

**CHALLENGES OF STRATEGY IMPLEMENTATION IN THE
KENYA EDUCATION SECTOR SUPPORT PROGRAMME**

BY

EUNICE ACHENDA PETER

**A RESEARCH PROJECT SUBMITTED IN PARTIAL
FULFILMENT OF THE REQUIREMENT FOR THE DEGREE OF
MASTER OF BUSINESS ADMINISTRATION, SCHOOL OF
BUSINESS, UNIVERSITY OF NAIROBI**

NOVEMBER 2012

DECLARATION

I undersigned declare that this Research Project is my own original work and has not been submitted to any other college, institution or University.

Signed _____ Date: _____

Eunice Achenda Peter

Registration No: D61/60066/2010

This Research Project has been submitted for moderation with my approval as the University Supervisor.

Signed: _____ Date: _____

Ms Florence Muindi

Department of Business Administration

School of Business

University of Nairobi

DEDICATION

This project is dedicated to my family and friends for their love, support, understanding and encouragement to me during the whole study period. Thank you for the love and support.

ACKNOWLEDGEMENTS

My special thanks goes to my Supervisor, Ms Florence Muindi for her invaluable support and contribution that enriched the results of this study. I also thank all the lecturers who have helped, prepared and equipped me with the necessary skills to write this paper. To my fellow college mates who assisted me in one way or another, during this programme, I appreciate.

Above all, I dedicate my gratitude to Almighty God for showering me with his blessings during the entire program.

ABSTRACT

Strategy implementation is the process of transforming strategic intentions into actions, then into acceptable results. The objectives of this study were to (i) identify the challenges of strategy implementation and (ii) identify the solutions adopted in response to those challenges at the Kenya Education Sector Support Program (KESSP). The research design was a case study on KESSP.

The findings of this study indicated that strategy implementation was affected by poor allocation of resources, lack of consensus between parents and the government on the concept of cost sharing, lack of employee commitment and organisational culture regarding the aspect of decision making. Mismatch between strategy and structure, connection of strategy formulation and implementation and communication gap were not identified as challenges of strategy implementation in the KESSP.

The implication of this study is that policy makers in the education sector under the KESSP, the World Bank and DFID and other main financiers of this programme will have to consider resource allocation, consensus among stakeholders, employee commitment and organisational culture to be in line with strategy implementation for the programme strategy to be successfully implemented in future. The study has added to the body of knowledge and ignited the need for further research especially looking into development arising in the education sector.

This study recommends that in future, allocation of resources should be in line with the strategy to be implemented; consensus among stakeholders and employee motivation should be considered before implementation of the strategy. There is also need to do more research on other sectors in order to get a broader view on the challenges to strategy implementation.

TABLE OF CONTENTS

DECLARATION.....	ii
DEDICATION.....	iii
ACKNOWLEDGEMENTS.....	iv
ABSTRACT.....	v
ABBREVIATIONS.....	ix
LIST OF TABLES.....	xi
CHAPTER ONE: INTRODUCTION.....	1
1.1 Background of the Study.....	1
1.1.1 Concept of Strategy.....	2
1.1.2 Strategy Implementation.....	3
1.1.3 Challenges of Strategy Implementation.....	4
1.1.4 Kenya Education Sector Support Program.....	5
1.2 Research Problem.....	7
1.3 Research Objectives.....	9
1.4 Value of the Study.....	9
CHAPTER TWO: LITERATURE REVIEW.....	10
2.1 Introduction.....	10
2.2 Concept of Strategy.....	10
2.3 Strategy Implementation.....	11

2.3 Challenges of Strategy Implementation.....	12
2.3.1 Resource Allocation.....	13
2.3.2 Consensus Among Stakeholders.....	13
2.3.3 Employee Commitment.....	14
2.3.4 Organisation Structure and Strategy.....	15
2.3.5 Organisational Culture.....	16
2.3.6 Connecting Strategy Formulation to Implementation.....	17
2.3.7 Communication Gap.....	17
CHAPTER THREE: RESEARCH METHODOLOGY.....	19
3.1 Introduction.....	19
3.2 Research Design.....	19
3.3 Data Collection.....	20
3.4 Data Analysis.....	20
CHAPTER FOUR: DATA ANALYSIS AND INTERPRETATION.....	21
4.1 Introduction.....	21
4.2 Respondents of the Study.....	21
4.3 Challenges of Strategy Implementation Identified.....	22
4.4 Responses to Strategy Implementation Challenges.....	31

CHAPTER FIVE: SUMMARY, DISCUSSIONS AND CONCLUSIONS.....	38
5.1 Introduction.....	38
5.2 Summary of the Findings.....	38
5.3 Conclusion.....	42
5.4 Recommendations.....	43
5.4.1 Policy and Practice.....	43
5.4.2 Area for Further Research.....	43
5.5 Limitations of the Study.....	44
5.6 Implication on policy theory and practice.....	44
REFERENCES.....	45
APPENDIX: Interview Guide.....	49
APPENDIX: Letter of Introduction from University of Nairobi.....	51
APPENDIX: Request to collect data from KESSP.....	52
APPENDIX: Authorisation from KESSP to collect data.....	53

ABBREVIATIONS

ASAL	Arid and Semi-Arid Lands
CBE	Curriculum Based Establishment
DEO	District Education Officer
DfID	Department for International Development
ECDE	Early Childhood Development and Education
EFA	Education For All
EMIS	Education Management Information System
ERS	Economic Recovery Strategy
FPE	Free Primary Education
HELB	Higher Education Loans Board
ICT	Information and Communication Technology
INSET	In-servicing of Teachers
JICA	Japanese International Corporation Agency
KCPE	Kenya Certificate of Primary Education
KCSE	Kenya Certificate of Secondary Education
KESSP	Kenya Education Sector Support Programme
KESI	Kenya Education Staff Institute
KNEC	Kenya National Examinations Council

Kshs	Kenya shillings
MOEST	Ministry of Education, Science and Technology
PTR	Pupil- Teacher Ratio
SMASSE	Strengthening of Teaching Mathematics and Science in Secondary Education
SWAP	Sector Wide Approach
TIVET	Technical, Industrial, Vocational and Entrepreneurship Training
TSC	Teachers' Service Commission
UPE	Universal Primary Education

LIST OF TABLES

Figure 1 : KESSP Budget for years 2005 -2010

CHAPTER ONE: INTRODUCTION

1.1 Background of the Study

Although strategy is formulated at the top level management of the organisation, it is executed from bottom up. Hence the management hierarchy within the organisation is required in order to execute a successful strategy. Majority of the organisations fail to execute strategy because they do not prioritise resources and employees may not be informed of the organisation's strategy, poor leadership styles and lack of accountability by management. Management training programs have become a popular and effective means to meet this need (Boomer, 2007).

A poor strategic plan can limit its implementation efforts. Good execution cannot overcome the shortcomings of a bad strategic plan (Hrebiniak, 2006). The kind of strategy that is developed (Alexander, 1985) and the actual process of strategy formulation, namely, how a strategy is developed (Kim & Mauborgne, 1993; Singh, 1998) will influence the effect of implementation. Alexander (1985) believes that the need to start with a formulated strategy that involves a good idea or concept is mentioned most often in helping promote successful implementation. Good implementation naturally starts with good strategic input: the soup is only as good as the ingredients (Allio, 2005).

The problems of strategy implementation relate to situations and processes that are unique to a particular organization or industry even though some problems may be common to all organizations. Challenges that occur during the implementation process of a strategy is an important area of research because even the best strategy would be ineffective if not implemented successfully.

1.1.1 Concept of Strategy

Strategy is the direction and scope of an organization over the long term, which achieves advantage in a changing environment through its configuration of resources and competences with the aim of fulfilling stakeholder expectations. It is the commercial logic of a business that defines why a firm can have a competitive advantage. Strategy is what a company does and how it actually positions itself commercially and conducts the competitive battle.

