of these skills varies as he climbs the managerial ladder. Technical skills are most important at the lower levels of management. They are concerned with the technical aspects of the job. Human skills possess a high degree of importance throughout all management

levels. They are concerned with the interpersonal relations to the manager and those with whom he comes into contact. They also refer to his ability to apply external motivation to his subordinates and to elicit cooperation from both his peers and his superiors. Conceptual skills are concerned with the ability to view the organization in a macro or strategic terms. They are most important at the top levels of management where long-term learning and broad thinking are required.

The table below shows the degree to which the respondents agreed that managerial competencies have improved in the Civil Service after downsizing.

Table 10: Managerial Competencies

		Strongly agree	Agree	Neutral	Disagree	Strongly disagree	Total
1	Demonstration of leadership competence	7	39	38	12	26	122
2	Setting of clear objectives and working towards their achievement	8	43	41	18	12	122
3	Departments working within budgetary, policy and authority guidelines	4	46	35	19	18	122
4	Identification of staff performance gaps and recommendation of appropriate training programme	8	35	26	25	28	122
5	Civil servants are more customer focused	13	53	27	13	16	122

From the above table, 21.3% (26) out of 122 respondents strongly disagreed that people in managerial positions such as a permanent secretaries, heads of department demonstrate leadership competence which include, having clear vision, empowering others to translate vision into results and being proactive in developing strategies to accomplish objectives, 9.8% (12) disagreed, 31.1%(38) were neutral 31.9% (39) agreed and 5.7% (7)

strongly agreed. It seems top level management is now approachable and their juniors could now discuss some issues with them.

With regard to setting of clear objectives and working towards their clear objectives, it is evident that 9.8%(12) respondents strongly disagreed that heads of departments set clear objectives and work towards their achievement, 14.7% (18) disagreed, 33.6% (41) were neutral, and 35.2% (43) agreed and 14.7% (18) strongly agreed. Many civil servants were not sure whether departmental heads set clear objectives, although a number think they did so.

Concerning the investigation as to whether departments were working within budgetary, policy and authority guidelines 14.7% (18) strongly disagreed that department work within budgetary, policy and authority guidelines, 15.6 (19) disagreed, 28.7 (35) were neutral, 37.7% (46)agreed and four 3.3%(4) strongly agreed.

According to the respondents with regard to the identification of staff performance gaps and recommendation of appropriate training programme, 23% (28) respondents strongly agreed that staff performance gaps are usually identified and appropriate training programme recommended, 20.05% (25) disagreed, 21.3% (26) were neutral, 28.7% (35) agreed and 6.5% (8) strongly agreed. It is evident that majority of the respondents disagreed that performance gaps were usually identified. This shows that training needs identification has not been taken seriously in the Civil Service.

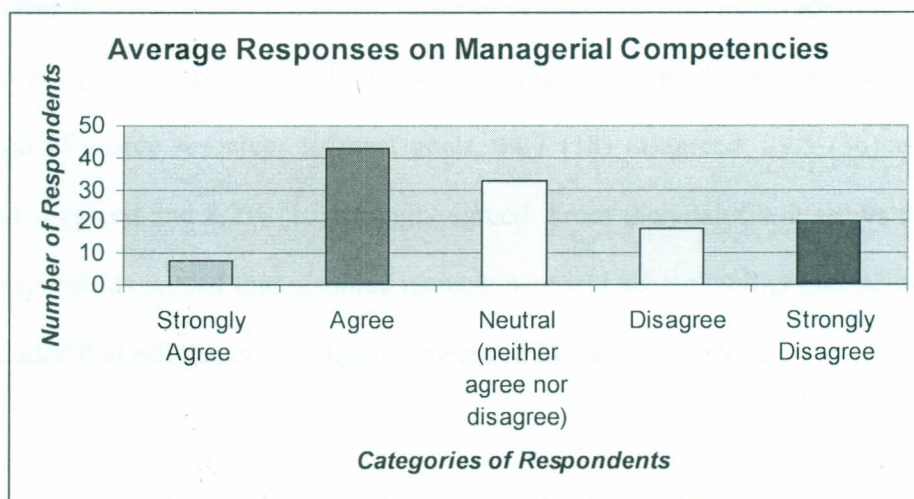
As for the investigation as to whether Civil Servants were more customer focused 13.1%(16) respondents strongly disagreed that civil servants are now more customers focused; 10.6% (13) disagreed, 22% (27) were neutral, 43.4% (53) agreed and 10.6% (13) strongly agreed. From the above data it is evident that according to the majority of the respondents civil servants are now more customer-focused. The bar chart below shows that majority of the respondents agreed that managerial competencies have improved in the Civil Service.

Table 12 below shows the degree to which the respondents agreed that managerial competences have improved in the Civil Service after downsizing.

Table 11: Managerial competences

Extent of agreement	Number of respondents	Percentage
Strongly agreed	8	7%
Agreed	43	35%
Neutral	33	27%
Disagreed	18	15%
Strongly disagreed	20	16%
TOTAL	122	100%

From the graph and the chart, 7% (8) of the respondents strongly agreed managerial competences have improved, 35% (43) agreed 27% (33) were neutral, 15% (18) disagreed, while 16% (20) strongly disagreed. A bigger percentage of the respondents agreed that managerial competences have improved after downsizing programme.



Graph 4: Average Responses on Managerial Competencies

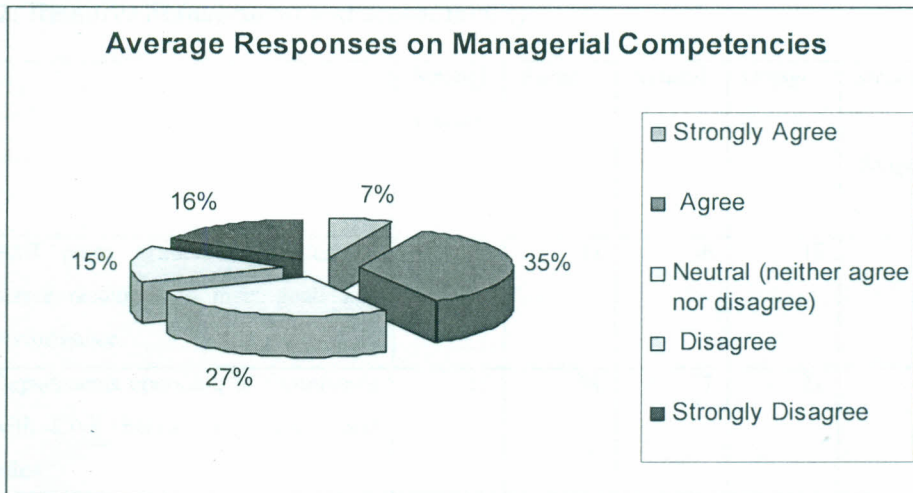


Chart 4: Average Responses on managerial Competencies

The Table below shows the degree to which the respondents agreed that resource management and accountability have improved in the Civil Service after downsizing.

