CHALLENGES OF IMPLEMENTING STRATEGIC DECISIONS FOR SERVICE DELIVERY AT THE OFFICE OF THE VICE PRESIDENT AND MINISTRY OF HOME AFFAIRS
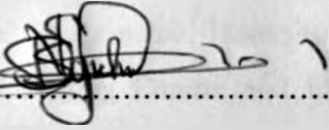
OLUOCH SIMEON NGICHO

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

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DECLARATION

This management Research is my original work and has not been presented for award of a degree in any other university. No part of this project may be reproduced without prior permission from the author and /or the University of Nairobi
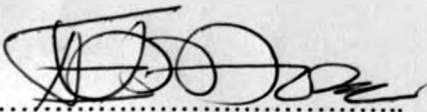
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Oluoch Simeon Ngicho

REG. NO. D61/74101/2009

This management Research Project has been submitted for examination with my approval as the University supervisor.

Signed.. Date...11/11/2012...

Professor Evans Aosa

Department of Business Administration

School of Business

University of Nairobi

ACKNOWLEDGEMENTS

DEDICATION

This Research Project is dedicated to my beloved daughters Beldine and Stacy, with much Love.

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ABSTRACT

Implementing strategic decisions world over has met varied challenges in both the public sector and the private sector. Owing to open competition in the global arena, many organizations have had no choice but to embrace strategic management for survival; the public sector is not left behind. Emerging developments in the political, economic and technological spheres have presented various countries with innumerable challenges which has poised various options of benchmarking, MOUs between governments, change of policies and regulations, change of management of public institutions, co-operations between governments, re-writing constitutions or amendments thereof, etc. Changes in the structure of the economy due to globalization require that public service changes to align with emerging issues. Demographic, social and cultural changes bring new demands on delivery of services including health, education and social security.

Over the last fifty years the public sector management has adopted some trendy market-type reforms aimed at improving their service delivery, more aggressively after the world war II. The Government of Kenya introduced trendy reforms since 1993 to improve its service delivery and improve the living standards of its people and upscale its development. The policies and strategies being adopted have not been applied uniformly across the public service due to implementation challenges encountered in the various government institutions.

The Office of the Vice President and Ministry of Home Affairs (OVP&MOHA) which can be construed as being second in the chain after the Office of the President, has been able to apply various strategies to improve its service delivery to Kenyans in the same time frame. This prompted the researcher to carry out the study to determine the Challenges of implementing strategic decisions for service delivery in the OVP&MOHA. This research project conducted between February and October, 2012 answered the following research question, what are the challenges of implementing strategic decisions for service delivery at the Office of the Vice President and Ministry of Home Affairs?

The study reviewed literature on strategic management in organizations, concept of strategy, strategic management process, implementation of strategic decisions, strategic decisions, and challenges of implementing strategic decisions in organizations. The study was modeled on a case study research design and data collected through face to face interview method guided by a structured interview guide. The data was analyzed using content analysis technique and inferences made based on consistency, credibility, and adequacy of data.

The study findings revealed that financial management policies and procedures, organizational structure, organizational culture, communication, lack of performance incentives, lack of commitment and ownership of strategic decisions on the part of the staff, the twin nature of the ministry as an organization, were a hindrance or impediment to implementing strategic decisions in the Ministry of Home Affairs.

The researcher recommends involvement of all relevant stakeholders in strategy formulation and implementation, sourcing for funds from other sources to supplement the sourcing from the Ministry of Finance, introduce rewards and recognition policy as a motivator for excellent performers, develop a communication policy and embrace the quick and modern ICT enabled communication, improve human resource policy, severance of the Ministry into two separate organizations: the Office of the Vice President; and the Ministry of Home Affairs; awarding full autonomy or semi autonomy status to the Gaming Board, remove bureaucracy and award the Kenya Prison Service full control of their own funds, and strengthening or sectionalizing Performance Contracting secretariat to take charge and police performance in the Ministry.