Oxford dictionary defines it as the art of war, especially the planning of movements of troops and ships etc., into favorable positions; plan of action or policy in business or politics. Chester I. Barnard defines strategy as the intention to focus on the interdependence of the adversaries' decisions and on their expectations about each other's behavior. Alfred D. Chandler Jr. defines it as the determination of the long run goals and objectives of an enterprise, and the adoption of courses of action and the allocation of resources necessary for carrying out these goals. Kenneth Andrews defines strategy as the pattern of objectives, purposes or goals and the major policies and plans for achieving these goals, stated in such a way as to define what business the company is in or is to be in and the kind of company it is or is to be.

Strategy is unifying theme that gives coherence and direction to the decisions of an organization. The strategy of an organization explains how the business will grow, satisfy its customers, out-compete its rivals, manage each functional area, develop requisite capabilities and achieve its short-term and long-term objectives. A good strategy fits the organization's external and internal situation, builds sustainable competitive advantage as well as improving organizational performance.

1.1.2 Strategy Implementation

Implementation is a stage or phase in a process of planning and policy making according to Kimble & Tight (2007). They continue to explain further that this is the stage in which decisions are put into practice, allowing them to influence the behaviour of target groups and affect the real world. Implementation translates strategy into current operating decision Schellenberger and Boseman (1982).

Pride and Ferrell (2003) define strategy implementation as “the process of putting strategies into action”. According to David (2003), both managers and employees should be involved in the implementation decision, adequate communication between all parties is important for successful implementation. Factors that need to be put into consideration during the implementation process are annual objectives, policies, resource allocation, management of conflict, organisation structure, managing resistance to change and organisational culture.

Bartlett and Ghoshal (1987) noted that in all the companies they studied, “the issue was not a poor understanding of environmental forces or inappropriate strategic intent. Without exception, they knew they had to do; their difficulties lay in how to achieve the necessary changes”. Miller (2002) supported this by reporting that organisations fail to implement more than 70 percent of their new strategies initiatives. Hence the focus in the field of strategic management has now shifted from the formulation of strategy to its implementation (Hussey, 1998; Lorange, 1998). Noble (1999), has further noted that: There is a significant need for detailed and comprehensive conceptual models related to strategy implementation. He argues that if a firm’s strategy is implemented well several benefits will be derived.

1.1.3 Challenges of Strategy Implementation

Implementation is the process that turns plans into action assignments and ensures that such assignments are executed in a manner that accomplishes the plan's stated objectives (Noble 1999). Strategy implementation may be viewed as a process inducing various forms of organisational learning because both environmental threats and strategic responses are a prime trigger for the organisational learning process (Lehner, 2004). Strategy implementation is an iterative process of implementing strategies, policies, programs and action plans that allow a firm to utilise its resources to take advantage of opportunities in the competitive environment (Harrington, 2006). Li Guohui and Eppler (2008) define strategy implementation as a dynamic, iterative and complex process which is comprised of a series of decisions and activities by managers and employees – affected by a number of interrelated internal and external factors to turn strategic plans into reality in order to achieve strategic objectives.

Strategy formulation without strategy implementation could be equated to the ideas of a great golden hen that has never laid golden eggs. Strategy implementation is the process through which the organisation's chosen and intended strategies are made to happen. Implementation is the action phase of the strategies process, which includes strategy formulation, analysis of the alternative strategies and choice of the strategies to be adopted (Field & Keller, 1998).

The implementation of business strategy has been the subject of an increasing number of studies and research works (Hauc and Kovac, 2000). Wallace et al (2007) explains that some strategies last a long time but successful strategies do not last forever. Environments evolve, competition intensifies, and requirements for leadership talent

shift. Strategies must transform in response. Successful strategy implementation requires the input and cooperation of all players in the company. Implementation of strategies requires linkage in two dimensions both vertical and horizontal. Vertical linkages are those tying together the organization from top to bottom, from corporate to division to department (Birnbaum, 2007).

Dressler (2003) state that in practice a Chief Executive Officer can change several things including the strategy, culture, structure, technologies, attitudes and skills of the staff. But to do so he or she needs a firm command of the Human Resources methods. Changes in people attitudes and skills may involve training and development to provide new and current employees with the skills they need to carry out their jobs. Human Resources organizational development interventions can modify employees' attitudes, values and behaviour. Organizational renewal today often entails embracing or modifying technology. For some firms it may mean transferring a host of activities to the internet. For other firms it means re-engineering work processes, or automating production processes.

Corporate strategy is an organization process, in many ways is inseparable from the culture, behaviour, and culture of the company in which it takes place (Mintzberg et al, 1995). Strategy implementation involves management activities to carry out the strategy and institute strategic control for monitoring progress and the extent to which organizational goals are achieved (Bartol et al, 2004).

1.1.4 Kenya Education Sector Support Program

The Ministry of Education Science and Technology through the Sector Wide Approach to sector development has developed the Kenya Education Sector Support Programme (KESSP). This is a comprehensive sector programme, focusing on

identified priorities developed through extensive consultative process. KESSP comprises twenty three (23) investment programmes grouped around six (6) thematic areas of Financing, Access, Sector Management, Quality, Retention, Secondary, Tertiary and Higher Education.

The six thematic groups have been holding regular working sessions, developing and costing investment programmes leading to a pre-appraisal exercise in February, 2005 and a joint appraisal mission in June, 2005. KESSP focuses on all education sub-sectors and the related cross-cutting issues, thus leading to the development of a comprehensive set of strategies to deliver quality education and training to Kenyans (KESSP July 2005). The program's vision was guided by the understanding that quality education and training contribute significantly to economic growth and expansion of employment opportunities. The vision which is in tandem with the Government's plan is articulated in the Economic Recovery Strategy (ERS).

The goal of the KESSP is to provide basic education and improve the quality of education to all children by 2010. There are four program objectives of the KESSP including: (i) ensuring equity of access to basic education; (ii) enhancing quality and learning achievement; (iii) providing opportunities for further education and training; and (iv) strengthening education sector management. The KESSP is part of a multi-donor sector wide approach supporting Kenya in its efforts to reach the Education Millennium Development Goal by 2015. In 2011, most of the program objectives to be implemented by the parastatals in the education sector were still unaccomplished and there has been a slow pace towards the implementation of those programmes objectives.

Successful implementation of this programme will lead to the actualisation of the following objectives: (i) attainment of UPE and EFA by 2015; (ii) achievement of a transition rate of 70 percent, from primary to secondary school from the current rate of 47 percent, paying special attention to girls' education by 2008; (iii) enhancement and sustainability of access, equity and quality in primary and secondary school education; (iv) capacity building for 45,000 education managers by the end of 2005; (v) construction/renovation of physical facilities/equipment in public learning institutions in disadvantaged areas, particularly in Arid and Semi-Arid Lands (ASALs) and urban slums by 2008; (vi) development of a national training strategy for TIVET in 2005, and ensure that TIVET institutions are appropriately funded and equipped by 2008; (viii) achievement of 50 percent improvement of levels of adult literacy by 2010; (ix) expansion of public universities to have a capacity of at least 5,000 students each by 2015 and (x) increased proportion of all students studying science related courses to 50 percent, with at least one third of these being women by the year 2010

1.2 Research Problem

Achieving strategy implementation, and strengthening value creation still proves to be a major task in the corporate world. Although many companies today have improved their strategic capabilities and enhanced the way strategy is being developed and executed, there is still room for improvement (Yaeger and Sorensen, 2009). Strategy implementation almost always involves the introduction of change to an organization. Managers may spend months, even years, evaluating alternatives and selecting a strategy. Once strategies have been developed, they must be successfully implemented in order for the organisation to obtain the intended results. A well developed strategy has to be implemented if success and mandate has to be achieved.

The KESSP strategic intent is to meet its own strategic objectives as well as to reach the Education Millennium Development Goal by 2015. However, the education sector in Kenya has experienced challenges in the past with regards to implementation of KESSP strategic objectives and those of the Education Millennium Development Goal by 2015. For instance, these challenges have been seen in the Free Primary Education (FPE). Despite the FPE initiative, in 2004 there were an estimated 1.7 million children and youth (1.5 million aged 6-14 and 200,000 youth) who for various socio-economic reasons were unable to access education through formal school delivery channels. This problem is particularly acute in informal urban settlements and pockets of poverty across the country. Many of the children learning in these schools have not benefited from the Free Primary Education Support Programme (FPESP) due to several challenges, including poor and limited facilities and overcrowding of pupils in schools. Hence there is a need for research in this area to unveil problems associated with the implementation of organisational strategies. Also there is the need to add to the existing knowledge and current literature which is biased towards developed nations, creating a further gap in the emerging economies and their unique needs.