4.2.5. Resource Management and Accountabilities

Here resource refers to human, material or financial resource. From the research (7), out of 5.7% (122) respondents, 12.3% (15) strongly disagreed that staff exercise prudent utilization of scarce resources to meet goals, 14.7 (18) disagreed, 29.5 (36) were neutral, 35.2% (43) agreed and 8.2% (10) strongly agreed. From the analysis, it seems that majority of the respondents agreed that resource management and accountability had improved. It can be concluded that efficiency had slightly improved in the Civil Service.

Table 12: Resource Management and accountability

		Strongly agree	Agree	Neutral	Disagree	Strongly disagree	Total
1	Staff plans prudent utilization of scarce resources to meet goals and performance.	10	43	36	18	15	122
2	Departments operating in compliance with Civil Service regulations and rules.	15	54	17	21	15	122
3	Work process in the Civil Service is organized efficiently to achieve quality results within targets.	10	38	42	20	12	122
4	Work in departments is accomplished within budgetary limits and guidelines.	8	43	38	25	10	122
5	Taking responsibility and honoring departmental commitments	21	57	16	12	16	122

On compliance with Civil Service regulations and rules, 12.3% (15) respondents strongly agreed that work in the Civil Service is well organized to achieve quality results within target, 17.2% (21) disagreed, 14% (17) were neutral, 44.3% (54) agreed and 12.3% (15) strongly agreed. This shows that, on average, civil servants keep the regulation and rules.

On budgetary limits, 8.2% (10) respondents strongly disagreed that work in the departments is accomplished within budgetary limits, 20.5% (25) disagreed, while 31.1% (38) were neutral, 35.2% (43) agreed and 6.5% (8) strongly agreed. Majority of the respondents agreed that work in departments is accomplished within budgetary limits. This might be an indication that on the whole many civil servants follow financial regulations.

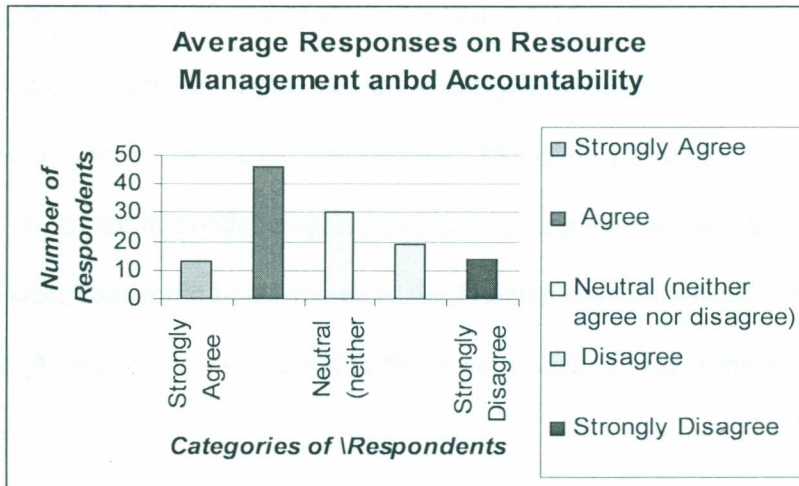
On taking responsibility, 13.1% (16) respondents strongly disagreed that Civil Servants take strong responsibility and honor commitments in the departments, 9.83% (12) disagreed 13.1% (16) were neutral, 46.7% (57) agreed and 17.2% (21) strongly agreed.

Majority of the respondents agreed that Civil Servants now take strong responsibility and honor commitments in the departments. From the bar chart below, majority of the respondents agree that resource management and accountability had improved.

Table 13: Average Responses on Resource Management and Accountability

Extent of agreement	Number of respondents	Percentage
Strongly agreed	13	11%
Agreed	46	37%
Neutral	30	25%
Disagreed	19	16%
Strongly Disagreed	14	11%
TOTAL	122	100%

According to Table 13 above, eleven percent 11% of the respondents, strongly agreed that resource management and accountability have improved, thirty eight percent 37% agreed, twenty four percent 25% were neutral, sixteen percent 16% disagreed, while eleven percent 11% strongly disagreed. Majority of the respondents agreed that management and accountability have improved after downsizing programme.



Graph 5: Average Responses on resource Management and Accountability

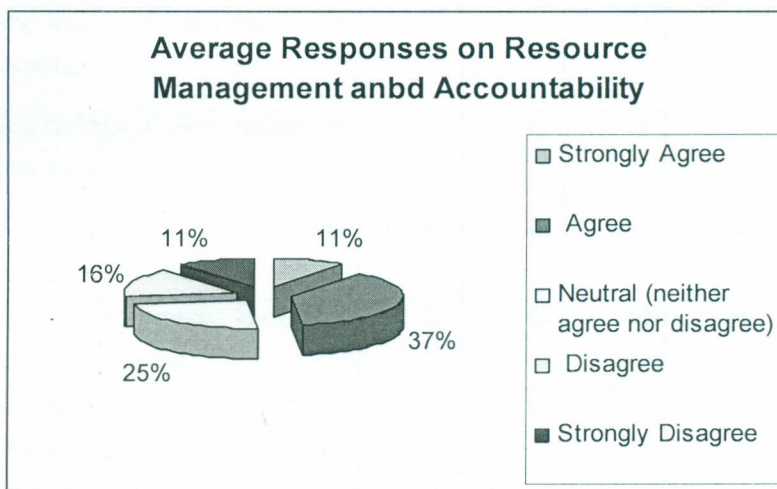


Chart 5: Average Responses on resource Management and Accountability

4.2.2 Working Conditions for Retained Civil Servants

Under working conditions for retained civil servants, the following areas were assessed: levels of stress, degree of job security, structuring and redesign of the Civil Service, levels of conflicts between employees and upper management, improvements in National Diversity and Gender balance, organization climate and job security.

