STAKEHOLDERS' INVOLVEMENT IN THE STRATEGIC CHANGE MANAGEMENT PROCESS IN PUBLIC ORGANISATIONS: THE CASE OF PARLIAMENTARY SERVICE COMMISSION

By

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DECLARATION

This management project is my own original work and has not been presented for a degree in any other University.

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DEDICATION

To my wife, Kethi, children; Kitili, Katheu and Katende whom I am inspiring through this work.
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ABSTRACT

Strategy arises out of the need for the organisations to position themselves to exploit opportunities and deal with threats in the environment. The environment has become so dynamic forcing organisations both private and government to undertake strategic defence and business approaches that can overcome adversity and achieve successful performance despite the unforeseeable events, potent competition, rash, delays or cost surprises.

The public sector that seemed immune from environmental dynamics has not been spared. Political, economic, social and technological changes do impose constraints on resources and competencies available. However, the strategic management must incorporate all the stakeholders for the success of the strategy. Johnson and Scholes (2001) argue that stakeholders influence the scope and the direction of the strategy. Stakeholders are organisation claimants that is they depend on the organisation for the realisation of their goals and the organisation in turn depends on stakeholders for the full realisation of its mission.

Since the 1970s, Parliamentarians had been lobbying for an autonomous and independent National Assembly. The Vision embedded in those efforts was a perception that their functions and roles in the house would be served best by a body whose management comprises of sitting Members. This body should be constitutional and answerable to Parliament. The reasoning behind this was that Members wanted an efficient and
effective Parliament. This dream was realised in 1999 with the creation of the Parliamentary Service Commission through an amendment to the Constitution of Kenya. This study sought to establish how change management was carried out by the Parliamentary Service Commission and how stakeholders were involved in the process.
1.1 Background

1.1.1 Strategy

Currently, organisations are experiencing unexpected challenges from both the internal and external environment. Managers are having a major task of assuring the continued existence of organisations. They have to undertake strategic defence and business approach that can overcome adversity and achieve successful performance despite the unforeseeable events, potent competition, rash of delays or cost surprises. Henceforth managers have crafted strategies as a management tool to run organisations efficiently and effectively. A strategy is the game plan that managers use to stake out a market position, conduct its operation, attract customers, compete successfully and achieve organisational objectives. Managers use strategy as a prescription for doing business, as a road map to competitive advantage and as a game plan for pleasing customers or achieving good performance.

Ansoff and McDonnel (1990), says strategy is a set of decision-making rules for guidance of organisational behaviour. These rules include objective and goals of organisation, business strategy, organisational concept and operating policies.

Glueck & Jauch (1984) views strategy as a unified, comprehensive and integrated plan that relates the strategic advantage of the firm to the challenges of the environment and that is designed to ensure that the basic objectives of the enterprises are achieved through proper execution by the organisation. Thus strategy is
consistent, unifying and integrative for the whole organisation. It is a company’s response to the external environment.

Chaffee (1995) viewed strategy as an organisation’s attraction of individual in a social contract or collection of co-operative agreements. Strategy here is seen as a guideline that helps, enhances or elicits corporation from various stakeholders of a company. Such corporative is essential for achieving company success.

Mintzberg (1997), views strategy as a plan, a ploy, a pattern, a position and perspective. As a plan, strategy specifies a consciously intended course of action of a company. The strategy is designed in advance of actions and is developed purposely. As a ploy strategy is seen as a manoeuvre intended to outwit a competitor. As a pattern, strategy is seen as consistency in behaviour. As a position strategy is a means of locating an organisation in its environment.

Drucker (1954), says strategy defines the business of a company while Chandler (19962) considered strategy as a mean of establishing the purpose of a company by specifying its long-term goals and objectives, action plans and resource allocation pattern to achieve the set goals and objectives.

Johnson & Scholes (2000) strategy determines the direction and scope of an organisation over the long term, to achieve advantage for the organisation through its configuration of resources within a changing environment and to fulfil stakeholder’s expectation. The processes of strategy application in an organisation bring out a change process.
1.1.2 Strategic Change

Burnes (2000) says organisations, whether private or public operate in a dynamic and unpredictable environment. Johnson & Scholes (2000), as a result organisations in changing environment craft strategies for them to survive and to remain relevant. This dictates a change in an organisation's status quo.

Change is an ever-present feature of organisations life though many would argue that the pace and magnitude of change has increased significantly in recent years. The British institute of management which regularly carries out survey of its members has certainly found this to be true. Coulson & Coe (1991) reported that 90 per cent of organisations in its survey were becoming slimmer and flatter.

A similar picture emerged from a study carried out around the same time by the University of Manchester Institute of Science and Technology; the result revealed that 51 per cent of respondent organisations were experiencing major transformation. Burnes (2000) the Industrial Society survey showed that some 94 percent of respondent organisations were going, or had gone through some form of culture change in 1990's

Blunt (1992) notes that change is associated with uncertainty, and frequently involves complexity, confusion, disturbance and turbulence. This is often worse by the failure of management to articulate a clear vision of the proposed change and its intended outcomes.
Scholars have established different models for leading change successfully. These models, if properly applied they argue, should see change managed successfully. However, even with these approaches and models to change management, change programmes still report dismal performance. For instance Crosby (1779) claimed that over 90 per cent of the Total Quality Management (TQM) initiative by Americans organisations failed. TQM in a simplified form is an organisation-wide effort to improve quality through changes in structures, practices, systems and above all attitude.

Burnes (2000) further argues that one of the reasons why successful change is such an elusive creature may be because there's a great deal of disputes about how often and to what degree organisations need to change.

Blunt (1992) argues that organisational change in Africa countries has been misconstrued, to mean more-and bigger- bureaucrats, more ministers, more departments, more parastatals corporations, more bureaucrats, more clerks, more office blocks, more procedures, more forms, more control mechanisms: more and more of the organisation structures, practices which are now seen to retard change and development.

1.1.3 Stakeholders Management

Organisations must pay regard to stakeholders and they should be given priority and major consideration decision making process. Scholes and Scholes (2001) argue that stakeholders influence the scope and direction of the strategy. Freeman (1984) defines
stakeholders as any group or individual who can affect, or is affected by, the performance of the organisation. While Mockler (1994) define stakeholders as anyone whose action can affect an organisation or who is affected by the organisation. Due to mutual interactions each stakeholders has a stake in what the organisation does and vice versa. Stakeholders are organisations claimants, that is, they depend on the organisation for the realisation of some of their goals and the organisation in turn depends on stakeholders for the full realisation of its mission. Each stakeholder advocates for any strategy that furthers its goals.

Strategic management involves understanding the strategic position of the organisation, strategic choices for the future and turning strategy into action. While strategic position is concerned with the impact on strategy of the external environment, internal resources and competences, and the expectation and influence of the stakeholders. Thus strategy is supposed to tackle the changes taking place in the environment and deliver the results expected by the influential stakeholders.

Organisations, formal or informal, are put together and kept together by a group or individual who see that there are benefits available from working together toward some common goal. Management therefore is the practice of consciously and continually shaping the stakeholders interests. Managers have to cope with diverse priorities of many stakeholders.

Current and future strategy of the organisation are affected by both internal and external stakeholders, thus managers with the responsibility of crafting and executing strategy have to be out front in establishing a strategy supportive of organisational
climate and culture. Thomson (1997) argue that the strategy has to align itself with values and culture of the organisations and it has to view the “stakeholders –are – king,” a philosophy that links the need for the culture change to the need to serve the long – term best interest of all the constituencies.

Stakeholders’ theory postulates that the objectives of an organisation will take account of the various needs of the different interested parties who will represent some type of informal coalition. Their relative power will be a key variable, and organisation will on occasions “trade-off” one against the other, establishing a hierarch of relative importance.

Organisation is influenced by both internal and external stakeholders whose aspirations and expectations for the business may conflict. Thus the organisations objectives should balance the interest of all the stakeholders effectively. Cyert and March (1963) argues that the goals of an organisation are compromises between members of a coalition comprising the parties affecting an organisation. Beside of all these, some stakeholders are satisfied and others are less satisfied. Simon H (1963) contends that one main reason for an organisation’s collapse is a failure to incorporate the important motivational concern of key stakeholders.

1.1.4 The Parliamentary Service Commission

The Parliamentary Service Commission (PSC) was created by the Constitution of Kenya (Amendment) Act No.3 of 1999. This amendment placed the management and administration of Kenya National Assembly affairs under the Commission
independent from the Executive Government. Prior to this, the National Assembly affairs were managed as a department in the Office of the President. This implied that the budget for the National Assembly was incorporated into that of the Office of the President. Staffs for the Parliament were recruited by the Public Service Commission (Act Cap 185), and governed by the same Act. The PSC refined the Civil Service Regulations and came up with its own budget and regulations that govern all matters of the National Assembly.

The Commission comprises of ten members. Three of them hold office by virtue of positions and office held in Parliament. They include the Honourable Speaker, H.E the Honourable Vice President and Leader of Government Business in the House and, the Honourable Leader of Official Opposition Party in the House. The other seven, all from the backbench are elected by the House. Four are from the Ruling Party and three from parties in the Opposition. The Vice-Chairman of the Commission comes from the opposition parties. The Clerk of the National Assembly is the Secretary.