A number of scholars have researched on the challenges faced in strategy implementation. These include unpublished papers by Mwangi (2010), studied challenges to strategy implementation at Simba Technology Limited and she found that lack of commitment by management, poor communication and organisational culture were the main challenges of strategy implementation in Simba Technology Limited. Opiyo (2010), studied challenges to strategy implementation at I & M Bank and found that failure to define responsibilities in the strategy implementation process, slow acceptance of strategy by stakeholders and poor communication were

the main challenges of strategy implementation. None of these have touched on strategy implementation challenges under the KESSP. The researcher has also not come across any research on strategy implementation challenges faced under the KESSP. Therefore this study seeks to address this knowledge gap. The program was supposed to have been successfully completed in 2010 and thus lead to the question: What challenges is the KESSP face in implementing its goal and objectives?

1.3 Research Objectives

The objectives of this study are:

- (i) to identify the challenges of strategy implementation in the KESSP; and
- (ii) to identify solutions adopted by KESSP in response to those challenges.

1.4 Value of the Study

This study will provide directors working under the KESSP and policy makers in the education sector under the KESSP, the World Bank and DFID and other main financiers of this programme with information on the challenges faced during strategy implementation. They will be able to infer the challenges faced by the program and to prepare them accordingly in developing and implementing strategies that may help them achieve their objectives.

The study is intended to add to the body of knowledge, specifically in regard to strategy implementation in the KESSP and ignite the need for further research especially looking into development arising in the sector. Policy makers would infer from the study on government initiatives for education sector in Kenya and the region at large.

CHAPTER TWO: LITERATURE REVIEW

2.1 Introduction

This chapter will focus on the conceptual aspect of strategy, strategy implementation and challenges of strategy implementation. It will look at the relevant studies that have been carried out under these topics with more emphasis on the challenges of strategy implementation.

2.2 Concept of Strategy

According to Steiner (1979), the term strategy entered the management literature as a way of referring to what one did to counter a competitor's actual or predicted moves. He also points out that there is very little agreement as to the meaning of strategy in the business world. Several meanings emerge from his definition to include top management actions. Strategy also emerges to mean decisions and actions necessary to realize purpose and missions.

Mintzberg (1994) argues that strategy emerges over time as intentions collide with and accommodate changing reality. Strategy is reflected in a pattern evident in decisions and actions over time. Mintzberg called this pattern the realised or emergent strategy. This definition captures the importance of flexibility in strategy. Barney (1996) terms strategy as a pattern of resource allocation that enables firms to maintain or improve their performance. He terms a good strategy as one that neutralises threats and exploits, opportunities, while capitalizing on strength and avoiding or fixing weaknesses. This definition emphasises the competitive nature of strategy.

2.3 Strategy Implementation

Success of strategy requires that the structure and strategy need to be matched under support of each other. The information system must be adequate for the purpose of reporting back with strategy implementation evaluation. The challenges come in form of resistance to change, non involvement of stakeholders, employees' psychological non preparedness, a poorly formulated strategy and an ill prepared firm system for accommodating new strategy (Thompson et al, 1993). Strategy implementation entails putting the steps in strategy formulation in to action plans. It involves operationalization which is the development of action plans and institutionalisation which entails making sure that the strategy is internally acceptable within the organisation.

Implementation is a stage or phase in a process of planning and policy making. It is the stage where decisions are put into practice, allowing them to influence the behaviour of target groups and affect the real world. Implementation translates strategy into current operating decision. This calls for integration of the organisation's resources (human, financial and physical) with structures.

Even though in reality there may be a separation between planning and execution tasks, the two are highly interdependent. Success in executing strategy can be best achieved when those responsible for execution are also part of the planning process. Lehner (2004) takes implementation tactics as genuine organizational behaviour based on the assumption that implementation in general is dependent on the environment and organizational variables.

2.4 Challenges of Strategy Implementation

Achieving strategy implementation and by this, strengthening value creation still proves to be a major task in the corporate world. Although many companies today have improved their strategic capabilities and enhanced the way strategy is being developed and executed, there is still room for improvement (Yaeger and Sorensen, 2009). Lack of financial resources, inadequate communication of strategy to staff, wrong firm structure, poor leadership and inadequate communication and information of system are challenges to strategy implementation.

Designing a workable reward system to support strategy implementation is a challenge. The role of the reward system is to align the well being of organisation. Without an ample pay off, the system breakdown and the managers will be left with less workable options of barking orders, trying to enforce compliance and depending on the goodwill of other employees. People who implement strategic plan should participate in their development. This creates a sense of belonging and teamwork towards the attainment of the implementation of strategy.

Alexander (1985) suggests that there are many problems which over half of the corporations experienced frequently, such as the involved employees have insufficient capabilities to perform their jobs, lower-level employees are inadequately trained, and departmental managers provide inadequate leadership and direction. These three are the most frequent strategy implementation problems in relation to human resource. Line level employees may use delay or prevent attempts toward change that they find particularly threatening or disagreeable.

2.4.1 Resource Allocation

A number of factors commonly prohibit effective resource allocation. These include an overprotection of resources, too great an emphasis on short run financial criteria, organizational politics, vague strategy targets, a reluctance to take risks, and a lack of sufficient knowledge (David, 1997).

All organizations have at least four types of resources that can be used to achieve desired objectives. Resources allocation is a central management activity that allows for strategy execution. Strategic management enables resources to be allocated according to priorities established by annual objectives. Organizations may be captured by their resources legacy or assumptions people make about what resource priorities really matter (Johnson and Scholes, 2002).

2.4.2 Consensus Among Stakeholders

Floyd and Wooldridge (1992) label the gulf between strategies conceived by top management and awareness at lower levels as implementation gap. They define strategic consensus as the agreement among top, middle level, and operating level managers on the fundamental priorities of the organization. Consensus, in their approach, has four levels: strong consensus, blind devotion, informed scepticism and weak consensus. Floyd and Wooldridge argue that strong consensus exist when managers have both, a common understanding of, and a common commitment to their strategy. If members of the organization are not aware of the same information, or if information passes through different layers in an organization, a lower level of consensus may result. This lack of shared understanding may create obstacles to successful strategy implantation (Noble, 1999).

If lower level management and non-management personnel are not aware of the same information, or if information must pass through several management layers in the organization, consensus regarding that information may never come about. Thus, the lack of shared knowledge with lower level management and non-management employees creates a barrier to successful strategy implementation (Noble, 1999b).

2.4.3 Employee Commitment

Shared understanding without commitment may result in counter effort and negatively affect performance Wooldridge & Floyd, (1990). Strategy implementation efforts may fail if the strategy does not enjoy support and commitment by the majority of employees and middle management. This may be the case if they were not consulted during the development phase Heracleous, (2000).

Noble & Mokwa (1999) put forward three dimensions of commitment that emerged as central factors which directly influence strategic outcomes: organizational commitment, strategy commitment and role commitment. Strategy commitment is defined as the extent to which a manager comprehends and supports the goals and objectives of a marketing strategy. Role commitment is defined as the extent to which a manager is determined to perform his individual implementation responsibilities well, regardless of his beliefs about the overall strategy. Noble and Mokwa's (1990) findings suggest that an individual manager's implementation role performance will influence the overall success of the implementation effort. Both, strategy commitment and role commitment, were shown to influence role performance.

Hrebiniak and Snow (1982) find that the process of interaction and participation among the top management team typically leads to greater commitment to the firm's goals and strategies. Smith and Kofron (1996) believe that top managers play a

critical role in the implementation not just the formulation of strategy. Schaap (2006) carried out an empirical study and has tested the following hypotheses: effective senior-level leadership behaviours will be directly related to successful strategy implementation.

2.4.4 Organizational Structure and Strategy

Pearce and Robinson (2003) argue that while structure provides overall framework for strategy implementation, it is not in itself sufficient to ensure successful execution. The effectiveness of the actions of individuals, groups and units are the mechanisms of organizational action is a major determinant of successful implementation.