From table 8 below, 14.7% (18) respondents strongly disagreed that downsizing caused high levels of stress among the serving employees, 10.06% (13) disagreed, another 10.06% (13) were neutral, 34.4% (42) agreed and 29.6% (36) strongly agreed. From the responses, majority of the respondents agreed that downsizing has caused high levels of stress in the Civil Service. This could be attributed to the fact that too much work is being handled by fewer people. Another possibility might be that there is lack of proper initiative.

Table 14: Working Conditions of Retained Civil Servants

		Strongly agree	Agree	Neutral	Disagree	Strongly disagree	Total
1	Causing high levels of stress in the Civil Service	36	42	13	13	18	122
2	Causing feelings of job insecurity in the Civil Service.	44	44	9	11	14	122
3	Necessity of proper restructuring and redesign of the Civil Service.	41	42	9	11	19	122
4	Causing conflict between employees and upper management.	29	40	19	20	14	122
5	Improvements in National Diversity and Gender balance in the Civil Service.	14	20	31	33	24	122

From the above table, 36% (44) respondents strongly agreed that downsizing has caused feelings of job insecurity in the Civil Service, another 36% (44) agreed, 4.7% (9) were neutral, 9% (11) disagreed, while 11.5% (14) strongly disagreed. From the responses majority of the respondents agreed that downsizing has caused feelings of job insecurity in the Civil Service. This could be due to lack of proper preparation and lack of out placement programme for retired civil servants.

With regard to the necessity of proper restructuring and redesign of Civil Service, 15.6% (19) respondents strongly disagreed that following the downsizing, proper restructuring and redesign of the Civil Service is necessary. 9% (11) disagreed, 7.3% (9) were neutral, 34.4% (42) agreed and 33.6% (41) strongly agreed. From the data, it is evident that majority of the respondents agreed that proper restructuring and redesign of the Civil Service is necessary after downsizing has caused conflicts between employees. This might facilitate placement of employees in the right position and function, which might eventually help in the improvement of work performance.

Concerning level of conflicts, 11.5% (14) respondents strongly disagreed that the layoff caused conflicts between employees and upper management, 16.4% (20) disagreed, 15.6% (19) were neutral, 32.8% (40) agreed and 23.8% (29) strongly agreed. Majority of the respondents agreed that downsizing conflicts between employees and upper management. This analysis shows that the relationship between lower cadre and upper management is not friendly. This might have been due to the way in which the programme was implemented.

On national diversity, 19.6% (24) respondents strongly disagreed that since the downsizing programme was implemented, are improvements for national diversity and gender balance in the Civil Service, 27% (33) disagreed, 25.4% (31) were neutral, 16.4% (20) agreed and 11.5% (14) strongly agreed. Majority disagreed that there are improvements for National Diversity and gender balance.

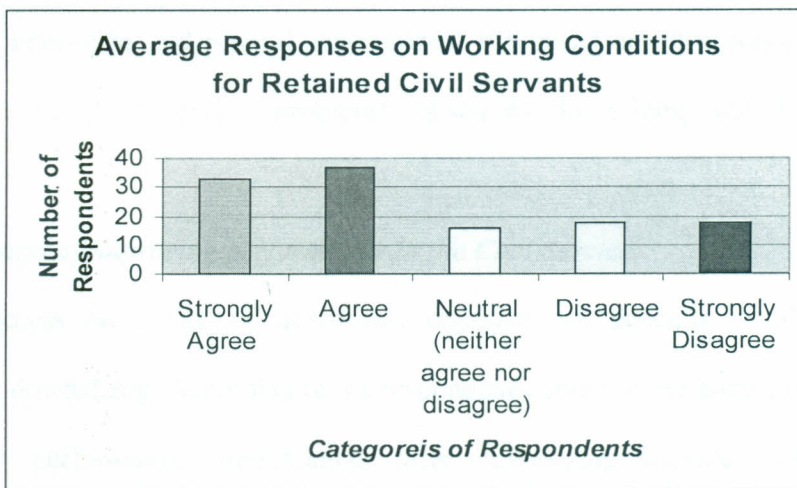
On the average as illustrated by the table, graph and chart below, majority of employees agreed that working conditions have not improved in the Civil Service.

According to table 14, twenty seven percent (27%), of the respondents, strongly agreed that working conditions for retained civil servants have improved, thirty percent (30%) agreed, thirteen percent (13%) were neutral, fifteen percent (15%) disagreed while another fifteen percent (15%) strongly disagreed. This shows that Majority of the respondents

agreed that working conditions for retained civil servants have improved the implementation of downsizing programme.

Table 15: Average Responses on Working Conditions for Retained Civil Servants

Extent of agreement	Number of respondents	Percentage
Strongly agreed	33	27%
Agreed	37	30%
Neutral	16	13%
Disagreed	18	15%
Strongly disagreed	18	15%
TOTAL	122	100%



Graph 6: Average Responses for working conditions for retained civil servants

The Table below shows the degree to which the respondents agreed that working conditions for retained civil servants have improved.

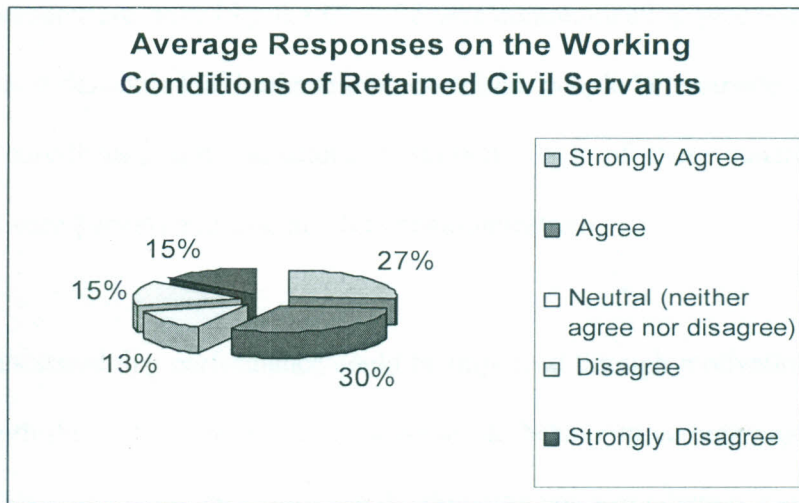


Chart 6: Average Responses for Working conditions for retained civil servants

4.3. Qualitative Analysis

This analysis covers responses received through open-ended questions in the questionnaires, interviews and general observations. It focused on other ways of improving performance in the Civil Service, problems caused by downsizing and the benefits of downsizing.