The core function of the PSC is to provide services to members and staff of parliament in order to enhance effective and efficient parliamentary operations in Kenya. To this effect, the stated mission of the PSC “is to facilitate Members of the Parliamentary Service Commission to efficiently and effectively fulfil the constitutional functions in a representative system of Government by holding and ensuring the autonomous status of the Parliament in its corporate relationship with other arms of the Government”
The PSC supports individual members in carrying out their parliamentary duties. It also maintains services and facilities essential to parliament as an institution. According to the Kenya gazette the functions and powers of parliamentary service commission shall be; to exercise budgetary control over parliamentary service commission; to determine the size and organisation of parliamentary services and services provided by parliamentary services and to supervise the administration of services performed by the parliamentary services. Further, section 45B (5) outlines the mandate of the PSC. They include; the constitution and abolition of an office in the parliamentary service; the recruitment, appointments, deployment, discipline, setting of terms and conditions of the service and the termination of service of all staff. The PSC is also in charge of provision of administrative supervisory mechanism; budgetary services – including expenditure and audit functions – and remuneration review process that promote ideals of parliamentary democracy.

The PSC has four committees tasked to undertake specific activities. The role of the Finance committee is to oversee all financial transactions of the PSC and to control, monitor and evaluate budgets. It also ensures that all fund sourced either from Treasury, Donors and/or Development Partners are utilized as per financial regulations. The Staff Welfare Committee deals with recruitment, appointments, promotions, confirmations, terms of Service, remuneration of staff, discipline, exit from Service. The Tender and Procurement Committee develops procurement policies for the National Assembly in line with government regulations governing procurement. It also monitors award of tenders and supervises the implementation of these policies in order to achieve objectives of the commission. The Members Welfare Committee advises the Commission on Members welfare and coordinate
provision of facilities such as meeting rooms, offices and parking bays. This committee also reviews Members and Staff remuneration and their training needs.

1.2 Statement of the Problem

The establishment of the PSC toward the end of the third session (1999) of the eighth Parliament (1998-2002) is culmination of immense lobbying efforts by parliamentarians going back to the second Parliament (1970-1974). The vision embedded in those efforts was a perception that their functions and roles in the house (or their course) would be served best by a body whose management comprises some sitting Members. This body should be constitutional and answerable to the Parliament. Such a body would be legally vested with the legitimate mandate to run the affairs of Parliament, and should afford independence and autonomy to Parliament in all aspects, specifically in resource planning, financial budgeting development of infrastructure, provision of adequate and appropriate human resource base.

The PSC de-linked parliament from the executive and made it autonomous, thus it could come up with its own mission, objectives, philosophy, goals, vision and strategies. Further it could formulate, implement and control its own strategies without consulting the central government, at its own accord. It therefore assumed the role of planning, directing, organising and controlling strategy-related decisions and actions. To achieve these it has aligned structures, systems and process that enable it to serve their master “voter” more effectively and efficiently.
Ideally the PSC was a prescription to organisation’s problems and a road map to effectiveness and efficiency. Ironically this has not been the case, looking at the PSC strategic change processes programme report performance nothing much of substance has been achieved. The organisation has not fully realised its stated vision and mission. The big question is why?

The PSC was established to enable the parliamentarians to serve their constituencies better, therefore it has primary statutory responsibility of ensuring that “Parliament” fulfils the wishes and purposes of all the stakeholders, but now it is over five (5) years since it was constituted. Members’ salaries, allowances, both medical and office facilities have been increased and improved tremendously. These have made the general public complain bitterly arguing that the body is only advancing their own interest of at expense of stakeholders. The public are critical of petty issues that are sometimes debated in Parliament and low quality debates. The immediate question is, why? Two possible causes come to mind; the changes process applied and the influence of parliamentarian on the process of change. Stakeholders are also complaining on the composition of PSC.

1.3 Objectives of the Study

The objectives of this study are to establish the nature and magnitude of:-

I. The stakeholders’ analysis and management at PSC.

II. Factors that influenced the stakeholders involvement in change management process at PSC
1.4 Importance of the Study

This study will be of benefit to the Parliamentarian, the Executive, practitioners and academia. The group will get to know the advantages and disadvantages of stakeholders’ involvement in strategic change management process in a government body and will have are insight to change management process in such organisation. The academia may use the findings for further research while practitioners may apply lessons learnt in planning and implementing future changes in similar organisations such as the Kenya Police and Electoral Commission of Kenya.

The study will also help and guide present and future government to determine whether they can make more of the remaining institutions autonomous.
CHAPTER 2: LITERATURE REVIEW

2.1 Introduction

This chapter starts by demonstrating that the micro environment provides organisations with both opportunities and threats and that the same environment is dynamic thus presenting different opportunities and threats at different times. The next section explores how organizations exploit opportunities while mitigating threats through the process of strategy and strategic change. The subject of strategic change has generated significant interest from scholars, writers and practitioners. A sample of proposed change models are considered and the various roles in a change effort. An overview of the Parliamentary Service Commission is considered relevant and is discussed in this chapter.

2.2 Organizations and the Environment

Pearce and Robinson (2000) identify political, economic, social, technological and ecological factors as comprising the macro environment. These macro-environment (which they refer to as the remote environment) present organizations with opportunities, threats and constraints. The economic factors concern the nature and direction of the economy in which organizations operate. Social factors determine the type and level of demand for products and services. The political factors define the legal and regulatory framework within which organizations operate. Technological innovation creates possibilities for new processes, products and services for organizations. Barbara (1997) agrees with this macro environment
categorization and its implications to organisations’ strategies and activities. Ansoff and McDonnell (1990), state that the environment can be either relatively stable or turbulent. They categorize the environmental turbulence into five levels that are on a continuum; repetitive, expanding, changing, discontinuous and surpriseful. According to them each of these levels requires different levels of strategic aggressiveness and organizational responsiveness.

Burnes (2000) notes that because of political, economic, social and technological changes, the history of organizations has been that of change and upheaval since the industrial age. Because the pace and uncertainty of such change vary from organization to organisation, some appear to operate under relatively stable conditions while others operate under extreme turbulence. However, whichever the level of turbulence what matters is the ability of the organization to cope with the environmental constraints, challenges and threats.

2.3 Strategy and Strategic Change

Strategy enables organizations to cope with environmental challenges. According to Johnson and Scholes (2002), strategy is the process that matches resources and activities of an organization to the environment in which it operates. They argue that a strategic fit, which involves developing strategy by identifying opportunities in the environment and adapting resource and competencies so as to take advantage of them is essential and must be maintained at all times for organizational success. Rose and Lawton (1999) agree and add that amid such volatile environments, successful organizations are those that are constantly changing and adapting in order to maintain
a strategic fit between the organization’s internal resources and capabilities and the threats and opportunities it faces in its external environment. Bett (1995), found out that due to the economic reforms in Kenya, firms in the diary industry made substantial adjustments in the strategic variables which included the marketing mix components of the products, promotions, place and price. Kombo (1997) also noted that firms in the motor vehicle industry made adjustments by introducing new technologies in product development, different segmentation and by targeting their customers with improved services.

Porter (1985) introduces the concept of competitive strategy. He notes that competition is at the core of the success or failure of organizations. Competition determines the appropriateness of the organization’s activities that can contribute to its performances. Competitive strategy aims at establishing a profitable and sustainable position against the forces that determine industry competition. When the environment changes, competitive strategy seeks to not only respond to the new environment, but also attempts to shape that new environment in the organization’s favour.

Strategic change arises out of the need for organizations to exploit existing or emerging opportunities and deal with threats in the market. It is crucial that organizations seek to create a competitive advantage and wherever possible innovate to improve their competitive positions. In Thompson (1997), this implies the readiness to change within the organization and the ability to implement the proposed change.
Hill and Jones (2001) see strategic change as a process of moving an organization away from its present state towards some desired future state to increase its competitive advantage. They observe that most of the organizations have gone through some kind of strategic change as their management have tried to strengthen their existing core competencies and build ones to compete more effectively. Reengineering, restructuring and innovation have been the three kinds of strategic changes pursued in the recent times. Strategic change aims at aligning structures, systems, processes and behaviour to the new strategy.

Burnes (2000) notes that organizational change is an ever-present feature in organizational life. The pace and magnitude of change have particularly increased significantly in the recent years. In a survey conducted by the Institute of Management UK in 1995, 70 percent of the respondents reported that their organizations had restructured in the previous two years. In 1997, a survey by both the Institute of Management and the Industrial Society in the UK showed that there was no slackening in the pace of change.

Tushman et al (1993) observe that organizational life consists of period of incremental change or convergence punctuated by discontinuous changes. During the incremental change, organizations either fine-tune and/or carry out incremental adjustments to environmental shifts to perform more effectively and optimize their consistencies between strategy, structure, people and processes. However, when there are discontinuous changes in the environment, then frame-breaking changes take place and they involve major changes in strategy, structures, processes and people behaviour.
2.4 Stakeholders Analysis and Management

Johnson & Scholes (2002) defines stakeholders as those individuals or groups, who depend on the organisation to fulfil their own needs, goals and objectives and whom, in turn, the organisation depends. They are individual and groups who can affect and are affected by the strategy outcome achieved and who have enforceable claim on a firm's performance. Such individuals or groups stand to gain or lose from the success or failure of an organisation. They influence the strategy of the organisation because they contribute the various resources needed for the survival of the organisation. Thus stakeholders can support or resist a strategy.