Although an organization's structure may be appropriate for past strategies, it may require significant change to be suited to new and different business strategies (Kessler and Kelly, 2000). When an organization changes its strategy, the existing organizational structure may become ineffective (Wendy, 1997). Symptoms of an ineffective organizational structure include too many levels of management, too many meetings attended by too many people, too much attention being directed toward solving interdepartmental conflicts, too large a span of control; and too many unachieved objectives (David, 1997).

Govindarajan and Fisher (1990) believe that executive leadership characteristics, structural variables, and control systems contribute differentially to the effectiveness of Strategic Business Units practicing differentiation and low-cost strategies. There are three key administrative mechanisms that firms can use to cope with uncertainty in this context: design of organizational structure (decentralization), design of control systems (budget evaluative style) and selection of managers (locus of control).

2.4.5 Organisational Culture

Organisational culture refers to the leadership style of managers, how they spend their time, what they focus attention on, what questions they ask of employees, how they make the decisions, also the organisational culture (the dominant values and beliefs, the norms, conscious and unconscious symbolic acts taken by leaders (job title, dress codes, executive dining rooms, corporate jets and informal meetings with employees)).

If the existing culture is antagonistic to a proposed strategy then it should be identified and changed. People can be captured by their collective experience rooted in the past success and organizational and institutional norms (Johnson and Scholes, 2002). Changing a firm's culture to fit new strategy is usually more effective than changing a strategy to fit existing culture (David, 1997). Strategist should strive to preserve, emphasis, and build upon aspects of an existing culture that support proposed new strategies. Culture may be factor that drives the strategy rather than the other way round (Kazmi, 2002).

Johnson and Scholes (2002) noted that culture is a strength that can also be a weakness. It's strength because it eases and economizes communication, facilitates organizational decision making and control and may generate higher levels of cooperation and commitment in the organization. This results in efficiency, the stronger the culture, the greater the efficiency. However, culture becomes a weakness when important shared believes and values interfere with the needs of the business, its strategy and the people working on the company's behalf. A company's culture can be a major strength when it is consistent with the strategy and thus can be a powerful driving force in implementation.

2.4.6 Connecting Strategy Formulation to Implementation

Taylor (1986) finds need for top managers to recognize that they cannot plan everything and strategies are bound to be translated into action within an organization. Johnson and Scholes (2002) point out the assumption that top management can plan strategy implementation at the top then cascade down through the organization is not tenable. It should be recognized that how top managers conceive strategies are not the same as how the lower down in the organization conceive of them.

Formulation of a particular strategy can only be examined reactively, by examining the strategy outcome after a period of time. However practitioners need greater confidence that their chosen strategic management decisions are going to lead to successful results. The proactive assessment of strategic management decision is going to lead to successful results. The proactive assessment of strategic management remains a valid problem for both researchers and practitioners.

2.4.7 Communication Gaps

The findings of Peng and Litteljohn (2001) show that effective communication is a key requirement for effective strategy implementation. Organizational communication plays an important role in training, knowledge dissemination and learning during the process of strategy implementation. Communication is pervasive in every aspect of strategy implementation, as it relates in a complex way to organizing processes, organizational context and implementation objectives which, in turn, have an effect on the process of implementation.

Alexander (1985) points out that communication is mentioned more frequently than any other single item promoting successful strategy implementation. The content of such communications includes clearly explaining what new responsibilities, tasks, and duties need to be performed by the affected employees. It also includes the why behind changed job activities and more fundamentally the reasons why the new strategic decision was made firstly. Rapert & Suter (1996) find that organizations where employees have easy access to management through open and supportive communication climates tend to outperform those with more restrictive communication environments.

CHAPTER THREE: RESEARCH METHODOLOGY

3.1 Introduction

This chapter deals with the way research was carried out and the methods that were used in enabling the study to achieve its main objectives of identifying the challenges of strategy implementation in the Kenya Education Sector Support Program and identifying the solutions adopted by KESSP in response to those challenges.

The chapter deals with a case study research design on the Kenya Education Sector Support Program. Data collection was through an interview guide contained open ended questions. Data analysis method was through content analysis which was used to analyse data considering the qualitative nature of the data collected through in-depth personal interviews.

3.2 Research Design

The study was modelled on a case study design. A case study was chosen because it was relevant to the theory underlying the proposed research. Aosa (1992) argues that a study with a narrower focus would achieve greater depth thereby providing further insight of the strategic change management practices in Kenya.

KESSP is a Sector Wide Approach to sector development programme implemented by the Ministry of Education Science and Technology. A case study is a suitable model since the main aim was to obtain an in-depth understanding of what were the strategy implementation challenges and the adopted responses to those challenges during the implementation process.

3.3 Data Collection

Qualitative data was collected focusing on the challenges of strategy implementation within the Kenya Education Sector Support Program. Information was collected on the challenges experienced and the solutions adopted in response to those challenges to strategy implementation.

The study used primary data; these was collected through an interview guide with two sections; Section A describing the interviewees background and Section B describing the challenges of strategy implementation in KESSP. The interviewees were the Director of the KESSP, Education Secretary, and KESSP management unit team leader.

3.4 Data Analysis

Content analysis was used considering the qualitative nature of the data collected through in-depth personal interviews. This technique used a set of categorisation for making valid and replicable inferences from the data to their context. The data was broken down into the different aspects of strategy implementation, arranged into logical groups and analysed.

This offered a systematic and qualitative description of the objectives of the study. The research derived conclusions from the analysed data in relation to the research questions, research objectives, the interpretations was made, recommendations, implications, and a conclusion was drawn.

CHAPTER FOUR: DATA ANALYSIS AND INTERPRETATION OF RESULTS

4.1 Introduction

This chapter presents the analysis of the data collected and interpreted on the challenges of strategy implementation in the Kenya Education Sector Support Program. The objectives of this study were to identify the challenges of strategy implementation in the KESSP; and to identify solutions adopted by KESSP in response to those challenges. This chapter analyses the data and interprets on the basis of the objectives set at the beginning of the study.

The goal of the KESSP was to provide basic education and improve the quality of education to all children by 2010. There are four program objectives of the KESSP including: (i) ensuring equity of access to basic education; (ii) enhancing quality and learning achievement; (iii) providing opportunities for further education and training; and (iv) strengthening education sector management. The KESSP is part of a multi-donor sector wide approach supporting Kenya in its efforts to reach the Education Millennium Development Goal by 2015.

4.2 Respondents of the Study

The study had intended to interview three employees working under KESSP namely: the Director of the KESSP, Education Secretary, and KESSP management unit team leader. However during the field work only the Director of the KESSP and KESSP management unit team leader were interviewed. The Director of KESSP had over fifteen years of experience with the Ministry of Education Science and Technology (MOEST) and six years of experience with KESSP, while the KESSP management

unit team leader had five years of experience with both the Ministry and KESSP. These two interviewees were deemed adequate to give information on the study since they had over five years of experience working with KESSP at a managerial level.

4.3 Challenges of Strategy Implementation Identified

4.3.1 Resource Allocation

KESSP had the following strategic objectives regarding allocation of resources: to improve access to education by constructing new primary and secondary schools in areas where there was overcrowding in existing schools or where there are no primary nor secondary schools, supplying desks and learning materials to these schools and to build capacity at all levels in order to ensure quality education for all students.

According to the respondents the total budgeted costs for the programme in billions over five years was as follows:

Figure 1: KESSP Budget for years 2005 -2010

All data in billions of Kenya Shillings (Kshs)	2005/06	2006/07	2007/08	2008/09	2009/10	Total
Total spending on education	97	105	113	113	116	543

The respondents confirmed that inadequate funds have been allocated by the Ministry of Finance to the programme for implementation. Out of the budget of Kshs 543 billion only 489 billion was allocated to KESSP. There were reports of misappropriation of these funds too. According to an audit carried out by the Internal Audit Department in June 2011, 1% of the funds, Kshs 4.2 billion, allocated to the Ministry were reported to be misappropriated.