4.3.1 *Other ways of improving performance in the Civil Service.*

The success or failure of downsized organizations depends on the workforce remaining after downsizing. According to the respondents, some of the issues, which must be considered for performance improvement after downsizing include: communication, motivation, training, remuneration, promotions, job rotations and teamwork.

Communication

The respondents stated that one of the ways of improving performance in the Civil Service is through effective communication. This is because Civil Service as an organization is structured to work towards objectives. In this structure, managers, subordinates, peers, and

external environment, are linked by the Civil Service communication processes. Further, to reach objectives, it demands that leadership be exercised, people be motivated, decisions be made, efforts coordinated and operations controlled. Each of these functions involves interactions between persons and thus involves communication.

Motivation

The respondents stated that performance could be improved through motivation. Motivation is concerned with the factors that influence a person to behave in certain ways. Motivating other people is about getting them to move in the direction you want them to move in order to achieve a result. Some of the motivational factors put forward by respondents included achievement, recognition, work itself, responsibilities, working environment and good salary. People are motivated when they expect that a course of action is likely to lead to the attainment of a goal and valued reward that satisfies their needs.

Training

According to the respondents, training employees can also help improve performance in the Civil Service. Training is any activity designed to improve an individual's performance in a specific task. Without training employees can easily become deadwoods. Training is important because there are many changes taking place in the world. These changes include technological changes, changing systems and procedures, changes in customer needs, new regulations, changing market trends, environmental changes and competition. Demand driven training is required which will enhance productivity in the Civil Service.

Remuneration

Workers compensation affects productivity by influencing "choice of level of effort". If employees perceive themselves as being underpaid, then their commitment to full productivity at the workplace will be reduced. Where supervisory skills are limited and there is lack of modern management culture, employees will lower their level of work efforts when

faced with low and declining real pay. The respondents felt that one of the ways to improve performance in the Civil Service is to give attractive pay package. House allowance, medical allowance and other incentives should also be attractive. Equal pay for equal work done should be exercised. The pay enhancement is necessary for creating incentives needed for utilizing existing capacity more effectively and reducing corruption that is associated with low remuneration in the Civil Service.

Promotions/ job rotation/

According to the respondents, promotions should be linked to performance and results. Officers should not be left to stagnate on one job group for a long time. Job rotation should be encouraged to avoid monotony. Job rotation comprises the movement of employees from one task to another to reduce monotony by increasing variety.

Teamwork

Teamwork should be encouraged to improve performance in the Civil Service. This is because teams are the basic units of performance for most organizations. They meld together the skills, experience and insights of several people. According to the respondents, other ways of improving performance include, frequent meetings, explanation of rules, clear job schedules, setting of targets and continuous staff development.

4.3.2 Problems caused by Downsizing

According to the respondents, there are a number of problems associated with downsizing of the Civil Service. Detailed here below are some of the major problems put forward by the respondents.

Succession Management: Downsizing of the Civil Service was done without proper succession planning to ensure that as far as possible suitable employees are available to fill vacancies created by downsizing. Many vacancies remained unfilled for a long time thus affecting delivery of service. Many cadres are also understaffed as a result of downsizing.

Stress: Adjusting to the loss of workers and having to take new job assignments both increase the level of stress among the employees surviving downsizing. The respondents pointed out that high level of stress increases cases of accidents, absenteeism, health care cost, lower morale, apathy, burnout, and decrements in productivity, violation of rules and regulations.

Conflicts: According to the respondents, downsizing survivors experienced high degrees of conflicts with coworkers, upper management and other groups of employees. Conflicts also often exist between employees and upper management. Surviving employees often lose trust and often focus innovative behaviors on protecting themselves and distancing themselves from management. Since resources are also very scarce, interdepartmental competition for scarce resources sometimes results in less cooperation and passing of excess work to other departments.

Job insecurity: According to the respondents, another troublesome side effect of downsizing is increased job insecurity. Job insecurity sometimes leads to high anxiety, which decreases productivity; Increased turnover, which reduces workforce stability and resistance to change which decreases Civil Service's ability to adapt.

Other Problems: Other problems caused by downsizing are poor placement, exit of good workers, poverty, lack of trust, favoritism and lack of clear schedules of duties.

4.3.3 Benefits of Downsizing

According to respondents, downsizing has had some benefits to the Civil Service. The following are some of the benefits put forward by the respondents:

- (a). **Availability of tools/equipment:** Because there are fewer employee tools for work are now available unlike before when the Civil Service was too large.
- (b). **Opportunities for training:** More civil servants can now go for trainings. This

includes short courses, long courses, seminars and workshops.

- (c). **Increase in salaries:** There has been slight salary increase for all cadres in the Civil Service following the downsizing.
- (d). **Savings on personal employments:** The government has realized some savings on salaries and allowances. The number of ghost workers has been reduced tremendously if not eliminated.
- (e). **Eye opener:** Downsizing has served as an eye opener. Civil servants now know that they can lose their jobs within the twinkle of an eye, hence need for proper planning.
- (f). **Knowledge and skills** have been transferred to business world.
- (g). **Other benefits:** Overcrowding in offices has been reduced. The staff are now more committed to producing results. There is improvement in transparency and easy flow of information. There is proper utilization of resources, which is a saving to the government. Working environments have improved. Some offices have outsourced cleaning services while some are using casuals. Civil Servants can now work with less supervision and still keep time and achieve results.

4.3.4. Views on management of downsizing.

The respondents pointed out that people should be properly sensitized before downsizing exercise is done. Many civil servants did not know why the government had to downsize the Civil Service.

People should be taught on how to move forward after downsizing has been implemented.

Participatory management should be employed so that employees may feel that they are part of the change such as downsizing. Employee involvement should be exercised at all levels of the downsizing process.