Nuseibeh and Easterbrook (2000) say a change process must meet the business needs of the organisation and must be supported by all stakeholders in order to be implemented. The change process must comprehend the needs, goals and objective of each stakeholder. Their goals are typically concrete and explicitly tied to a particular business or performance metric for the purpose of compensation. As a result, stakeholder will often be quite explicit about what their goals and what their objections to a given process.

Hitt A (1997) classifies stakeholders into three groups, the capital market, the product market and organisational stakeholders while Johnson and Scholes (2002) classifies them into two, internal and external stakeholders. The two scholars are not on conflict but advancing the same ideals. Further, the latter internal stakeholders comprise of employees, parliamentarians, and executive, while the external stakeholders include
the voters, financial institutions, customers, unions, donors, development partners, suppliers, churches, treasury and other government bodies and professional bodies.

Organisations have dependency relationship with their stakeholders, however firms are not dependent on all stakeholders at all the times. Different stakeholders do have the different levels of influence. The more critical and valued a stake holder’s participation is the greater a firm’s dependence on it. Greater dependence, in turn, results in more potential influence for the stakeholders over a firm’s commitment, decisions and actions.

Hitt A (1997), the capital market stakeholder, includes both shareholders and lenders and expect a firm to preserve and enhance the wealth they have entrusted to it. The returns expected are to commensurate with the degree of risk accepted with those investments. Lower returns are expected with low-risk investments while higher returns are expected with high-risk investments. If lenders become dissatisfied, they can impose strictest covenants on subsequent capital borrowing. Shareholders can reflect their dissatisfaction through sale of their stock.

The product market shareholders include customers, suppliers, host communities and union representing workers. Customers demand reliable products at the lowest possible prices. Suppliers seek assured customers willing to pay the highest sustainable prices for the goods and services they receive. The host communities want companies willing to be long-term employers and provider of tax revenues without placing excessive demand on public services. Union officials are interested in
secure jobs under ideal working condition for employees they represent. All product market stakeholders are important in a competitive business environment.

Organisation stakeholders include employees both non-managerial and managerial. They expect a firm to provide a dynamic, stimulating and rewarding working environment. They are usually satisfied working for a company that is growing and developing their skills especially the skills required to be effective team members and meet or exceed global work standards.

Thomson and Strickland (2003) stress that for the organisation to be successful in change processes; it must commit itself to pursuing its mission in a manner that satisfies its responsibilities to both external and internal stakeholders.

A change process occurs in a complex environment with different stakeholders, with different needs, interests, goals and objectives, and need to fit into it. Further each stakeholder group are given formal powers of decision making within organisations. This is intended to smoothen the strategic decision-making process but brings conflict. Thompson J. L (1993) amplifies example of stakeholder interest as shown below.
Diagram 1.1, Example of stakeholder interest.

Shareholders
Annual dividends; increasing the value of their investment in the company as the share price increases. Both are affected by growth and profits. Institutional shareholders may balance high risk investment and their anticipated high returns with more stable investments in their portfolio.

Managers
Salaries and bonuses; perks; status from working for a well-known and successful organisation; responsibility; challenges; security.

Employees
Wages; holiday; condition and job satisfaction; security-influenced by trade union involvement.

Consumers
Desirable and quality products; competitive prices – very much in relation to competition; new products at appropriate times.

Distributors
On-time and reliable deliveries

Suppliers
Consistent orders; payment on time

Financiers
Interest payments and loan repayment; like payment for supplies, affected by cash flow.

Government
Payment of taxes and provision of employment; contribution to the nation’s exports.

Society in general
Socially responsible actions – sometimes reflected in groups.

Stakeholders’ analysis is a tool for synthesising these disparate worldviews. According to Johnson and Scholes (2000), stakeholder mapping identifies stakeholders’ expectations and power and helps in understanding political priorities. It underlines the importance of two issues, how interested each stakeholders group is to impress its expectations on the organisation’s purposes and choice of strategies and whether they have the means to do so. Mocker (1994) points out that stakeholder analysis identifies the stakeholders, maps significant relationships among the
stakeholders, examines the stakeholders map for opportunities and threat and brings to the surface, assumption about stakeholders and the forces they exert on the organisation.

**Diagram 1.2, Stakeholders mapping: Power /interest matrix,**

<table>
<thead>
<tr>
<th>LEVEL OF INTEREST</th>
<th>Low</th>
<th>High</th>
</tr>
</thead>
<tbody>
<tr>
<td>Low</td>
<td>A Minimal effort</td>
<td>B Keep informed</td>
</tr>
<tr>
<td>POWER</td>
<td>C Keep satisfied</td>
<td>D key players</td>
</tr>
<tr>
<td>High</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Source:** Johnson & Scholes

The power interest matrix seeks to describe the political context within which an individual strategy would be pursued by classifying stakeholders in relation to the power they hold and the extent to which they are likely to show interest in supporting or opposing a particular strategy. The matrix indicates the type of relationship which organisations typically might establish with stakeholders group in the different quadrants.

Overall, Johnson and Scholes (2001) argue that there needs to be an ability to hold the organization together as an efficient, successful entity, while simultaneously changing it. Strategic change is more likely to work if it is coherent across all aspects of the organization.
2.5 The Public Organisations

Flynn (1997) defines the public sector management sector as made up of the local government, the civil services and other statutory agencies created by government. The public sector according to Flynn (1997) includes all those state institutions which are charged with responsibility of policy and delivery of goods and services that the government has committed itself to deliver.

Mbogo (2003) argues, traditionally public organisations have been seen as hierarchies and bureaucracies set up to achieve and maintain control; as structures built for stability rather than change.

Jones (1992) see public organisations as ships in a deep sea with no radar or captain, they have bloated structures, over-bureaucratic system, wasteful, over-inefficiency and ill-motivated staff. They are malfunctioning and are in crisis, they need a drastic change in the present structures of development management.

There does exist an argument as to whether the public sector is distinct or unique in its management practice from those practiced in the private sector. One school of thought argues that there is a difference. Firstly they argue, public services have distinctive purposes, conditions and tasks different from those in private sector.

Second private sector equity is determined by the market, while in the public sector need is the issue. Third decisions facing public sector management are different from those in the private sector. Fourth public services organisations have complex, diverse and often competing objectives unlike in the private sector. Those who say
that there is no major distinctiveness, point out that the scientific management models
developed by Taylor and Weber apply equally well in both private and public sector
organisations (Rose and Lawton 1999). In any case, they add, current trend show that
public sector organisations are being influenced heavily by the private sector
management practices. The public sector is becoming entrepreneurial; adapting
market oriented and competitive practices among other private sector practices
(Osborne & Gaebler 1992).

Both public and private organisations are affected by political, economical, social and
technological change. Political parties after elections come with new government and
policies calling for change in public sector structures in order to cope with new
programmes. Changes in structures of the economy because of globalisation requires
changes in the public sector to address emerging issues. Demographic and social
changes bring new demands on delivery of public services, health, education and
social security. Technological changes require the public sector to reorient its staff to
cope with new demands. The need for efficiency, economy, environmental protection,
effectiveness, evaluation, ethics and the markets are major drivers of change in the
public sector.

2.6 Change Management Models

According to Holland Davies, change management is the use of systematic methods
to ensure that a planned organizational change can be guided in the planned direction,
conducted in a cost effective and efficient management and completed within the
targeted time-frame with the desired results. Todd A sees change management as a
structured and systematic approach to achieving a sustainable change in human behavior within an organization. Change management involves moving employees to new behavior while retaining key competitive advantage particularly competence and customer satisfaction.

Experts have proposed various approaches to change management. Predominant among these are the planned and the emergent approach. The planned approach which has been popular till the 1980’s view organizational change as a process of moving an organization from one fixed state to another through a series of preplanned steps. The three step model by Kurt Lewin proposes that permanent change in behavior and system within an organization involves unfreezing previous behaviour, changing and freezing the new patterns. Central to the planned change is the stress placed on the collaborative nature of the change effort; the organization, managers, recipient of change and consultants jointly diagnose problems and plan and design the implementation of the specific change.

The emergent approach views change as a continuous open ended and unpredictable process of aligning and realigning an organization to its changing environment. The approach recognizes the importance of the organization to adapt its internal practices to the changing external conditions making it suitable to turbulent environments. A major development in the emergent approach is its emphasis on a bottom up approach to change. This is because the pace of organizational change is so rapid and complex that it is impossible for a small number of senior managers to effectively identify, plan and implement necessary organizational responses.
Though the proponents of these approaches claim their universal applicability, Burnes (2000) differs. He argues that such approaches are developed in particular circumstances at a particular time and often with particular organizations in mind. It follows then that they may not apply where the circumstances may be different. He advises that organizations and managers would understand the approaches on offer, identify their own circumstances and needs and then choose the approach they find suitable. Aosa (1996) says that there is need to synchronise the management and implementation of change with the context within which such a change is being carried out. This is especially true with the African context where management has been shown to be different.