Out of the ineligible expenditures of Kshs. 4.2 billion, a large percentage related to physical infrastructure. Physical visits to the schools during the audit confirmed that Kshs. 1.9 billion did not reach the schools. Additional third party evidence obtained from the dispatching bank disclosed that the funds had either been paid to institutions which were not registered, or, the school bank accounts into which disbursements were made were not the genuine bank accounts.

The forensic trail was able to determine the individual account numbers and details to which the returned funds were deposited and later withdrawn. In addition, some of the funds totalling Kshs. 3.1 million were deposited in bank accounts for schools which did not have Teachers' Service Commission (TSC) codes implying that the schools were not officially recognized.

The respondents also confirmed that the large number of enrolment since January 2003 has led to overcrowding in classrooms, shortages of desks and other equipment and supplies and most importantly the deficiency of teachers. Currently the enrolment stands at over 8 million in the formal primary schools. This massive enrolment in Public Primary Schools is as a result of Free Primary Education (FPE) initiated by the NARC Government after the 2002 general elections. In December 2002 the total enrolment in public primary schools was 5,900,000. This figure shot up to 7,200,000 children by the end of December, 2004 as a result of Free Primary Education. This massive additional enrolment has already putting a lot of pressure on demands for textbooks, other instructional materials as well as on the existing school infrastructure. Poor resource allocation has also led to another problem of keeping students in school and ensuring that they do not drop out.

The respondents were of the opinion that issues relating to KESSP under the primary and secondary education were lack of adequate infrastructure and a shortage of permanent classrooms, particularly in poor districts; poor state of existing school infrastructure due to lack of investment, poor construction standards and inadequate maintenance; limited number of primary schools serving poor populations in isolated rural areas, those living in low-income and in other pockets of poverty; and huge discrepancies in needs, depending on local conditions.

The respondents also confirmed that the number of untrained teachers in schools is still high especially in the public schools. There is also a high turnover of trained teachers annually due to poor remuneration and lack of support. Inadequate supervision has also affected the quality of services. Quality Assurance and Standard Officers in the Ministry of Education are not adequately equipped to handle inspection and assessment of education services, including issues relating to transition. Primary and secondary school managements and teachers are also inadequately prepared to support education services.

The respondents confirmed that low access and participation in adult basic education programmes is attributed to such factors as inadequate number of teachers, lack of teaching/learning materials and inappropriate teaching methods. Other challenges include regional and gender disparities. Access to education needs to be expanded particularly for women and people living in disadvantaged areas including Arid and Semi-Arid Lands (ASAL)s.

Poor allocation of resources was one of the challenge of strategy implementation under KESSP. It began with inadequate resources assigned for the programme and a major reliance on donor contribution since the government budget was not enough. A

contributing factor to it was the large number of enrolment in the recent years which has led to overcrowding in classrooms, shortages of desks and other equipment and supplies and most importantly the deficiency of teachers.

4.3.2 Consensus Among Stakeholders

According to the respondents the objective of the KESSP programme was to achieve quality education through cost sharing in public secondary schools. Cost sharing was regarded as one of the sustainable financing means to the KESSP programme. However, cost sharing in public primary schools was abolished in January 2003 with the introduction of Free Primary Education. The enrollment in public secondary schools has also risen rapidly after the introduction of Free Primary Education (FPE) in January 2003.

The respondents confirmed that the challenge of strategy implementation was lack of consensus between the government and parents of the students mainly in public secondary schools on the cost sharing concept. As a result of lack of consensus between the government and parents of public school students, cost sharing had not worked well in the past because the poverty levels in the country have continued to get worse. Cost sharing was too demanding for the parents in hard economic times.

Lack of consensus was an external challenge of strategy implementation to the programme which mainly related with the external stakeholders (parents) as opposed to internal employees. Rising poverty levels had made the concept of cost sharing as a sustainable source of funding impossible.

4.3.3 Employee Commitment

KESSP had the following objectives regarding employee commitment: to enhance capacity development for the employees under the programme and to enable improvement of productivity by employees through motivation and quality working environment. The programme includes employees working in the Ministry of Education under the programme unit and all the teachers under public schools.

The respondents confirmed that employee commitment in the Ministry of Education Science and Technology (MOEST) programme unit was not a challenge to implementation. In pursuit of this goal, staff in the Ministry work in open offices and thus ensure standardization of ways of doing things. Promotions in the Ministry are based on productivity under the new programme of results-based management. Employees within the Ministry are given other incentives like staff development, recognition and awards. This has enhanced and boosted the morale of employees in the Ministry.

However, the respondents confirmed that lack of commitment of public schools teachers was a challenge to strategy implementation since it made students less enthusiastic about learning and looked forward to other alternatives of life like child labour and early marriages. This has mainly been attributed by inadequate allocation of public school teachers to implement the programme. Another reason has been high turnover of public school teachers. The amount of curriculum load that a teacher handles also had a bearing on the enrolment in schools. In cases where the number of teachers in schools are less than the number of classes they will be overworked and skip more lessons which leads to idleness and students dropping out of schools.

Lack of employee commitment with regards to public school teachers was an internal challenge to strategy implementation. The challenge resulted from past practices of deploying teachers and education personnel without due consideration to their abilities, skills and past performances. As a result some of the staff in senior teaching positions lack the necessary capacities to deliver quality services. Majority of the public school teachers are demotivated and lack commitment to the programme.

4.3.4 Organisation Structure and Strategy

The respondents confirmed that the objective of the programme was to establish a structure that facilitated smooth coordination, consultations among all stakeholders and implementation. The respondents confirmed that mismatch between strategy and structure was not a challenge to strategy implementation under KESSP, since it successfully established new programme units, and assigned qualified and competent professional staff, as well as support staff so that each unit has the capacity to successfully implement the KESSP. Staff were assigned based on the size of the programme, the work load, and the expectations of the Government of Kenya (GOK) or development partners.

The respondents confirmed that the appointment of an overall unit manager who was held accountable for the overall success of the programme was critical to KESSP implementation. To streamline unit reporting, supervision, and coordination, the unit managers were authorized to report directly to their division managers without passing through a number of directors. This arrangement reduced delays and thus enhance the rate of implementation. However, the director needed to be kept fully informed.

The establishment of dedicated management unit for the KESSP played an important role in supporting the programme because it ensured that all Government and development partners support was managed by one unit. The organizational structure adopted by KESSP supported its strategy effectively. It also ensured that one national programme was funded, as opposed to the past practice where multiple, often competing programmes, were funded.

4.3.5 Organisational Culture

The respondents confirmed that KESSP objectives were to give the head of management unit under the KESSP a greater decision-making authority and to give annual operation and maintenance budgets, which the unit head would have full authority over and be accountable for their utilisation.

The respondents confirmed the challenge relating to organization culture was the over centralization of the decision making authority which left the management team leaders without any role in decision making. Additionally the same was true for the provincial and district education officers.

The respondents confirmed that this was attributed to the fact that the Ministry and its agencies use a wide range of instruments to collect and maintain education data for decision making, leading to substantial duplication and repetitions. In addition, as a result of high centralization of data capture, processing and analysis at the headquarters, and the large volume of data, as well as inability to handle such volumes, the processing and analysis are substantially delayed, and or never carried out, leading to ad-hoc decision-making, planning and resource allocation.

The respondents confirmed that the Ministry staff capacity to use electronic based systems remains low, thus resulting to manual processing and analysis of data at nearly all levels. This was because the necessary administrative framework was not in place to support effective implementation and coordination of the various Education Management Information System (EMIS) components and resources.

Decision making was still centralised and management unit team leader did not have the necessary authority as was expected. However the management team leader had an operation and maintenance budget whose funding was still a challenge.

4.3.6 Connecting Strategy Formulation to Implementation

The respondents confirmed that KESSP objective was to link strategy plans to its implementation in order to deliver quality education and training to Kenyans. The respondents also confirmed that KESSP strategy formulation and implementation were properly connected, hence there was no challenge in implementation. KESSP fitted well within the broader framework of the national policy set out in the Economic Recovery Strategy (ERS) and was developed through a Sector Wide Approach to Planning (SWAP). KESSP focused on the attainment of Education For All (EFA) and relevant Millennium. Effective performance and accountability mechanisms were put in place so that MOEST staff working at various levels could be held to account for the delivery of quality education services to Kenyans across the country. The respondents confirmed that the implementation of KESSP was mainstreamed within the Education Directorate at the MOEST headquarters and carried out in the field especially at district and secondary school levels.