CHAPTER FIVE

5.0. SUMMARY OF MAJOR FINDINGS, CONCLUSIONS AND RECOMMENDATIONS.

5.1. Summary of Major Findings.

The general objective of this study was to assess the effects of downsizing on the performance of Civil Service of Kenya. Specifically the study investigated the extent to which downsizing has affected efficiency and effectiveness in the Civil Service, the degree of performance in the service; the extent to which working conditions in the Civil Service have improved the problem caused by downsizing in the Civil Service, and the benefits of downsizing to the Civil Service.

This chapter provides an overview of the key findings of the study as analyzed in chapter four. Answers to research questions, conclusions and recommendations have also been drawn from the study and suggestions for further research have been made.

Significant facts about the effects of downsizing on Civil Service performance have emanated from this study. First, on the implementation of downsizing programme, the research found out that reducing the number of civil servants through retrenchment, voluntary early retirement and other measures was not necessary. Moreover, civil servants were not prepared for the exercise. The methods used in downsizing exercise were not adequate. These methods included voluntary early retirement which targeted good workers in job groups A to G. Another method was retrenchment, which civil servants were not well prepared for. Mandatory retirement on age grounds has also been mishandled in the Civil Service.

Dismissals are not accomplished in the dignified and professional manner.

Severance payments for the affected employees identified for retrenchment were not

adequate.

Most of the respondents said that they were not happy with the manner in which the exercise had been carried out. As such, it was found out that the implementation of the downsizing programme was poor.

Secondly, the research found out that downsizing was done without proper succession planning to ensure that as far as possible suitable employees are available to fill vacancies created by downsizing. As a result, there have been a lot of position gaps in the Civil Service thus, affecting service delivery. In addition some cadres are seriously understaffed.

Thirdly, the research found out that adjusting to the loss of co-workers and having to take on new job assignments both increased the level of stress on retained employees. In addition many respondents said that high level of stress has increased accidents in work place, absenteeism, health care costs, lower morale, apathy, burnout and has therefore reduced productivity. Some employees who were guarantors to the affected civil servants ended up offsetting the outstanding loan balance. Majority of the civil servants are now reluctant to be guarantors to fellow work-mates.

Fourthly, many respondents said that downsizing survivors often experience high degree of conflicts with coworkers, upper management and other groups of employees. Surviving employees often lose trust and as such focus innovative behaviour protecting and distancing themselves from management. Since resources are also scarce, interdepartmental competitions sometimes occur.

Lastly, downsizing has caused a feeling of job insecurity among the employees. This sometimes leads to high anxiety, which decreases productivity.

The research also found out that there were some benefits associated with the downsizing of Civil Service. These included availability of tools and equipment because there are fewer employees, opportunities for trainings, improvements in salaries, and savings on personal

emoluments. The number of ghost workers has also reduced tremendously if not eliminated.

Downsizing has served as an eye opener. Civil servants now know that they can lose their jobs within the twinkling of an eye. Overcrowding has been reduced. There has been a bit of transparency and proper utilization of resources, which is a saving to the government. Working environment has improved. Some offices have outsourced cleaning services while some are using casuals. Civil servants can now work with less supervision.

Despite the few benefits that have been realized as a result of downsizing, many respondents said that in general work performance has not improved in the Civil Service. A fairly good number of the respondents said that there was increased workload on the remaining employees many of whom were less qualified. This is because downsizing has created an environment in which work to be done remains the same while the number of the people available to accomplish the work shrinks. It is associated with remaining less, creating critical shortages of time, talent and commitment.

5.2. Answers to Research Questions.

From this study, there were six research questions to be answered. These questions covered the extent to which downsizing has improved performance in the Civil Service, the effects of downsizing on efficiency and effectiveness, the benefits of downsizing to the Civil Service, the extent to which working conditions have improved in the Civil Service, and lastly other factors that can improve performance in the Civil Service.

The extent to which downsizing has improved the performance of the employees has been established and explained here below.

Downsizing of the Civil Service has had more negative consequences than positive consequences. This is because in the responses, majority disagreed that downsizing has had positive consequences, quite a number of the respondents agreed, while a few were neutral.

On work performance, majority of the respondents disagreed that there have been improvements in work performance after downsizing. A few agreed that there have been improvements in work performance while very few were neutral. According to respondents, downsizing has created a feeling of work insecurity, heavy workloads and even conflicts in the Civil Service.

On performance gaps majority of the respondents disagreed that staff performance gaps are usually identified and appropriate training programmes recommended, while a few agreed that training gaps are usually identified, and appropriate training programme recommended while very few were neutral. This shows that most of the trainings in the Civil Service supply driven and therefore do not address the needs of Civil Service.

On team work, majority of the respondents agreed that Civil Service now demonstrate teamwork through working collaboratively to achieve organizational goals, and building consensus in performing tasks, a good number disagreed while very few were neutral. This reflects some improvements in teamwork.

Concerning ability to work on schedules, majority of the respondents agreed that civil servants have ability to work on schedule, meet deadlines and be at the right place at the right time, a few were neutral while very few disagreed. This explains that majority of the civil servants have ability to work on schedules.

On being customer focused, majority of the respondents agreed that Civil Servants are now more customer focused, a few were neutral while very few disagreed. From this research, civil servants are now more customer focused than before.

Secondly, on efficiency of the Civil Service, majority of the respondents agreed that work in the Civil Service is now organized efficiently to achieve quality results within targets, quite a number were neutral, while very few disagreed. Although majority of the respondents agreed that there is improvement in efficiency and a few disagreed, quite a big

number remain neutral. It is therefore not clear whether efficiency has improved in the Civil Service or not.

On utilization of resources, majority of the respondents agreed that there is now prudent utilization of scarce resources to meet goals, a few were neutral while very few disagreed. From the responses to some extent, civil servants have improved on utilization of resources.

Thirdly, on effectiveness, majority of the respondents disagreed that civil servants now have work target and meet these targets, quite a number agreed while very few were neutral. From the responses most departments do not meet their targets;

Concerning objectives, majority of the respondents disagreed that civil servants have clear departmental objectives, quite a number of the respondents agreed while a few were neutral. This reflects that many Civil Service departments do not have clear objectives.