Organizations can and do experience severe problems in managing change effectively. It is evident that to manage change successfully, even on a small scale can be complex and difficult. The way change is managed and the appropriateness of the change approach and process adopted have major implications on the way people experience the change and their perception of the outcome. Indeed the Institute of Management in the UK, 1997 survey of managers concluded that the restructuring that had taken place in UK businesses in that year had a massive negative effect on employee’s loyalty, morale, motivation and perception of job security (Burnes 2000).

Kotter (1996) summarized his experience of more than 100 companies trying to make fundamental change in order to cope with the environment thus; “a few of these corporate change effort have been successful. A few have been utter failures. Most fall somewhere in between, with a distinct tilt towards the lower end of the scale.”
The complexity and interest in change management is best demonstrated by the number of process models that have been proposed as prescriptions for successful change. Corporate change appears to have attracted the attention of most writers, practitioners and academicians including Johnson and Scholes (2001), Burnes (2000), Duck (1995), Kanter (1992), Kotter (1996), Goss et al (1995) and Quinn (1991).

Johnson and Scholes (2002) propose a model that emphasizes structures and control systems, organizational routines, power and political processes, communicating change, symbolic processes, timing, job losses and delaying and visible short-wins as the important change levers that need to be used to manage change successfully. Kanter et al (1992), on their part give what they call the ten Commandments to executing change successfully. Analysing the organization and the need for change; creating a shared vision and a common direction; separating from the past; creating a sense of urgency; supporting a strong leader role; lining up political support; crafting an implementation plan; developing an enabling structure; communicating and involving people and being honest and reinforcing and institutionalizing change are her prescriptions for successful change.

Potter (1996) suggests eight steps shown in diagram 1.1., which he says if implemented systematically, one step after another, will lead to successful change.
### Diagram 1.3, Kotters eight steps to leading successful change

<table>
<thead>
<tr>
<th>Activity</th>
<th>Step</th>
</tr>
</thead>
<tbody>
<tr>
<td>Establishing a Sense of Urgency</td>
<td>1</td>
</tr>
<tr>
<td>Examining market and competitive realities</td>
<td></td>
</tr>
<tr>
<td>Identifying and discussing crises, potential crises, or major opportunities</td>
<td></td>
</tr>
<tr>
<td><strong>Forming a Powerful Guiding Coalition</strong></td>
<td>2</td>
</tr>
<tr>
<td>Assembling a group with enough power to lead the change effort</td>
<td></td>
</tr>
<tr>
<td>Enhancing the group to work together as a team</td>
<td></td>
</tr>
<tr>
<td><strong>Creating a Vision</strong></td>
<td>3</td>
</tr>
<tr>
<td>Creating a vision to help direct the change effort</td>
<td></td>
</tr>
<tr>
<td>Developing strategies for achieving that vision</td>
<td></td>
</tr>
<tr>
<td><strong>Communicating the Vision</strong></td>
<td>4</td>
</tr>
<tr>
<td>Using every vehicle possible to communicate the new vision and strategies</td>
<td></td>
</tr>
<tr>
<td>Teaching new behaviour by the example of the guiding coalition</td>
<td></td>
</tr>
<tr>
<td><strong>Empowering Others to Act on the Vision</strong></td>
<td>5</td>
</tr>
<tr>
<td>Getting rid of obstacles to change</td>
<td></td>
</tr>
<tr>
<td>Changing systems or structures that seriously undermine the vision</td>
<td></td>
</tr>
<tr>
<td>Encouraging risk taking and non-traditional ideas, activities and actions</td>
<td></td>
</tr>
<tr>
<td><strong>Planning for and Creating Short-Term Wins</strong></td>
<td>6</td>
</tr>
<tr>
<td>Planning for visible performance improvements</td>
<td></td>
</tr>
<tr>
<td>Creating those improvements</td>
<td></td>
</tr>
<tr>
<td>Recognizing and rewarding employees involved in the improvements</td>
<td></td>
</tr>
<tr>
<td><strong>Consolidating Improvements and Producing Still More Change</strong></td>
<td>7</td>
</tr>
<tr>
<td>Using increased credibility to change systems, structures and policies that don’t fit the vision</td>
<td></td>
</tr>
<tr>
<td>Hiring, promoting and developing employees who can implement the vision</td>
<td></td>
</tr>
<tr>
<td>Reinvigorating the process with new projects, themes and change agents</td>
<td></td>
</tr>
<tr>
<td><strong>Institutionalizing New Approaches</strong></td>
<td>8</td>
</tr>
<tr>
<td>Articulating the connection between the new behaviours and corporate success</td>
<td></td>
</tr>
<tr>
<td>Developing the means to ensure leadership development and success</td>
<td></td>
</tr>
</tbody>
</table>
Rose and Lawton (1999) on the other hand have proposed a model for public sector change management. They propose a dozen action steps to managing change in the public sector; assuring the support of stakeholders; using leadership to generate support for change; using symbols and language to stress the importance of change; building in stability in to reduce uncertainty and anxiety; surfacing dissatisfaction with the present state to demonstrate the need for change; participation in change to build ownership; rewarding behaviour in support of change; making time and opportunity to disengage from the present state; developing and communicating a clear vision of the future; using multiple and consistent leverage points; developing organizational arrangements for the transition and building in feedback mechanisms.

2.7 Role in the Change Process of an Agent

While it is very important to identify blockages to change and understand mechanisms of change, it is also necessary to consider the roles of an agent play in the change process and the sorts of skill they require. Johnson and Scholes (2001) view the change agent as the person or people who develop a strategy may or may not be the same as those who take a lead in actually managing strategic change. Some strategists may be especially good at creating a vision for the future, but may need to rely on others to take a lead in effecting the changes. It may be that there is a group of change agents from within the organization or perhaps from outside, such as consultants, who have a whole team working on a project together with managers from within the organization. So change agency does not necessarily correspond to one individual though it may.
2.8 Factors that Influence Change Outcome

Resistance, culture, stakeholder politics, teamwork and leadership have been identified as factors that can influence the outcome of any change programme.

i. Resistance

According to Ansoff and McDonnell (1990), resistance to change is a multifaceted phenomenon which introduces delays, additional costs and instability into the change process. Resistance can either be behavioural or systemic: Behavioural resistance is exhibited by individuals, managers or groups. Because of parochial self interests, misunderstanding and lack of trust, differences in assessment, or low tolerance to change individuals or groups may resist change. To overcome this problem there is need for those managing change to understand the needs of employees and also for employees to understand the change plan.

Systemic resistance originates from passive incompetence in managerial capacity to carry on the change. The capacity required to implement change is normally more than the existing capacity. Management requires to plan and develop the required capability by integrating management development into the change process and stretching the implementation period as long as possible.

Rose and Lawton (1999) note that if change involves challenging existing power arrangements, resistance to change is almost inevitable. To deal with such resistance, they propose use of some techniques which include education and
communication, participation and involvement, facilitation and support, manipulation and cooption and/or explicit and implicit coercion.

ii. Organisational Culture

Rowe et al (1994) define organizational culture as the total sum of shared values, attitudes, beliefs, norms, rituals, expectations and assumptions of people in the organization. Thompson and Strickland (1993), argue that there must be a fit between strategy, structure, systems, staff, skills, shared values, style, for strategy implementation to be successful (McKensey 7's framework). Thompson J. (1997) argues that organizational culture and values held by managers and other employees within the organization are key influences on strategies of change and are therefore central driving considerations in strategy creation and change.

Johnson and Scholes (2002) referring to culture as routines, note that such routines which give an organization a competitive advantage may act as bottlenecks when implementing changes. When planning change it is important to identify such routines and change them. Burnes (2000) however differs. According to him changing routines can be difficult. Instead the organization is restructured and people placed in new roles and relationships and new culture develops.

iii. Stakeholder Politics

Stakeholders support is essential for a change programme. Because of many stakeholders groups with different interests and power, achieving universal support is a challenge and politics sets in. Hill and Jones (2001) see organizational politics as tactics that strategic managers and stakeholders engage
in to obtain and use power to influence organizational goals and change strategy and structure to further their own interests. In this political view of decision making, obstacles to change are overcome and conflicts over goals are settled by compromise, bargaining and negotiation between managers and coalitions of managers and by the outright use of power. Quinn (1991) recommends broadening political support for emerging new trusts as an essential and conscious proactive step in major strategy changes. Committees, task forces or retreats are used by the change agent to marshal such support. Kanter et al. (1992) argue that the first step to implementing change is coalition building which involves those whose involvement really matters. Specifically, stakeholders must support any change programme for it to see the light of the day.

iv. Teamwork

The complexity of most of the processes which are operated in industry, commerce and service place them beyond the control of any one individual. The only way to tackle problems concerning such processes is through the use of some form of teamwork. Yet building effective teams is no easy matter. Oakland (1993) defines a team as a group of people with the appropriate knowledge, skills and experience who are brought together specifically by management to tackle and solve a particular problem usually on a project basis. They are cross-functional and multi-disciplinary.