The strategy formulation was fully integrated into the MOEST's decentralized systems and accompanied by appropriate strategic plans, guidelines, manuals and

targeted capacity building initiatives. The Education Directorate was incharge of advising on the formulation and implementation of policies and programmes. KESSP comprised twenty three (23) investment programmes grouped around six thematic areas of Financing, Access, Sector Management, Quality, Retention, Secondary, Tertiary and Higher Education. KESSP was included in the five year strategic plan of 2005-2010 of the MOEST and its implementation was monitored and evaluated on a quarterly basis by MOEST staff under the KESSP management unit.

4.3.7 Communication Gap

The objective of KESSP was to establish the necessary infrastructure and systems to facilitate communication and information exchange between the departments and agencies in the Ministry. The respondents confirmed that communication gap had not been a challenge in the implementation of KESSP strategy, since the Public Relations office within MOEST organized communication, advocacy and publicity activities. Additionally, the respondents confirmed that an Education Management Information System (EMIS) that was district based and networked between MOEST and its agencies was established to facilitate the flow of information between schools, district headquarters and MOEST HQs and its agencies especially the Teachers' Service Commission (TSC), Kenya Institute of Education (KIE) and Kenya National Examinations Council (KNEC). This enhanced timeliness of data flow between key agencies and thus improve monitoring of field implementation and expenditure control. As the government finalised the national Information and Communication Technology (ICT) policy and implements e-Government strategy, more systems are envisaged to be rolled out to improve service delivery.

The respondents confirmed that, in the e-Government strategy and national ICT policy, considerable attention was given to education, particularly schools as agents with the greatest potential to address challenges of the digital divide, expansion of learning opportunities and e-Government. KESSP put in place the policy and strategy for ICT in education, development of e-learning delivery systems, build the necessary capacity, development of required ICT infrastructure, and institutional management systems. KESSP programme did not have any challenges regarding communication gap since there was a Public Relation Office that was incharge of all communications regarding the programme. Moreover, the establishment of EMIS eased the information flow within its staff and stakeholders.

4.4 Responses to Strategy Implementation Challenges

4.4.1 Resource Allocation

The respondents confirmed that, in order to address these constraints, the Government and other stakeholders invested in rehabilitation and expansion of existing schools and building of new primary schools. The Government implemented measures aimed at improving the participation of children with special needs. Under the FPE, additional capitation grants were provided to physically challenged children enrolled in special education institutions and units attached to regular primary schools.

Initial support had also been provided to each public primary school to begin removing existing barriers that make the school environment not friendly to the physically challenged learners. Each special education unit was given a grant to facilitate procurement of the necessary teaching/learning materials and equipment.

The respondents also confirmed that, after Kenya implemented FPE in January 2003, the Government also set up a Street Families Rehabilitation Trust Fund (SFRTF) under the Office of the Vice-President and the Ministry of Home Affairs. The SFRTF, comprised of key ministries, the private sector, and development partners, moved street children and families from Nairobi city streets with a plan to rehabilitate them and re-integrate them back to society. The aim was also to enable school-age children and youth to benefit from FPE. In the past two years, 250 children have joined public schools, while over 1,000 youth, including teenage mothers, have gained vocational and HIV/AIDS life skills training. Under the same Ministry, a national steering committee was established and developed a Cabinet Memorandum on Orphans and Vulnerable Children (OVCs). The MOEST was represented in both the SFRTF and the national committee.

The respondents confirmed that, the Government had put the following initiatives in place to improve access to, and quality of, secondary education: The curriculum was rationalised and revised with a view to reducing both the load on students and teachers and the consequent costs to Government and parents; The Government continued to provide teachers to all public secondary schools; The MOEST, through KESI, was strengthening the capacities of educational managers at this level; The Government had also reviewed staffing norms in order to ensure efficient utilization and equitable distribution of teachers.

Under a targeted programme, the Government rehabilitated schools in poor communities in order to improve teaching and learning. Through Strengthening of Teaching Mathematics and Science in Secondary Education (SMASSE), a MOEST/Japanese International Corporation Agency (JICA) In-servicing of Teachers (INSET) programme, and other initiatives the Government in-serviced teachers in

various subjects as a measure to enhance subject mastery levels; Government funding to the secondary bursary fund was increased. Poor resource allocation was still a challenge though the Government had made efforts to address it.

4.4.2 Consensus Among Stakeholders

The respondents were of the opinion that the challenge of lack of consensus between the Government and parents of public schools was still a challenge. The Government continued to invest in quality education by seeking for more funds from donors. Under this programme, donors like the World Bank, United Nations and Department for International Development (DFID). This was the only way to transform the country towards sustainable development which will eradicate poverty.

Cost sharing had not worked well in the past because the poverty levels in the country have continued to get worse. Cost sharing was too demanding for the parents in hard economic times and rising poverty levels. Unless the government addresses poverty on a country wide level, cost sharing might not be practicable as a form of suitable source of funding.

4.4.3 Employee Commitment

The respondents confirmed that the Government adopted new staffing norms for primary schools based on one teacher per 45 pupils in urban and high potential areas and targeting a minimum of 15 pupils in Arid and Semi-Arid Lands (ASAL) areas. In addition to setting these class sizes, as alternative modes of curriculum delivery such as multigrade was introduced to cater for smaller classes (with low enrolments). In line with the new policy of target setting, the Government examined ways and means of linking teacher promotions to performance.

The respondents confirmed that, at secondary school level, the Government established new staffing norms and use these to deploy the current stock of teachers to schools based on Curriculum Based Establishment (CBE) but aiming at a minimum student/teacher contact load of between 23 and 30 hours per week. The current low Pupil- Teacher Ratio (PTR) ratio of 19:1 was adjusted as recommended in the recent staffing norms study. In the meantime, the Ministry carried out a field survey on teachers' situation in both primary and secondary schools which formed the basis for future teacher recruitment.

The respondents confirmed that, to deal with the above challenge in the Ministry, the government has established a special capacity building training programme has been established under the Education Management Investment Programme listed in the KESSP. The respondents also confirmed that the Teachers Service Commission had the following initiatives in place: Firstly, the current demand-driven recruitment policy was meant to address the uneven distribution of teachers and teacher shortages.

However, due to the freeze on employment, the Commission had only been replacing teachers who exit service through natural attrition. The Commission had so far produced an operational manual and guidelines for teacher management, and decentralized the recruitment of both primary and secondary school teachers, although the process had continued to face some challenges.

Secondly, the Commission had conducted a teacher balancing exercise in public educational institutions across the country. The exercise was undertaken on regular basis in order to achieve equitable distribution and optimal utilization of teachers. It was envisaged that a monitoring and evaluation committee was set up to ensure adherence to the set guidelines on the teacher balancing exercise.

Thirdly, the Commission continued to review and implement schemes of service for the various categories of teachers to ensure professional growth. There were three schemes of service in operation, namely the scheme of service for graduate teachers, scheme of service for non-graduate teachers, and scheme of service for technical teachers and lecturers.

Fourthly, to enhance efficiency in payroll management, the Commission implemented an Integrated Payroll and Personnel Database (IPPD) system. To bring services closer to the users, the Commission had created units at the district and educational municipality level. These units were manned by district staffing and human resource officers, including other support staff.

Lastly, the Commission had established structures and processes to ensure that discipline cases are dispensed within 6 months after registration. There was, however, need to establish arbitration committees at the district level and provide guidance and counselling services to teachers and school level stakeholders.

4.4.4 Organisational Structure and Strategy

The respondents confirmed that mismatch between strategy and structure was not a challenge of implementation since KESSP coordination was structured in a manner that facilitated: (1) sector-wide stakeholders coordination through an Education Stakeholders Forum and National Education Advisory Council; (2) Government coordination through Inter-Ministerial Committees on Education and Training; (3) development partner coordination through a Consultative Government of Kenya (GOK)/Development Partners Committee; (4) Ministry-wide coordination through a KESSP Steering Committee; and, (5) provincial and district coordination through the Provincial Education Boards and District Education Boards.