Fourthly, from this research retained civil servants have not benefited much from the downsizing. Majority of the respondents disagreed that downsizing was necessary, a few agreed that it was necessary while very few were neutral. In addition, majority of the respondents disagreed that downsizing has had positive consequences, a few were neutral while very few agreed. On incentives majority of the respondents disagreed that the incentives put in place for civil servants are adequate, and very few agreed. This reflects that the retained employees have not benefited much from downsizing.

Fifthly, working conditions have not improved. From this research, majority of the respondents disagreed that conditions have improved.

Lastly, respondents pointed out that other factors that could help in improving performance in the Civil Service. These factors include clear job descriptions, work targets, clear objectives and clear roles.

On job descriptions, majority of the respondents disagreed that after downsizing there

are now clear job descriptions, a few agreed while very few were neutral. This reflects that job descriptions are still not clear in the Civil Service.

5.3. Conclusions

Choosing the correct method or design to handle downsizing is very important. The Civil Service like other organizations should tailor downsizing strategies to the number and type of employees being eliminated.

Downsizing of the Civil Service has been a difficult task to the government. The exercise is not only expensive but the retained employees are still expected to do the existing work with the fewer people.

From the research findings, it seems that the government focused on cost cutting and improvement of Civil Service performance by reducing the number of employees rather than other work processes. The implementation of the downsizing programme had a lot of weaknesses as was discovered from the findings. There was no proper sensitization. Consequently, the employees were not well prepared for the programme.

The retrenchment method had a number of negative consequences on both retained and affected employees. This is because it was involuntary and those who did not expect to leave the service ended up being victims.

The retained employees were expecting a lot of improvements in terms of remuneration and other incentives. According to many respondents, downsizing only benefited employees in job group **P** and above. Other officers in job group 'N' and below have not benefited much.

On work planning process, there are still no clear job descriptions for some cadres in the Civil Service. A thorough job analysis has not been conducted for the Civil Service so as to come up with clear job descriptions, which match current trends taking into consideration

the changes in technology.

In most departments, the objectives are not well articulated to the employees and as such role confusions are common. These have negative consequences on Civil Service performance.

On professional and technical competencies, this research established that civil servants have not demonstrated professional competence, pride in work, observing deadlines and achieving results to the maximum. However, it was established that, to some extent, civil servants now demonstrate teamwork through working collaboratively to achieve departmental goals and building consensus in performing tasks. In addition, civil servants now have ability to work on schedules, meet deadlines and be at the right place at the right time. These have not been utilized effectively for the benefit of the Civil Service.

From this research, it was found out that training needs analysis is still not taken seriously so as to come up with demand driven training programmes. Many respondents said that performance gaps are not usually identified for appropriate training programmes to be mounted.

According to this research, resource management and accountability has improved. Employees now plan prudent utilization of scarce resources to meet goals. Work performance targets in most departments are now accomplished within budgetary limits and guidelines.

However, from this research it was further established that downsizing has caused high levels of stress among the surviving employees. A lot of work has to be accomplished with very few people.

Secondly, downsizing created feelings of job insecurity in the Civil Service. Proper restructuring and redesign of the Civil Service has not been done. This has resulted in conflicts among employees and between employees and management.

Thirdly, proper evaluation process was not put in place during the downsizing process to ensure that the right number of people is laid off and that essential employees are retained.

From the aforementioned, it can be concluded that downsizing has not improved performance in the Civil Service as such. However, some improvements realized might have been due to other factors. Functions such as compensation, job analysis, workgroup analysis, human resource planning, staff appraisal system and staff procedures have not been properly revised.

5.4. Recommendations

Downsizing involves reductions in an organization workforce. Downsizing of the Civil Service of Kenya implies that the same functions are performed by fewer people than before. From this study, it has been established that downsizing has far reaching effects on Civil Service performance. This section gives recommendation on downsizing of the Civil Service.

5.4.1. Implementation of downsizing programme:

The employees should be properly sensitized before any change affecting them like downsizing is effected. Downsizing should be gradual to enable people to be properly prepared. Workers should be given advance notice before any layoffs. People should also be taught on how to move forward after the change has been implemented. Workers should be given enough time to begin their job search. This policy is not only ethically sound but also can be required by law.

Employee involvement should be encouraged. This entails involving employees in problem solving and decision-making. Employees need to be empowered so that they feel

like counterparts and not victims. Unfair layoff criteria should also be avoided.

5.4.2. Consider Alternatives

Before embarking on downsizing, the government should consider alternatives. These may include flexi-times, outsourcing of services, transfer of employees to shift unneeded employees to areas with a need for staff. In outsourcing of services, consideration should be given to employees affected by downsizing. Retraining that would effectively readjust the available workforce skill to match Civil Service needs should be encouraged. Multi-skilling should be encouraged to enable employees perform variety of tasks. There should be strict enforcement of hiring freeze. Discussions with the affected employees for possible alternatives should be encouraged.

Before downsizing, employees should identify departmental goals and objectives for downsizing and determine how the downsizing method selected will help in achieving the set objectives. This will assist the government to link the method to the objectives, thus avoiding the consideration to retire those who will be needed in future.

5.4.3. Service delivery

It is recommended that consideration should be done on how service delivery will be maintained and improved with fewer employees. The government should not get rid of people unless it has been considered how work will be managed without them.

Employees may be given a choice either to accept a demotion or to be fixed with severance pay. Adjustment to new positions should be accomplished through group meetings for those demoted and their new supervisors. These meetings seek to emphasize choice, involvement, commitment and ownership.

5.4.4. Outplacement of affected employees

The government should consider outplacement of terminated employees. This design minimizes unemployment following termination by providing employees with job listings, career consultancy, help in resume preparation and allowance for job search travel.

5.4.5. Work planning process

Human resource planning should be a continuous process in the Civil Service. This is the process of ensuring that the human resource requirements of the Civil Service are identified and plans are made for satisfying those requirements.

Management succession planning should be taken seriously in the Civil Service. The aim is to ensure that, as far as possible, suitable employees are available to fill vacancies created by promotion, retirement, death or transfer and to ensure that there are no gaps.

Downsizing process should be cost effective. Before downsizing, the government should ensure that the actions planned to maintain productivity and service levels do not cost more than the savings generated by reducing the workforce.