Rowe et al. (1994) argue that the team approach to change implementation removes artificial organizational barriers and encourages openness. Teams share common goals and help focus energy by emphasizing self-control on the part of the participants. Teams that are cohesive, that interact cooperatively, with
members possessing compatible personality characteristics and that are operating under mild to moderate pressure appear to be most effective.

v. Leadership

Johnson and Scholes (2001) contend that the management of change is often directly linked to the role of a strategic leader. Leadership is the process of influencing an organization in its efforts towards achieving an aim or goal. A leader is not necessarily someone at the top of an organization, but rather someone who is in a position to influence others. Normally change agents or change champions provide the leadership role. The leader’s role includes creating vision, empowering people, building teamwork and communicating the vision.

Thompson (1997) while stressing the importance of effective leadership in managing change give the qualities of an effective leader as being visionary, skilled, competent, declarative, motivative, analytical, persistent, enduring and flexible.
CHAPTER 3: RESEARCH METHODLOGY

3.1 Research Design

The research problem posed can best be studied using the case study method. This method can give an in-depth account of the change process applied in the Parliamentary Service Commission.

Kothari (1990) defines a case study as a very powerful form of qualitative analysis and involves a careful and complete observation of a social unit, be that unit a person, a family, an institution, a cultural group or even the entire community. It is a method of study in depth rather than breadth.

A case study is therefore a form of qualitative analysis where study is done in institutions or situation and from this study data generalisation and inference are drawn.

The advantage of using a case study include enabling an in-depth understanding of the behaviour pattern of the concerned unit, facilitating intensive study of concerned unit which is not possible with different method and possibility of obtaining the inside facts from the experienced employees. In addition, the use of the case study method enriches generalised knowledge and makes it possible for the researcher to use one or more methods depending upon the prevalent circumstances e.g. in-depth interviews and questionnaire.

Needless to say, however a case study entails the danger of false generalisation which might be experienced because of lack of set rules to follow in collection of
information, it is time consuming and expensive, the research might be subjective and it is used in a limited sphere, not in a big society.

3.2 Data Collection

The study involved collecting primary and secondary data. This being a case study, the focus is on carrying an intensive study of the changes at PSC. To achieve this, an interview guide was crafted, a cross section of Commissioners of the PSC, the Clerk, the secretariats and Heads of the Departments were interviewed with the help of interview guide.

The interview guide in appendix 11 was developed using an integration of change models advanced by Kanter (1984); Kotter (1996) and Prasad (1989). Among the aspect captured by the interview guide is analysis of the need for change - creating urgency, developing shared vision, Stakeholders analysis and management.

Secondary data was obtained from reports that were made by the change consultants and include the Cocker Tribunal Reports 1, 2 and 3, the VAS Report, the change programmes from State University of New York (SUNNY) and Association of European Parliamentarian for Africa (AWEPA) the Strategic plan 2000-2012.

3.3 Data Analysis

Both the primary and secondary data collected was qualitative. Considering the nature of data, content analysis is the best suited method of analysis. Nachmias and Nachias (19996) define content analysis as a technique for making inferences by
systematically and objectively identifying specified characteristic of message and using the same to relate trends. This approach has been used previously in similar research papers like the one of Nyamache (2003). Strauss and Corbin (1990) do back the use of qualitative data, they argue that the method is scientific as the data collected can be developed and be verified through systematic analysis. The qualitative method can be used to uncover and understand what lies behind a phenomenon under study. It can also be used to gain quite some fresh material even in what was thought to be known. There are also cases like the one under study that is the change process at PSC that may be difficult to convey in quantitative terms.

The stated aim of the data analysis is to treat evidence fairly by relating casual relationships to produce compelling analytical conclusion that rule out alternative interpretation and can stand reliability.
CHAPTER 4: FINDINGS AND DISCUSSIONS

4.1 Introduction

The chapter is structured in three sections; first, the findings from the Commissioners, Clerk, and Heads of Departments are reported. Second, secondary data from the Strategic Plan of 2000-2012 (Blue Print), Consultancy Report by Winnifrith, the VAS Report and the Cocker Tribunal Report is reported. Thirdly, the findings are discussed in light of the change models discussed in chapter two. Various modes of information capture and retention were employed, ranging from verbal discussions with respondents, written submissions by senior management team of Parliamentary Service Commission (PSC) and voice recording on tapes. The latter was found particularly useful in ensuring an uninterrupted flow of conversation during the interview. The ability to replay the conversation repeatedly post discussion and during data analysis was also of great importance.

The following three sections discuss the stakeholders' involvement in strategic change programmes, forces of change, strategic objectives, approach to change management, change management process and factors affecting the change outcome applied by Parliamentary Services Commission.

4.1.1 The Respondent's Profiles

The respondents in this case study were the Commissioners and Secretariat of the PSC, the Clerk, and the heads of the Departments where are considered to be key personalities involved in the strategic change process particularly since they are charged with the responsibility of overseeing the implementation of the change
strategies. Their contribution to the strategic change management was of great importance in meeting the objective of this study.

4.2 Findings and Discussions on the Nature of Change management

To allow a better synthesis of the issues at hand, the findings of the study were decomposed into various main themes namely; creating urgency; forces of change, change management process, stakeholders management in the change process, stakeholders’ analysis, management, involvement in strategic change management programmes; the strategic objectives; and the factors affecting change outcome.

4.2.1 Creating Urgency

According to Kenya Gazette Supplement Acts of 2000, the PSC was created in 1999 followed by the enactment of the Parliamentary Service Act in 2000 which aimed at detaching staff of the National Assembly from the Civil Service. The PSC thus effectively became the employer of the National Assembly Staff. Since enactment of the Act, the PSC has been undertaking various strategic change processes to enable Parliament fulfil its constitutional oversight and perform its representative roles and functions effectively.

The Chief Justice (Rtd) A.M Corker EGH Report of the Tribunal (2002) cites the critical areas that needed attention in order to improve performance of which the development of human capital was crucial. Human capital needs to be skilled, motivated and adaptable for the commission to attain its mission. The mission clearly
states that the role of the PSC is to facilitate members of Parliament to efficiently and effectively fulfil its constitutional function in a representative system of government by holding and ensuring the autonomous status of Parliament with respect to its corporate relationship with other arms of the Government.

The current multi-party parliamentary system has created more committees with special responsibilities accorded to certain Members of parliament (MPs). Accordingly, the MP's remuneration should be enhanced and a special body set up to cater for their welfare. Capacity building for MPs is also crucial to enable the Kenyan Parliament offer good national leadership to our people by engaging in mature and honest debate on issues that affect wananchi.

In order for the Members of the National Assembly to make effective contribution to the increasingly complex matters arising in the House, they need to be fully informed. In addition, they require facilities and services such as office space, telephones, computing facilities and a library. These facilities require to be tailored to the demands of MPs and be controlled by a body run and managed by their own.

4.3 Approach to change Management

The Government's wish to have closer administration on what is taking place on the ground has resulted into a substantial enlargement of government establishment. This follows from first, the introduction and implementation of the district focus for rural development strategy and second, the implementation of the Constituency Development Fund (CDF). In this respect, MPs have to be enabled to tour, initiate, review and monitor development projects of which they are the patrons.
To enable the MPs establish parity with their counterparts in other commonwealth countries, their terms and conditions of service, their salaries, allowances and other benefits had to be improved. This upgrade in their terms of service was accompanied with improvements in the facilities available for their use both at Parliament Buildings and at their constituencies. Due to the key role that Parliament play, it was also deemed necessary to hire quality staff that showed a positive attitude and dedication in order to realize its mission statement.

All the respondents indicated that they had witnessed a great change in the PSC. They identified increasing level of service delivery as the most respective force/factor facilitating change at the PSC. Other forces of change identified by the respondents in decreasing order of importance and severity included changing public attitude, improving the image of parliament and changing political climate. The respondents agreed that the introduction of strategic change programmes have cut down unnecessary bureaucracy that has attended the delivery of services, something that has always caused delay and frustration to those seeking the services.

4.3 Approach to change Management

The interviewees were also unanimous on the fact that the change effort was planned, such that there was a clear line of sight to a future desired state. The research could pick out Lewin’s three steps for successful change namely unfreezing the present level, moving to the new level and refreezing to the new level. Part of the evidence gathered toward was a re-education and teambuilding workshop attended by both commissioners and employees. These two events created in the employees mind the
need and will to change. The respondents further added that a powerful guiding coalition to lead the change efforts was instituted at the earliest opportunity.

Employee’s involvement in initiating change, though initially limited is now increasing day by day.

All interviews indicated that external consultants were invited to couch principle and Result Based Management approach. It is important to note these consultants were neither involved in initiating the change process, nor in tracking progress.