4.4.5 Organisational Culture

The respondents were for the opinion that a systematic and aggressive capacity building programme was put in place to equip the staff with skills and competencies necessary to support electronic-based systems particularly at the district and headquarters levels. To strengthen the administrative framework, a coordination unit was established to support effective implementation and coordination of EMIS. This in return will assist in available information for decision making.

With the new constitution of devolution government coming in 2013, decision making will be done at the county level. Hence with access to information necessary in making decisions, this challenge of organizational culture will no longer be a challenge.

4.4.6 Connecting Strategy Formulation to Implementation

The respondents confirmed that KESSP focused on all education sub-sectors and the related cross-cutting issues, thus leading to the development of a comprehensive set of strategies to deliver quality education and training to Kenyans. Besides, a coherent and comprehensive set of school level interventions was developed. These were geared towards the enhancement of quality through capacity building for teachers, management committees, provision of teaching/learning materials and grants for physical facilities rehabilitation and construction, particularly for basic education infrastructure.

KESSP had a five-year plan covering the period 2005-2010 whose investment programmes were prioritized and costed. KESSP provided a roadmap for the education sector development in the short and medium terms.

4.4.7 Communication Gap

The respondents were for the opinion that, the Public Relation office under the MEST led the communication of the strategy and implementation of activities. The Ministry established a system called Education Management Information System which was used as a resource and communication tool to all stakeholders of the programme.

The mission of the EMIS was to establish effective and efficient systems and infrastructure that support harmonized data collection, processing and dissemination data for education planning and management. The EMIS facilitated and enhanced sharing of the data by all the Ministry departments, agencies and stakeholders for effective and efficient management of education and training.

CHAPTER FIVE: SUMMARY, DISCUSSIONS AND CONCLUSIONS

5.1 Introduction

This chapter draws conclusions that will seek to address the research objectives as outlined in chapter one. The first objective was to identify challenges of strategy implementation at the Kenya Education Sector Support Program. However great a strategy look, if it cannot be implemented it is of no value to an organisation. Organisations need to continuously handle strategy implementation challenges in order to achieve the set objectives.

The second objective was to identify solutions adopted by the Kenya Education Sector Support Program in responding to strategy implementation challenges. The findings of these objectives are summarised, discussed and conclusions made in that order.

5.2 Summary of the Findings

Chapter Two on Literature Review identified that challenges to strategy implementation were lack of proper resource allocation, lack of consensus among stakeholders, lack of employee commitment, mismatch between organisational structure and strategy, organisational culture, failure to connect strategy formulation and implementation and communication gap. The findings of this study identified the following as challenges of strategy implementation at Kenya Education Sector Support Program.

Poor allocation of resources was the largest challenge of strategy implementation. It began with inadequate resources assigned for the programme and a major reliance on donor contribution since the government budget is not enough. The biggest factor contributing to it was the large number of enrolment in the recent years which has led to overcrowding in classrooms, shortages of desks and other equipment and supplies and most importantly the deficiency of teachers.

Lack of consensus was an external challenge of strategy implementation to the programme which mainly related with the external stakeholders (parents) as opposed to internal employees. Rising poverty levels had made the concept of cost sharing as a sustainable source of funding impossible. Majority of the public students' parents are living in poverty and have numerous basic demands to meet like food, shelter and clothing, and health services before education. Unless the government addresses poverty on a country wide level, cost sharing might not be practicable as a form of sustainable source of funding.

Lack of employee commitment with regards to public school teachers was an internal challenge to strategy implementation. The challenge resulted from past practices of deploying teachers and education personnel without due consideration to their abilities, skills and past performances. As a result some of the staff in senior teaching positions lack the necessary capacities to deliver quality services.

Organisational culture regarding centralised decision making was one of the challenges. Over centralization of the decision making authority which left provincial and district level officers without any role in decision making. This as a result slowed the implementation process.

Mismatch between strategy and structure was not a challenge to strategy implementation under KESSP, since it successfully established new programme units, and assigned qualified and competent professional staff, as well as support staff so that each unit has the capacity to successfully implement the investment programme outlined in the KESSP. The establishment of dedicated management unit for the KESSP played an important role in supporting the programme because it ensured that all Government and development partners support was managed by one unit. The organizational structure adopted by KESSP supported its strategy effectively. It also ensured that one national programme was funded, as opposed to the past practice where multiple, often competing programmes, were funded.

Strategy formulation and implementation were properly connected, hence there was no challenge in implementation. KESSP fitted well within the broader framework of the national policy set out in the Economic Recovery Strategy (ERS) and was developed through a Sector Wide Approach to Planning (SWAP). The implementation of KESSP was mainstreamed within the Education Directorate at the MOEST headquarters and carried out in the field especially at primary and secondary school levels. The strategy formulation was fully integrated into the MOEST's decentralized systems and accompanied by appropriate strategic plans, guidelines, manuals and targeted capacity building initiatives.

KESSP programme did not have any challenges regarding communication gap since there was a Public Relation Office that was in charge of all communications regarding the programme. Moreover, the establishment of EMIS eased the information flow within its staff and stakeholders.

The second objective set to identify solutions adopted by Kenya Education Sector Support Program in responding to the challenges. The findings identified the following as respondents adopted to the challenges identified. In order to address this challenge of poor resource allocation, the Government and other stakeholders invested in rehabilitation and expansion of existing schools and building of new primary schools. The Government put several initiatives in place to improve access to, and quality of, secondary education. KESSP had not done much to ensure that there was consensus between the parents of public school students with regards to cost sharing. However efforts were made to seek for more funding from donors so as to reduce the burden from parents since poverty is still high across the country. The government has also ensured that allocation of education funding is done more systematically and more resources are allocated to districts with high poverty levels.

In addressing the challenge of lack of employee commitment, the programme had established new norms when dealing with primary and secondary school teachers.. It had also established a special capacity building training programme was established under the Education Management Investment Programme listed in the KESSP for the Ministry staff.

In addressing the challenge of organizational culture, a systematic and aggressive capacity building programme was put in place to equip the staff with skills and competencies necessary to support electronic-based systems particularly at the district and headquarters levels. This in return assisted in available information for decision making. It is hoped that with the new constitution of devolution government coming in 2013 decision making will be done at the county level.

5.3 Conclusion

The findings of this study indicated that strategy implementation was affected by poor allocation of resources which also included misappropriation of funds, lack of consensus between parents of public schools students and the government on the concept of cost sharing, lack of employee commitment especially public school teachers and organisational culture regarding the aspect of decision making. Mismatch between strategy and structure, connection of strategy formulation and implementation and communication gap were not identified as challenges of strategy implementation in the KESSP.

KESSP adopted the following responses to the challenges of strategy implementation identified. KESSP and other stakeholders invested in rehabilitation and expansion of existing schools and building of new primary schools, the programme established new norms when dealing with primary and secondary school teachers and special capacity building training programme for the Ministry staff to motivate them and enhance employee commitment. The government made more efforts to seek for more funding from external donors so as to reduce the cost sharing burden from public school parents since poverty levels were still high across the country. A systematic and aggressive capacity building programme was put in place to equip the staff with skills and competencies necessary and it is hoped that with the new constitution full implementation beginning January 2013 decision making will be made at the county levels.

5.4 Recommendations

5.4.1 Policy and Practice

This study recommends that in future allocation of resources should be in line with the strategy of the programme to be implemented; various stakeholders especially the community, should be involved in the implementation of the programme strategy; employees assignment to the programme should be competitively recruited, trained and equitably remunerated to enable them implement the strategy of the programme. Centralised decision making as an aspect of organisational culture will soon be resolved with the full implementation of the new constitution beginning January 2013. Hence in future it is hoped that decisions affecting the programme will be made at the grass root level and would be faster.

5.4.2 Area for Further Research

This study concentrated on the challenges of strategy implementation at the Kenya Education Sector Support Program. The finding cannot be generalised because other government institutions and sectors face varied challenges such as political interferences and government legislations.

This is because different sectors operate on different structures, cultures, processes, leadership styles, resource capabilities and objectives. There is therefore need to do more research on other sectors in order to get a broader view on the challenges to strategy implementation.