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CHAPTER ONE: INTRODUCTION

1.1 Background of the study

The search for better and more efficient ways of providing goods and services has never been stronger now than it was in the 19th or 20th century. The strategic importance of management to national economies has grown considerably over the last fifty years, largely on account of the increasing demands for higher living standards among national populations (Cole,1996). To achieve its objectives, an organization must not only formulate appropriate but also implement its strategies effectively. The most superior strategy is useless if poorly implemented (Alexander, 1991). However, transforming strategies into action is a far more complex and difficult task. Organizations seem to have problems in strategy implementation: such as weak management roles in implementation, poor communication and information, lacking a commitment and misunderstanding of the strategy, unaligned organizational resources, poor organizational structures and uncontrollable environmental factors (Beer and Eisenstat, 2000).

The guiding principle in any strategic management process, whether in the public or private sector, are about understanding what changes are needed, how to implement and manage these changes, and how to create a roadmap for sustaining improvements that lead to better performance. The difficulty in strategic management is the challenge of laying a foundation for success in the future while meeting today's challenges. Strategic decisions implementation focuses on the distinct relationship between implementation and other various organizational elements.

According to Rose and Lawton (1999), changes in the public sector arise out of need for efficiency, economy, environment, performance evaluation, ethics and market concerns. Rising and demanding population coupled with strained resources have placed extreme pressures on public services. The Kenya government is faced with the challenge of coping with the change dynamics. The pace of technological change, the speed of globalization, and world development trends has also added to the pressure. In the last ten years the government has adopted several strategies with increasing application of the strategic management in all its public institutions to improve on service delivery.

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1.1.1 Implementation of strategic decisions

Implementation of strategic decisions is an important component of the strategic planning process. It has been defined as "the process that turns implementation strategies and plans into actions to accomplish objectives" (Pride and Ferrell 2003, p.574). It addresses then who, where, when, and how to carry out strategic decisions implementation process successfully. According to David (2003), both managers and employees should be involved in the implementation decision and adequate communication between all parties is important for successful implementation. Elements that require consideration during the implementation process include annual objectives, policies, resource allocation, management of conflict, organization structure, managing resistance to change, and organizational culture (David, 2003). In developing policies during the implementation process, methods, procedures, rules, forms, and administrative practices are established.

Sandelands (2004) argued that people underestimate the commitment, time, emotion, and energy needed to overcome inertia in their organization and translate plans into action. When there is a proper alignment between strategy, organizational capabilities and administrative mechanisms, it will be easier to implement and execute the strategy and to achieve the desired objectives.

Lippitti (2007) observe that strategy may fail to achieve expected results especially when the strategy execution is flawed. Uncontrollable environment factors, inadequate leadership, inadequate definition of key tasks in implementation, insufficient competencies and capacities, the time of implementation, disturbances or crises that can distract attention introduces challenges which face implementation of strategic decisions in many organizations. Sandelands (2004) holds that true leaders have a clear vision and are 100% committed to pursuing it only that something often goes wrong as the leaders try to bring their vision to life. He calls this the "strategy-execution gap". Pryor, *et al* (2007) concur and adds that most strategic planning efforts fail during this crucial phase, wasting significant resources already invested. Lippitti (2007) posits that in the rush to act on strategy, too little attention is paid to finding the best implementation initiatives. Execution must address the intangibles of cross functional integration, reward systems,

and cultures as well as the tangibles captured in most planning documents. For many firms, false starts, delays and confusion characterize implementation.

1.1.2 The Government of Kenya

The Government of Kenya discharges its service delivery mandate to its citizens through various ministries which comprises the larger public sector with the following three major divisions: the central government (civil service), the local government, and the state corporations. In the grand coalition Government (2008-2013), the number of ministries currently stands at forty two with so many state enterprises incorporated.

The public sector has for a long time been subjected to criticisms for among others, inefficiency, red tape, lack of flexibility, ineffective accountability and poor performance. Such criticisms have paved the way for administrative reforms and reorganizations seeking to address various administrative ailments and enhance efficiency and performance of public bureaucracies (Gakii, 2010).