4.3.1 Change Management Process

Change management models have been proposed by change experts, some of these models suggest steps that must be followed biblically in successful reform programmes. Some of these models have been discussed by Kotter (1999), Kanter et al (1992), Potter (1996) and Rose and Lawton (1996). When one looks at these models carefully, they seem to share common features that a change management process must entail. All of them seem to agree for instance that change programmes must have a shared vision and strategies that are well crafted and communicated to all stakeholders. Other common features include analyzing the need for change, creating a sense of urgency, a strong leadership, lining up political and stakeholders support, using symbols, crafting an implementing plan, developing enabling structures, communicating, involving the people and reinforcing and institutionalising reform. The Parliamentary Service Commission (PSC) change management programme applied a numbers of these features. Thus, a vision was created. The change process
was based on Result Based Management approach, which lays emphasis on “result” rather than the process.

4.3.2 Rapid Results Initiative

The Rapid Result Initiative is a result based management tool that helps organizations achieve their strategic plans, objectives and priorities. It focuses on sustainability, ethics, accountability, and transparency. Rapid Result Initiative taps into the human desire to succeed. It overcomes complacency and inertia and gives the employees urgency and excitement of snappy results. It challenges team to achieve 100-days result goals.

Rapid Results Initiatives creates temporary governance and support structures and strengthens confidence to achieve results. It strengthens stakeholder participation, collaboration and reinforces basic management skills. The Rapid Results Initiative (RRI) improves performance results, innovates new ways of accomplishing and sustaining results and builds both skills and confidence to scale up initial results. It motivates staff and opens up team membership, increases interactions and communications between staffs and departments. These bring new organisational culture, paradigms, new vision, values, beliefs and dreams. It fosters teamwork through open and honest sharing of personal motivating forces in order to improve mutual understanding of work attitude.

Thus RRI prepares people to expect change in their organisation as they expect it in the stages of their domestic lives. It cultivates an environment in which continuous
improvement is an expectation of every employee. It also educates staff about people’s typical reaction to change, which is the shock anxiety, anger and expectancy. At the end it establishes effective change management as part of the normal role of every line manager and reward high performance in this respect.

The RRI ensures that the current situation, structure and working methods - the ‘platform’ for change are fully understood through consultations with those involved. It develops and communicates a vision of the future together with a credible and honest explanation of why change is required. The ‘case for action’ must be concise, comprehensible and above all compelling. It must determine what needs to occur to move from the current to the future scenario. The implementation period is also determined carefully by identifying chronologically the likely transitional states and setting out the most streamlined paths to the desired future. It also determines how the change process will be overlaid on day-to-day activities.

RRIs involve the people impacted by the change in the planning process such that their commitment is gained and they are motivated to support the change. It defines and communicates objectives, responsibilities and timescale. The RRI approach seeks advice on implementation method timescale from ‘experts’ who understand, and/or are responsible for the area of operation affected. It creates forums where teams meet with others who have successfully implemented change to understand their method and obtain feedback in respect of your own plans.

RRI strongly recommends that all results, both favourable and adverse, are shared with work force as a whole since positive proof that a need for a change was
accurately identified and met, or the humility to ‘own up’ to having made a mistake will generate the respect of the organization employees and provide a better platform a future change.

**Rapid Results Initiative Programme Components and Launch**

According to those interviewed at the Parliamentary Service Commission, the Rapid Results Initiative was formed to identify problems and issues affecting service delivery, improving the image of Parliament, implementation of projects within the required timeframe among others. The Task Force comprised of Commissioners, senior staff and a consultant. The areas that required to be reformed were identified and the objectives of the reforms outlined. The RRI created temporary governance and support structures, which included the political leader who is the Speaker of National Assembly, the sponsor who is the executive Officer, the result leader who is the deputy clerk and Administration, result leaders, strategic leader, team leaders and members. The Consultant was to play a role of a coach.

The Coach divided the Parliamentary Staff into groups so that each group can set its own Rapid Result Initiative goal. The groups were categorized into different thematic areas which needed reform. They included improving human resource management, improving security within the precincts of Parliament, transformative leadership and staff development, improving information within and outside parliament, improving library services, finance, procurement (value for money) and review of the current strategic plan.
Setting Rapid Result Goal and Developing Work Plans

Setting Rapid Results goals is very challenging and requires input from all members because they understand their thematic area well and all the objectives have to be agreed upon through consensus. All interviewees agreed that the Rapid Results goals were arrived at through consensus and the Coach helped each thematic group to formulate them. The interviewees also agreed that the goals were realistic, reasonable, measurable, time-specific, short time, clear, sharp defined, critical and exciting and result oriented. This enabled the team to achieve the intended results within the timescale.

4.4. Stakeholders Management.

Weihrich and Koontz (2001) define management as the process of designing and maintaining an environment in which individuals, working together in groups, efficiently accomplish selected aims. The selected aim of PSC was to enhance the welfare of MPs. This could only be achieved through improvement of the facilities and services offered to MPs including putting in place qualified staff with positive attitude and total dedication to the institution.

The Parliamentary Staff Service

According to the respondents, the roles of MPs are legislation, representation of constituents as well assisting them to meet their medical bills, schools fees and any other handouts deemed necessary.
It is well acknowledged that members cannot make effective contributions in the House without well-trained support staff. Prior to the PSC, matters pertaining to the National Assembly were managed by a department in the Office of the President. Thus the National assembly staff was recruited by the Public Service Commission under Act 200, Cap 185 and governed by the same Act.

However, the PSC deemed it necessary to provide clearly defined career structures in order to attract and retain competent and effective personnel. To this effect it sought to provide well defined job descriptions with clear delineation of duties and responsibilities at all levels within the career hierarchy, in order to enable each officer understand and appreciate the requirements and demands of the job. Further it wanted to hinge recruitment, training, development and advancement within the scheme of service on the basis of qualifications, knowledge, merit and ability as reflected in work performance.

According to the Kenya Gazette Notice No.791 (2002), once the PSC was constituted, it was mandated to appoint Chief Justice (Rtd) A.M Cocker, EGH. was elected as the chairman, while Munyua Wayaiki (Dr), James Denis Akumu, Gaylord Avedi, Bethuel A. Kiplagat were nominated as members, and Samuel Ndindiri, Clerk of the National Assembly as the Secretary.

The terms of references of the Tribunal was to the review the terms and conditions of services for MPs and staff of the National Assembly (see Appendix VI). Specifically the tribunal was mandated to; (i) review the terms and conditions of services,
including salaries, allowances, retirement and medical benefits of the staff of Parliamentary Service Commission with a view to recommending ways in which they could be improved; (ii) review the structures of the proposed new units namely, Public Relations and Protocol Office, Legal Services, Training, Research, Printing, Constituency Liaison Unit as well as Parliamentary Budget Office; (iii) develop job descriptions within the job titles of the new units; (iv) develop conversion tables to assist in the implementation of the new salary scales and levels; and (v) develop a new macroorganogram for the National Assembly.

The Cocker Report (2002) notes that the salaries, allowances, retirement, and medical benefits had to be reviewed to reflect the new status of the National Assembly and to cope with complex new duties. Further, it was noted that the mobility of staff of the National Assembly is limited when compared with public sector employees and thus they needed to be compensated. While civil service employees may engage in private business as provided for under the Ndegwa Salary Review Commission Report of 1970-71, the staff of the National Assembly may not be able to do so due to the nature of their work. It is on this basis that more attractive terms and conditions of services of the staff of National Assembly was considered appropriate.

The current salary structure of the National Assembly staff was compared to similar institutions in assessing the future direction [Cocker Report (2002)]. In addition, the Consumer Price Index (CPI) and the rate of inflation for the Nairobi area was also considered.
Table 1:1 Growth of Salaries and Rate of Inflation:

<table>
<thead>
<tr>
<th>Salary Level</th>
<th>Salary Growth (percent)</th>
<th>Average Inflation Rate (percent)</th>
</tr>
</thead>
<tbody>
<tr>
<td>2</td>
<td>5.21</td>
<td>5.5</td>
</tr>
<tr>
<td>3</td>
<td>3.59</td>
<td>5.5</td>
</tr>
<tr>
<td>4</td>
<td>3.63</td>
<td>5.5</td>
</tr>
<tr>
<td>5</td>
<td>3.63</td>
<td>5.5</td>
</tr>
<tr>
<td>6</td>
<td>3.67</td>
<td>5.5</td>
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<tr>
<td>7</td>
<td>4.24</td>
<td>5.5</td>
</tr>
<tr>
<td>8</td>
<td>4.06</td>
<td>5.5</td>
</tr>
<tr>
<td>9</td>
<td>4.40</td>
<td>5.5</td>
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<tr>
<td>10</td>
<td>4.37</td>
<td>5.5</td>
</tr>
<tr>
<td>11</td>
<td>5.20</td>
<td>5.5</td>
</tr>
<tr>
<td>12</td>
<td>6.03</td>
<td>5.5</td>
</tr>
</tbody>
</table>

Source: Economic Survey 2002 by the Central Bureau of Statistics, Ministry of Finance and Planning (pp 229)

Data on the CPI and the rate of inflation was obtained from the 2002 Economic Survey prepared by the Central Bureau of Statistics, Ministry of Finance and Planning. The Salary and Allowance of the Clerk of the National Assembly was mainly derived by comparing positions of similar status in the public sector.