5.4.6. Professional and technical competences

It is recommended that job analysis should be conducted in the entire Civil Service. Job analysis is the process of collecting, analyzing and setting out information about the content of jobs in order to provide the basis for job description and data for recruitment, training, job evaluation and performance management. The information will also help in carrying out training needs analysis in order to conduct training programme, which will address professional and technical competencies of the employees.

5.4.7 Evaluation of Downsizing.

Evaluation should be an integral part of the downsizing process in case there is any side effect, which needs to be rectified in good time. Proper evaluation will also assist to ensure that the right number of employees is laid off and that essential employees are retained.

5.4.8. Human Resource Management Policies.

Human Resource Management Policies should aim at high motivation and commitment including communication programmes and participation in decision- making. Communication of corporate plans to all employees is essential and should therefore be taken seriously.

5.5. Suggestions for Further Study.

This research covered only the effects of downsizing on organizational performance by taking a case of Kenya Civil Service. As such, there is need for more research and be carried out in the following areas:

- (b) How the Kenyan Civil Service is coping with the effects of downsizing.
- (c) Effects of downsizing on Non-Governmental Organizations.
- (d) Causes of downsizing.
- (e) Rightsizing of the Kenya Civil Service.

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APPENDICES:

Appendix 1: Government Ministries and Department

1. Office of the President. Provincial Administration and Internal Security.
2. Ministry of State for Public Service.
3. Office of the Vice President and Ministry of Home Affairs.
4. Office of the Vice President and Ministry of State for Youth Affairs.
5. Ministry of East Africa and Regional Co-operation.
6. Ministry of National Heritage
7. Ministry of Finance.
8. Ministry of Planning and National Development.
9. Ministry of Regional Development Authorities.
10. Ministry of Gender, Sports, Culture and Social Services.
11. Ministry of Trade and Industry.
12. Ministry of Foreign Affairs.
13. Ministry of Livestock and Fisheries Development.
14. Ministry of Education.
15. Ministry of Science and Technology.
16. Ministry of Labour and Human Resource Development.
17. Ministry of Local Government.
18. Ministry of Energy.
19. Ministry of Environment and Natural Resources.
20. Ministry of State for Defence.
21. Ministry of State for Special Programmes
22. Ministry of Agriculture.

23. Ministry of Tourism and Wildlife.
24. Ministry of Lands
25. Ministry of Housing.
26. Ministry of Roads and Public Works.
27. Ministry of Justice and Constitutional Affairs.
28. Ministry of Co-operative Development and Marketing.
29. Ministry of Water and Irrigation.
30. Ministry of Health.
31. Ministry of Information and Communications.
32. Ministry of Transport.
33. Ministry of State for Immigration and Registration of Persons.

Appendix 2: Time Plan for Research Proposal and Report

The time plan for this study is detailed here below:

Period / Activity	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov
Choosing the Research Problem								
Research Pre-study								
Formulation of Research Topic and Writing Research Proposal								
Revising, Typing and Submission of Research Proposal								
Collection of Data								
Analysis and interpretation of data								
Report Writing under Supervisor's Guidance (First Draft)								
Report Writing under Supervisor's Guidance (Revising First Draft)								
Submission of Final Draft								

Appendix 3: Budget

ITEMS	AMOUNT (KShs.)
1. Consumable Items <ul style="list-style-type: none"> • Stationary • Typing Ribbons • Computer disks 	10,000.00 6,000.00 4,000.00
2. Durable Items <ul style="list-style-type: none"> • Books 	2,000.00
3. Traveling <ul style="list-style-type: none"> • Expenditure on traveling within Nairobi 	10,000.00
4. Subsistence <ul style="list-style-type: none"> • Meal Allowance 	10,000.00
5. Research Assistants <ul style="list-style-type: none"> • Wages/Honiara paid to the research assistants 	40,000.00
6. Secretarial expenses for research Typist <ul style="list-style-type: none"> • For the preparation of research proposal and report binding, research instruments and final binding 	5,000.00
7. Other unspecified items	6,000.00
8. TOTAL	100,000.00

Appendix 4: Questionnaire

Effects of Downsizing on Performance of Civil Servants in Kenya

This questionnaire is designed to assess effects of downsizing on the performance in the Civil Service. Downsizing is the reduction of the number of employees in an organization in order to get the right number. Because you are the one who can give us a correct picture of how you experience your work, I request you to respond to the questions frankly and honestly. The information provided will be kept strictly confidential.

Using the scale below, please indicate the extent to which you agree with each statement that follows as they relate to the performance of Civil Service in Kenya, by ticking the number that best represents your feeling regarding the performance of Civil Service.

- ❶ Strongly Disagree
- ❷ Disagree
- ❸ Neutral (neither agree nor disagree)
- ❹ Agree
- ❺ Strongly agree

Implementation of Down sizing Programme	1.	Reducing the number of civil servants through retrenchment, Voluntary Early Retirement, and other measures was necessary.	❶	❷	❸	❹	❺
	2.	Civil servants were well prepared for the retrenchment exercise	❶	❷	❸	❹	❺
	3.	The reduction in number of the civil servants has had positive consequences.	❶	❷	❸	❹	❺
	4.	The methods used in the downsizing exercise were adequate	❶	❷	❸	❹	❺
	5.	The incentives put in place for civil servants after the retrenchment and Voluntary Early Retirement are adequate for your work performance	❶	❷	❸	❹	❺
Work Planning process	1.	After the downsizing there are now clear job descriptions for the positions	❶	❷	❸	❹	❺
	2.	Civil servants now have work target and meet these targets	❶	❷	❸	❹	❺

	3.	The objectives of our department are now well articulated and are clear to me.	1	2	3	4	5
	4.	There have been improvements in work performance after the retrenchment and Voluntary Early Retirement Scheme.	1	2	3	4	5
	5.	Following layoff of the Civil Servants due to down sizing role, confusion is now common.	1	2	3	4	5
Professional and technical competencies	1.	Civil servants now demonstrate professional competence (e.g. pride in work, efficiency in meeting commitment, observing deadlines, and achieving results)	1	2	3	4	5
	2.	Civil servants now have more command and effective use of technical and job related knowledge and skills	1	2	3	4	5
	3.	Civil servants now have improved communication demonstrated through effective written and spoken communication; openness in sharing information and keep people informed.	1	2	3	4	5
	4.	Civil servants now demonstrate teamwork through working collaboratively to achieve organizational goals; building of consensus in performing tasks	1	2	3	4	5
	5.	Civil servants have ability to work on schedule, meet deadlines and be at the right place at the right time.	1	2	3	4	5