5.5 Limitations of the Study

This study had several limitations. One of the senior officers to be interviewed was too busy to take time off and participate in the interview even after several requests. Since the program had not been fully completed, the respondents were not very willing to discuss unpublished information. It would have been of value to carry out this study after formal publications were made on the programme by the Ministry of Education Science and Technology.

The study was limited to Kenya Education Support Programme and may not apply to other organisations and programmes. Different organisations and donor funded programmes have specific challenges to strategy implementation hence there is a need to consider the context together with the challenges to strategy implementation.

5.6 Implication on policy, theory and practice

The implication of this study is that policy makers in the education sector under the KESSP, the World Bank and DFID and other main financiers of this programme will have to consider resource allocation, consensus among stakeholders, employee commitment and organisational culture to be in line with strategy implementation for the strategy to be successfully implemented in future. Policy makers would infer from the study on government initiatives for education sector in Kenya and the region at large.

The study has added to the body of knowledge, specifically in regard to strategy implementation in the KESSP and ignited the need for further research especially looking into development arising in the sector. Directors and KESSP management team would be able to infer the challenges faced by the program.

REFERENCES

- Alexander, L.D. (1985), *Successfully Implementing Strategic Decisions. Long Range Planning*.
- Allio, M. K. (2005). A short, Practical Guide to Implementing Strategy. *Journal of Business Strategy*.
- Aosa, E. (1992). *An Empirical Investigation of Aspects of Strategy Formulation and Implementation Within Large, Private Manufacturing Companies in Kenya* (unpublished PHD Thesis). University of Nairobi, Nairobi, Kenya.
- Bartol, M. K., Martin, D., & Tein, M., (2004). *Management, a pacific Rim Focus: McGraw-Hill*.
- Birnbaum, B., (2007). Linkages: *The Foundation for Everything Else- Magazine*. Oregon.
- Boomer, L. (2007). Strategy Execution and Alignment. *Accounting Today*, Vol. 21 Issue 9.
- Bourgeois, L. J. III & Brodwin, D.R. (1984) Strategic Implementation: Five Approaches to an Elusive phenomenon. *Strategic Management Journal*, 5 (3)
- David, F.R., (1997). *Strategic Management*. Francis Marion University.
- Dressler, G. (2003). *Human Resources Management* (9th ed.) India: Prentice Hall.
- Floyd, S. W. & Wooldridge, B. (1992). Middle management involvement in strategy and its association with strategy type: A research note. *Strategic Management Journal*, Vol. 13.

- Govindarajan, V., & Fisher, J. (1990). Strategy, Control Systems, and resource sharing: effects on business-Unit Performance. *Academy of Management Journal*, Vol. 33.
- Hauc, A. and Kovak, J. (2000). Project Management in Strategy Implementation- Experiences in Slovenia. *International of Project Management*, 18(1).
- Harrington, R.J. (2006). The moderating effects of size, manager tactics and involvement on strategy implementation in food service. *Hospitality Management*, 25, 373-397.
- Heracleous, L (2000). The Role of Strategy Implementation in Organization Development. *Organaization Development Journal*.
- Hrebiniak, L. G. (2006). Obstacles to Effective Strategy Implementation. *Organization Dynamics*, 35.
- Hrebiniak, L.G. & Snow, C.C. (1982). *Top Management Agreement and Organizational Performance*, Humann Relations.
- Hussey, D.E., (1988). *Management Training and Corporate Strategy: How to Improve Competitive Performance*: Pergamon Press.
- Johnson, G. & Scholes, K., (2002). *Exploring Corporate Strategy* (6th ed.): Prentice-Hall, Europe.
- Kazmi, A., (2002). *Business Policy and Strategic Management* (2nd ed.): Tata McGraw-Hill Company Limited.
- Kessler, G.T., & Kelly, P. (2000). The business of government: Strategy, Implementation and Results.

- Kim, W.C., & Maubourne, R.A. (1993). 'Making Global Strategies Work'. *Sloan Management Review*, 34.
- Lehner, J. (2004). Strategic Implementation Tactics as Response to organizational, Strategies, and Environmental Imperatives. *Management Revue*, 15, 460-480.
- Mitzberg, H. (1983). Strategy- making in three modes, *California Management Review*, Vol. 2.
- Noble, C. H., (1999). The Eclectic Roots of Strategy Implementation Research. *Journal of Business Research*, 45.
- Noble, C. H., & Mokwa, M. P. (1999). Implementing Marketing Strategies: Developing and Testing a Managerial Theory. *Journal of Marketing*, 63.
- Pearce, J. & Robinson B. (2003). *Strategic Management-Strategy Formulation and Implementation* (3rd Ed.): A.I.T.B.S.Publishers.
- Peng, W., & Litteljohn, D. (2001). "Organizational Communication and Strategy Implementation-A Primary Inquiry". *International Journal of Contemporary Hospitality*, 13.
- Rapert, M.L., Lynch, D., & Suter, T. (1996). "Enhancing Functional and Organizational Performance via Strategic Consensus and Commitment". *Journal of Strategic Marketing*, 4.
- Schaap, I. (2006). "Toward Strategy Implementation Success: An Empirical Study of the role of Senior Level leaders in Nevada Gaming Industry." *UNLC Gaming Research & Review Journal*, Vol. 10. Issue 2.

- Singh, D.T. (1998). "Incorporating cognitive aids into decision support systems: the case of the strategy execution process." *Decision support systems*, 24.
- Smith, K.A., & Kofron, E.A. (1996). "Toward a research agenda on top management teams and strategy implementation." *Irish Business and Administrative Research*, 17.
- Taylor, B. (1986). "Corporate Planning for the 1990s, the new frontiers." *Long Range Planning*, 19(6).
- Thompson, A., & Strickland A.J. (1993). "Strategic Management, Concepts and Cases:" Irwin, New York.
- Wallace, Stettinius, D. Robley Wood, Jacqueline, L. Doyle, & John, L. Colley (2007). *How to Plan an Executive Strategy*.
- Walker, Jr. O.C., & Ruekert, R.W. (1987). Marketing Role in the Implementation of Business Strategies: A Critical Review and Conceptual Framework. *Journal of Marketing*, 51.
- Wendy, R., (1997). *Implementation of Chosen Strategy*: Chapman and Hall
- Yaeger, T.F., & Sorensen, P.F., (2009). *Strategic Organization Development: Managing Change for Success*: Information Age Publishing Inc.

Websites

www.worldbank.org

www.unesco.org

www.education.go.ke

APPENDIX: INTERVIEW GUIDE

Notes for completing the interview guide:

1. Section A – Requires general information about your position under the KESSP
2. Section B – Requires information on challenges of strategy implementation under the KESSP

Section A

- 1.1 Name of the respondent (Optional).....
- 1.2 Designation of the Respondent under the KESSP.....
- 1.3 Overall length of service in the Ministry of Education.....
- 1.4 Overall length of service under the KESSP.....

Section B

1. a) How does resource allocation affect strategy implementation in KESSP?
b) What solutions has KESSP adopted in response to resource allocation?
c) What specific aspects on allocation of resources affect strategy implementation in KESSP?
2. a) How does consensus with other stakeholders affect strategy implementation in KESSP?
b) What solutions has KESSP adopted in response to consensus with other stakeholders?

3. a) How does lack of employee commitment affect strategy implementation in KESSP?

b) What solutions has KESSP adopted in response to lack of employee commitment?
4. a) How does organisation structure and strategy affect strategy implementation in KESSP?

b) What solutions has KESSP adopted in response to mismatch between strategy and structure?

c) How does the current organisational structure assist in the effective implementation of strategy in KESSP?
5. a) How does organisational culture affect strategy implementation in KESSP?

b) What solutions has KESSP adopted in response to organisational culture?

c) How does organisational culture in KESSP affect communication and decision making while implementing strategy in KESSP?
6. a) How does connecting strategy formulation to implementation affect strategy implementation in KESSP?

b) What solutions has KESSP adopted in response to connecting strategy formulation to implementation?
7. a) How does communication gap affect strategy implementation in KESSP?

b) What solutions has KESSP adopted in response to communication gap?