Honourable Members (MPS)

The role of an MP is developing, modulating or shaping the political and social structures of the country. Their functions also involve legislation. They must have an ability to sense what the needs of the society and country at large are. MPs must have power of persuasion and determination to see the required legislation enacted into law in a manner that is acceptable to a majority of MPs and of benefit to the citizen and the country as a whole. Members represent their constituency and they convey the needs of their voters to the House. He/she acts as a conduit between his/her constituency and the house and by extension to the Government.
Other Stakeholders

According to the respondents the PSC did not incorporate the interest of all the stakeholders who include the members of the public (voters), suppliers, financial institutions, unions, donors, development partners, churches, treasury and other government bodies.

4.4.1. Stakeholders Participation/ Involvement

Kotter (1996) avers that successful change management goes beyond conventional management as is known and practised by most managers; it involves leadership that seeks to establish direction, align people’s aspirations, motivates and inspires people. The research sought to know the degree of involvement amongst different levels of PSC staff, and commissioners and how the external stakeholders were involved or consulted over the change. On the internal stakeholders’ involvement / participation, the respondents agreed on average that eighty per cent of the stakeholders were involved and considered in the change process. Among the most mentioned internal stakeholders were the PSC commissioners, PSC employees and PSC secretariat. All were in agreement that for a strategic change process to be successful all the stakeholders must be involved. However external stakeholders were not mentioned.

It was clear from all the respondents that all the stakeholders do not have the same influence on strategic formulation and implementation. Different stakeholders have different expectations, power and interest and this is what influences strategy formulation and implementation. Differences interest and power among the
stakeholders was cited as a reason for lack of the same influence in strategy formulation and implementation, hence some were identified as the drivers of the change and they have the final say in the strategic change management process. It was evident from the respondents that the PSC employees were like pawns in a chess game while the commissioners were the kings and queens. It is evident that Commissioners have been advancing strategic change programmes that empower them at the expense of the PSC employees. As a result this lack of coherence has resulted in little benefit to the National Assembly.

The lower cadres viewed the change as being initiated at the top by the heads of departments and commissioners. Further the respondents indicated that external stakeholders never participated nor were they involved in change management process.

4.5 Strategies Change Process Outcome in PSC

The interviewees indicated that the PSC has achieved much of its change process programmes. The ongoing changes have affected structures, systems, process resources allocation, service delivery and behaviour. In the area of resource configuration, the PSC identified resources requirements and how these resources were to be deployed to create competencies needed to improve service delivery. The strategic plan (the Blue Print) had proposed the establishment of eight (8) directorates but these have been regrouped to increase effectiveness and efficiency in service delivery. Directorates which offer closely related functions like Committees, Legal Services, Procedural Services and Sergeant –At- Arms have been regrouped to deal
with House and Committee matters. The Directorate of information Service and Hansard which have the common purpose of information gathering, processing and dissemination have been regrouped to deal with information services. New structures have been created, the Office of Personal Assistant to the Speaker have been created as part of Speaker’s Office as opposed to being a Directorate.

A Directorate of Corporate Services has been created to deal with support services. New to the macro organogram is the office of Senior Deputy clerk which will; (i) provide linkage between the Directorate and Clerk of National Assembly; (ii) supervise all the directorates; (ii) handle all external relations; (iv) enhance public understanding and knowledge of works of National Assembly and increasing public accessibility; and (iv) prepare and present orientation programmes to newly elected MPs. The office of Clerk of National Assembly also has new roles, in particular, the clerk will be the CEO of the PSC, accounting officer and secretary to the commission; and will responsible to the chairman and commission for the general working and efficient conduct of business and render expert, non-partisan and impartial advice to the MPs on Parliamentary procedures and practice. At present the PSC has three (3) Directorates namely, the Directorate of House and Committee, Directorate of Information Services and Directorate of Corporate Services.

The respondents indicated that the PSC has adopted a new training policy. Training is an important component of Human Resource Management as it achieves the dual goal of increasing productivity and enhancing motivation. A pre-requisite to systematic and consistent approach in Human Resources Development is the existence of a training policy. The new training policy has enabled the staff to acquire new skills,
knowledge and the right attitude that has enabled them to perform tasks efficiently and effectively. In addition, it has brought motivation to PSC employees giving rise to improved work performance, willingness to accept great responsibility and improved responsiveness and accountability.

The PSC has reviewed the current rules, regulations and severance procedures, and this has brought about new performance appraisal systems, new employee–employer relationship and procedures, new programmes like induction courses to enable new staff to settle quickly on their job and become productive to the institution.

The PSC has embraced the use of newsletters, journals, road talk shows, videotapes and focus group within the organization; this has opened up communication among the PSC staff and stakeholders. There is a monthly publication of journal. The Continental House has been equipped with the latest state-of-the-art equipments, Members of Parliament have been provided with the internet, E-mail facilities, the usenet newsgroup and file transfer protocol to enable them communicate with other commonwealth parliamentarians as well as their constituencies. It has crafted new vision, mission statement, paradigms, and titles, to give directions to its members.

4.6 Challenges related to stakeholders involvement in the Strategic Change

The respondents encountered one form of resistance to change or another. They cited this as the single most important factor that has adversely influenced the performance of change efforts. Other factors cited in order of importance included culture, team work and leadership.
a) Resistance to change

Respondents indicated that mainly the top echelons and middle level cadres posed individual resistance. The individual officers felt that should the reforms efforts succeed, they stood to lose authority. They lacked trust in their juniors and had low tolerance to change. They feared that after decades of service to the PSC, they may be considered unable to develop the skills and behaviour required and untimely asked to leave. Lack of adequate management skills and expertise to implement some of the reform measures for instance the results-oriented performance management techniques was another factor. Due to a combination of factors, the urgency to implement the reforms, inadequate funding and a bureaucratic system, it was not possible to implement measures that would have reduced the level of resistance.

b) Culture

The respondents indicated that the culture of employees was one of jobs for life. Reward and recognitions were dependent on how long one has been in the service, the longer the better. The loyal officer was also rewarded and recognized leading to the deep entrenchment of the “us” versus “them” mentality. The segregation between top echelons and other employees was well pronounced in the layout of offices. A bureaucracy that subjects activities to predetermined rule and regulations did not encourage innovative behavior. A rather long hierarchy that requires all activities to be sanctioned by the highest level, led to a slow decision making process wasting away opportunities for performance improvement.
The reform management team avoided to tackle the cultural issues before implementing the reforms. Prior to the establishment of the PSC, the National Assembly staff government employees had a deep civil service culture.

c) Teamwork

The spirit of teamwork was cited as lacking, yet through teamwork, pooling of talents and expertise would allow multifaceted problems to be dealt with. The respondents are aware of the immense benefits to be derived from working as a team. Such benefits were cited as fostering support for discussions, broadening the knowledge of team members, improved communication and better motivation.

d) Leadership

The respondents indicated that the Commissioners have the authority necessary to control the PSC. Commissioners are MPs who join the commission as result of position and office held in parliament or are elected by the House. Apart from serving as commissioners they are also duty bound to the nation and their constituents. Once MPs become commissioners this increases their responsibilities such that they have little or no time for commission’s work. Majority of them lack management skills to give direction to strategic change programmes yet the Commission has been the main driving force of all the strategic change programmes and the development of strategic plans.

The Kenya (amendment) Acts No.3 of 1999 gives commissioners a lot of power to control the PSC. In essence the PSC has power to hire and fire PSC staff and
to control the budget. As previously alluded, the Clerk of National Assembly is the chief executive, the accounting officer and Secretary the Commission, and is responsible to the chairman and commission for the general and efficient conduct of the business of the service including rendering expert, non-partisan and impartial advice to the MPs on Parliamentary procedures and practice. The Clerk is expected to carry out any other duties and exercise powers as may be conferred to him by law or by the standing orders and practice of the National Assembly. This amendment left the Clerk of National Assembly with little power to effect any meaningful reforms.

The Commission is not answerable to another external body rather they are under House Committees which are controlled by their colleagues. There is no overall body that the change from the former to the current chairpersons has positively influenced the pace of change. Leadership cited is one of great courage, responsibility and humility, backed by action. The leadership was described as involving a combination of elements namely establishment of the overall direction through vision, mission and awareness of the change necessary to bring about the vision.
5.1 Summary

In the past seven years, the Parliamentary Service Commission (PSC) has been undergoing different programs under different commissioners. The PSC was created by the Constitution of Kenya (amendment) Act No. 3 of 1999. This amendment placed the management and administration of Kenya National Assembly under the Commission independent from the Executive Government. After its formation, the PSC created a vision and communicated it to external stakeholders. In addition strategies or what is referred to as the implementation principles among them creating legitimacy, mobilizing political support, forming reform terms were identified. New macro organ gram was designed and a strategic plan 2000-2012 was drafted. A detailed implementation plan outlining the change activities, the timeframe and responsibilities was drawn. In addition, resources requirements to support the implementation were established.

Section 10 of the PSC prescribes the power of Commission. In particular, the Commission is responsible for the allocation of functions to departments, makes such arrangement as appears to the Commission expedient in connection with the creation, division, amalgamation and abolition of any department. The Commission has power over all the employees, and prescribes a scheme of service setting out terms and conditions for the appointment, confirmation, promotion, resignation, remuneration and termination of the officer.
From the foregoing, it is evident that the Commission since its inception has taken control of National Assembly in terms of management and administration while the Clerk of National Assembly is the executive officer and the secretary to the Commission. In essence, the Clerk is supposed to provide the linkage between staff and the commission. However, the powers of the Clerk are limited since he/she receives instruction from the Commissioners.