Managerial Competencies	1.	People in managerial positions such as Permanent secretaries, heads of departments demonstrate leadership competence (e.g. having clear vision, empowers others to translate visions into results; proactive in developing strategies to accomplish objectives)	1	2	3	4	5
	2.	Heads of departments set clear objectives and work towards their achievement	1	2	3	4	5
	3.	Departments work within budgetary, policy and authority guidelines	1	2	3	4	5
	4.	Staff performance gaps are usually identified and appropriate training programme recommended.	1	2	3	4	5
	5.	Civil servants are now more customer focused.	1	2	3	4	5
Resource Management and accountability	1.	Staff plans prudent utilization of scarce resources to meet goals and performance.	1	2	3	4	5
	2.	Departments operate in compliance with Civil Service regulations and rules.	1	2	3	4	5
	3.	Work process in Civil Service is organized efficiently to achieve quality results within target.	1	2	3	4	5
	4.	Work in our department is accomplished within budgetary limits and guideline.	1	2	3	4	5
	5.	We take responsibility and honour commitments in our department.	1	2	3	4	5
Working conditions for retained Civil	1.	Retrenchment caused high levels of stress among the serving employees.	1	2	3	4	5

Servants.								
	2.	Downsizing created feelings of job insecurity in the Civil Service.	1	2	3	4	5	
	3.	Proper restructuring and redesign of the Civil Service is necessary following the downsizing.	1	2	3	4	5	
	4.	The layoff caused conflict between employees and upper management	1	2	3	4	5	
	5.	Since the retrenchment exercise was introduced there is now improvement for National Diversify/Gender balance in the Civil Service	1	2	3	4	5	

1. In what other ways do you think performance can be improved in the Civil Service after downsizing?

.....

2. In your opinion, what are some of the problems caused by downsizing in the Civil Service?

.....

3. In your opinion, what are some of the benefits of downsizing in the Civil Service?

.....

4. Please make any additional comments in the space provided on how to manage change in the Civil Service in future.

.....

I sincerely appreciate your time and cooperation. Please check to make sure you have not skipped any questions inadvertently.

Appendix 5: Structured Interviews

Effects of Downsizing on Performance of Civil Servants in Kenya

Implementation of Downsizing Programme

1. In your opinion, was it necessary to reduce the number of civil servants through retrenchment, Voluntary Early Retirement, and other measures? What criterion was used to downsize the employees?
2. Were the Civil servants well prepared for the downsizing exercise? What were reasons given to them?
3. What are some of the consequences (positive and negative) of the reduction in number of the civil servants?
4. What were the methods used in downsizing? How appropriate were the methods used in the downsizing exercise?
5. What were the incentives put in place for civil servants after the retrenchment and Voluntary Early Retirement and were they adequate to motivate you to improve your work performance?

Work planning process

1. How clear are the job descriptions in the Civil Service after the downsizing has been done?
2. Are there work targets in the Civil Service and how are they being met?
3. The objectives of our department are now well articulated and are clear to me?
4. What are the areas in which there have been improvements in work performance after the retrenchment and Voluntary Early Retirement Scheme?
5. What are some of the most common problems you are facing following layoff of the Civil Servants due to down sizing?

Professional and technical competencies

1. In what ways have the Civil servants demonstrated professional competence (e.g. pride in work, efficiency in meeting commitment, observing deadlines, and achieving results)?
2. How effectively have the Civil servants used their technical and job related knowledge and skills to improve performance in Civil Service?
3. In What ways have communications improved in the Civil Service (effective written and spoken communication; openness in sharing information and keep people informed)?
4. In What ways have teamwork improved in the Civil Service (i.e. working collaboratively to achieve organizational goals; building of consensus in performing tasks)?
5. How has have ability to work on schedule, meet deadlines and be at the right place at the right time improved in the Civil Service?

Managerial Competencies

1. In what areas have you demonstrated leadership competence (e.g. having clear vision, empowers others to translate visions into results; proactive in developing strategies to accomplish objectives) in the Civil Service?
2. What are some of your objectives and how do you work towards their achievement?
3. In what areas do you work within budgetary, policy and authority guidelines
4. How are performance gaps usually identified and what mechanisms are used to recommend appropriate training programmes?
5. In what ways have civil servants demonstrated that they are customer focused?

Resource Management and accountability

1. In what ways are the staff plans prudent in the utilization of scarce resources to meet goals and performance?
2. In what ways do Departments operate in compliance with Civil Service regulations and rules?
3. How is Work process in the Civil Service organized to achieve quality results within target?
4. What problems do you have in accomplishing work in your department with in budgetary limits and guideline?
5. How do you responsibility for your work and honour commitments in our department?

Working conditions for retained Civil Servants.

1. In what areas and ways has retrenchment caused high levels of stress among the serving employees in your department?
2. What are some of the feelings of job insecurity in the Civil Service created by downsizing?
3. What areas need restructuring and redesign of the Civil Service following the downsizing?
4. How has the layoff caused conflict between employees and upper management?
5. In what areas have there been improvements in National Diversity/Gender balance in the Civil Service since the retrenchment exercise was introduced?

Additional Comment

In what other ways do you think performance can be improved in the Civil Service
Please make any additional comments in the space provided on how to manage change in the Civil Service.

.....

Appendix 6: Letter of Introduction

Kenyatta University,
School of Business,
Department of Business Administration,
P. O. Box 43844,
NAIROBI.
2nd August, 2006

Dear Participant,

This questionnaire is designed to study the effects of downsizing on the Civil Service of Kenya. The specific objectives of this study are to find out the extent to which the reduction in number of civil servants has affected the efficiency and effectiveness of the Civil Service, to assess the degree of performance in the Civil Service, to find out to the extent to which the working conditions in the Civil Service have improved to find out the problems caused by downsizing and Lastly, to find out the benefits of downsizing to the Civil Service.

The study is purely academic and your response will be kept strictly confidential. I therefore request you to respond to the questions frankly and honestly.

Yours sincerely,
Grace A. Omolo
RESEARCHER