5.2 Conclusion

The PSC was created to improve service delivery to the National Assembly. Their core function was to provide services to members and staff of parliament in order to enhance effective and efficient parliamentary operations in Kenya. The mission of PSC is:

"to facilitate Members of Parliamentary Service Commission to efficiently and effectively fulfill the constitutional functions in a representative system of government by holding and ensuring the autonomous status of parliament in its corporate relationship with arms of the Government".

The PSC has to date not realized its stated mission mainly due to the fact that it did not during its inception identify stakeholders’ expectations and power in their change programmes formulation and implementation. The Clerk of National Assembly who provides the linkage between the Commission and the staff was accorded minimal powers by the PSC. This meant that the PSC crafted the vision, mission, and formulated and implemented change programmes without consulting the PSC employees.
Johnson and Scholes (2000) argue that strategic change is likely to work if there is coherence across all aspects of the organization. All stakeholders have to be identified and their power and expectation factored in during formulation and implementation of change programmes.

5.3 Recommendation

The Kenya (Amendment) Act No. 3 of 1999, section 9 and 10 gives the Commission a lot of powers. In particular, the Commission prescribes a scheme of service for PSC employees. The PSC should delegate some its duties and responsibilities to the Clerk of National Assembly who has managerial skills in matters pertaining to issues affecting staff.

Since commissioners are appointed by virtue of their position in Parliament or through election by the house, there is no way of ensuring that a prescribed minimum education requirement is effected. This means that majority of commissioners lack the technical managerial skills to discharge most of the responsibilities assigned to them and this compromises the integrity of the PSC. The PSC should set out some minimal requirements for one to qualify to be a commissioner.

Similarly, MPs are elected to parliament after every five (5) years which means that after five years if one is not elected he/she ceases to be a PSC member. Within the five years MPs try to make as much money as possible because of the culture engraved to the value of money. Such Members are therefore not in a position to articulate properly matters pertaining to PSC.
MPs are also busy with parliament, national and constituency activities, therefore appointing, nominating or electing them to be commissioners is adding more responsibilities. As a result, little time is accorded to PSC matters leading to poor performance. The PSC should have Commissioners who are not MPs and who are professionals from different disciplines which would enrich National Assembly with new beliefs, values, culture and paradigms.

Currently the PSC is entrusted with crafting of both vision and mission and formulating and implementing the strategic change management programmes without the input of the PSC inputs. For change management to occur there must be ownership of strategic change programmes. Ownership comes after participation in crafting; formulation and implementation of these change programmes. The PSC staff should therefore be given the mandate to drive these strategic change programmes.

As alluded to, the PSC is answerable only to itself and the House. In line with this, a powerful body like a Board of Management should be constituted to oversee the activities of PSC. The Board of Management will perform some of the managerial activities leaving room for the PSC to concentrates on its core activities of major strategic issues.
5.4 Limitation of the Study

The study depended entirely on interviews and discussions with commissioners, and both PSC staff and Secretariat. It would have been important to validate the findings with sitting MPs.

The study focused on commissioners, management and employees perspective. It would also have been of value to obtain the views of other stakeholders.

5.5 Recommendation for further Study

The change efforts at the PSC are still at an infancy stage. It is recommended that an evaluation of the change process be conducted in future. Further this study was designed to involve commissioners, management and other employees of PSC. It will be interesting to carry out a cross sectional study involving retired and current MPs, Commissioners, PSC employees and other external stakeholders.
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Dear Sir,

RE: APPROVAL FOR STUDY

I am a student in the faculty of Commerce of the University of Nairobi, Kenya. In partial fulfilment of the requirements of the degree of Masters of Business Administration (MBA), I am conducting a study “Management of Strategic Change: The Case of the Parliamentary Service Commission”.

I seek your approval to document strategic change episode at National Assembly. The study will involve interviewing commissioners, heads of departments and their deputies.

Thanks in anticipation,

Yours faithfully

MBA Student
INTERVIEW GUIDE

This guide is designed to collect views on the change management process of the Parliamentary Service Commission which change has been implemented since 1999.

Section A

Interviewee name (Optional)

Commissioners

(Stakeholders, forces of change and strategic objectives)

1. How did the PSC and its need for change identified?

2. Did the PSC create a shared vision and a common direction?

3. Who initiated the change?

4. What necessitated the change?

5. What level did the strategic change process involve the stakeholders?

6. Who are the key power groups?

7. How was their power identified?
8. In your view were the strategic change processes necessary?

9. How did the strategic change process impact the stakeholders?

10. Do you think all stakeholders have the same influence on strategy formulation at the PSC?

11. How was the change vision communicated?

12. Do you think the PSC has achieved its objectives in the change process programmes?

13. Please describe how the stakeholders were handled to influence the change performance:
   a) Focus on resistance
   b) Culture
   c) Stakeholder politics
   d) Teamwork
   e) Leadership
   f) Funding
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INTERVIEW GUIDE

Section B

1. How was the change initiated?

2. Who in the organisation initiated the change?

3. What is your role in the PSC?

4. Are you happy with current composition of PSC?

5. Who has the final say in the strategic change management process?

6. What is the change destination?

7. Who do you think is driving the change?

8. How have you been prepared for change?
9. Have external consultants been involved in the change programme and to what extent?

10. Has the change affected structures, systems, process or behaviour?

11. Do you think the change will last?
Appendix IV

INTERVIEW GUIDE

Section E:

Interviewee name (Optional)

Heads of departments

(Change content)

1. Do you think your Department is important?

2. How was urgent built to get the employees to cooperate in the reform?

3. How does PSC communicate with you?

4. Their a conflict of power between the PSC and CEO

5. Are you satisfied with the current composition of PSC?

6. Did you have short-term targets to monitor the change and how?

7. Were those who achieve such targets rewarded?

8. How does the top management indicate their support for the change programme and activities?

9. Has change affected structures, systems, process, or behaviour?
10. What specific elements of the change have /are affecting strategies, structures, systems, process and behaviour

a) ...........................................................................................................

b) ...........................................................................................................

c) ...........................................................................................................

d) ...........................................................................................................

e) ...........................................................................................................

f) ...........................................................................................................
INTERVIEW GUIDE

Section F

Interviewee name (Optional)

PSC Secretariat

(Change management process, stakeholders)

1. How do you relate with the PSC and CEO

2. Was a vision developed and by who?

3. Describe the process for the vision development?

4. How was the vision communicated to all those involved in the programme?

5. Where there specific teams mandated the responsibility to implement change?

6. What was the role and the power of the team?

7. Please describe the process of team formation and characteristics taken into account?

8. How was urgent built to get employees to cooperate and participate in the reform?
Appendix VI

The Hon. Francis ole Kaparo, EGH, M.P.,
Speaker of the National Assembly &
Chairman of the Parliamentary Service Commission,
Parliament Buildings,
NAIROBI.

Mr. Speaker,

You appointed us on 11\textsuperscript{th} February, 2002 through Gazette Notice No.791 to review and make recommendations on the terms and conditions of service for Members of Parliament, including their salaries, allowances and benefits in addition to the facilities available for their use both in Parliament Buildings and in their constituencies. We were given two months to submit our Report to you. However, our mandate was later expanded to include the following:

- Review of salaries and allowances for members of staff;
- Review of salaries, allowances and retirement benefits for the following:
  - The President
  - The Vice President; and
  - The Speaker
Consequently, you extended our assignment by a further fifty one working days through Gazette Notice No.3997 of 28th June, 2002.

In order to address the terms for parliamentary staff, the Commission acquired the services of two consultants in Human Resources Management, Mr. Boaz Mujera and Mr. Samuel Kinuthia to assist the Tribunal in the review of salaries and allowances for members of staff.

The two consultants did a magnificent job and submitted their report within the stipulated time. This part of the Tribunal's report comprises exclusively our recommendations on the terms for the staff. The Report on Members' terms and conditions of service, which is contained in a separate volume, comprises the main component of the Tribunal’s Report.

As in past reports, the recommendations on staff, if adopted, will be implemented independent of those for Members. It is important to point out that the implementation of the recommendations shall be accompanied by staff performance assessment which is recommended elsewhere in the Report. Development of a performance assessment instrument is therefore crucial so that only productive staff members are retained in the Parliamentary Service.

We humbly take this unique opportunity, Mr. Speaker, to thank you and all the members of the Parliamentary Service Commission, for the trust and honour you bestowed on us. We would also like to express our utmost gratitude for the resources
and facilities you put at our disposal which enabled us carry out our work in a conducive environment.

We are, Mr. Speaker, Sir,

Justice A. M. Cockar, E.G.H. - Chairman
Munyuwa Waiyaki (Dr), E.G.H. - Member
James Denis Akumu - Member
Gaylord Avedi, E.B.S. - Member
Bethuel A. Kiplagat, E.B.S. - Member
Samuel W. Ndindiri - Secretary

Dated this .......day of.......2002