In the 1980s and 1990s, the Kenyan public sector experienced several challenges including major resource constraints while its population and subsequent demand for basic services were soaring. The civil service which is central in policy formulation and delivery of public services had to be reformed (Nyamache, 2003). The reforms were launched in 1993 with the sole purpose of improving productivity and efficiency in the civil service with the following areas obtaining major focus: staffing levels, pay and benefits, financial and performance management, and personnel management. The reforms aimed at aligning the civil service structures, systems and processes with the new role of the Government and with the rising expectations of the public (Nyamache, 2003).

Two decades later, a number of changes have been witnessed including the promulgation of the new constitution ushering in new or reformed structures and systems of public administration. Three years down the Government had managed among others to trim the size of civil service by over 33,000 since July 1993, privatization of 211 non-strategic public enterprises is ongoing, with the Government divesting its holdings in over 100 firms. In addition, it has reduced its holdings in another six enterprises, including Kenya Airways, Kenya Commercial Bank and the National Bank of Kenya, and restructuring of

key public enterprises like the Kenya Ports Authority (KPA), Kenya Railways (KR), Kenya Power and Lighting Company (KPLC) and Kenya Posts and Telecommunications Corporation (KPTC) - (Policy Framework Paper 1996 - 1998).

Since operationalization, the impact of these reforms implemented in three phases has not been felt as strongly as originally intended. Possible causes which come to mind include; systemic and institutional failure, poor implementation of policies and strategic decisions, the legacy of authoritarian rule, poor management introducing political patronage, and widespread corruption that had tainted government institutions including the Judiciary.

1.1.3   The Office of the Vice President and Ministry of Home affairs
The Ministry of Home Affairs (MOHA) was established in 1963. In prior periods, the Ministry changed names such as: the Ministry of African Affairs (1955), the Ministry of Internal Security and Defense (1960), the Ministry of Defense (1962), and became The Office of the Vice President and Ministry of Home Affairs (OVP&MOHA) (1967) a name it has maintained. The Prisons department which by composition forms 95% of the Ministry was created in 1910. Issues of Governance, Justice, Law and Order including security has been the hallmark function of the OVP&MOHA through history.

The OVP&MOHA is a twin organization composed of the Vice President's Office and the Ministry of Home Affairs. The Office of the Vice President (OVP) has two special functions: as the Principal Assistant to the President and in this regard performs functions that the President delegates; and as the leader of government business in parliament. The Ministry side of the OVP&MOHA is composed of three technical departments: the Kenya Prisons Service (KPS), the Probation and Aftercare Service (PACS), the Betting Control and Licensing Board (BCLB); and the central administration. This study investigates the Ministry's side of the organization.

The core functions of the Ministry of Home Affairs are to: formulate policies that anchors the Ministry's programs, projects and activities; contain offenders in safe custody and rehabilitate and correct them, including offenders on non-custodial sentence; generate

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and provide information to courts related to offenders (pre-bail and pre-sentence reports); and regulate the gaming industry. The Minister is responsible for policy direction and fulfillment of the mandate of the Ministry while the Permanent Secretary (PS) oversees implementation of the policies, programs, and activities of the different departments in the Ministry, including the human resource affairs, and accounting for the budget of the Ministry. In the last ten years the Ministry has undertaken robust and elaborate reforms borrowing heavily from the government reforms strategies and policies notably the Millennium Development Goals (MDGs), Economic Recovery Strategy for Wealth and Empowerment Creation (ERSWEC)-2003, and the Kenya Vision 2030 and its first Medium Term Plan for 2008 – 2012, (OVP&MOHA Strategic Plan 2003-2008).

The Ministry is strategically well spread across the country (literally where there are law courts for KPS and PACS; and in major towns for BCLB) with a workforce of more than 20,000 officers. The Prisons department dominates with around 19,000 officers against an average 51,000 prisoners, followed by Probation department with over 600 officers against 38,000 probationers, and Gaming department with around 200 officers. The Ministry of Home Affairs relies entirely on government funding for all its activities on service delivery to the peoples of Kenya.

Figure 1.1: Current Organization structure of the OVP & MOHA
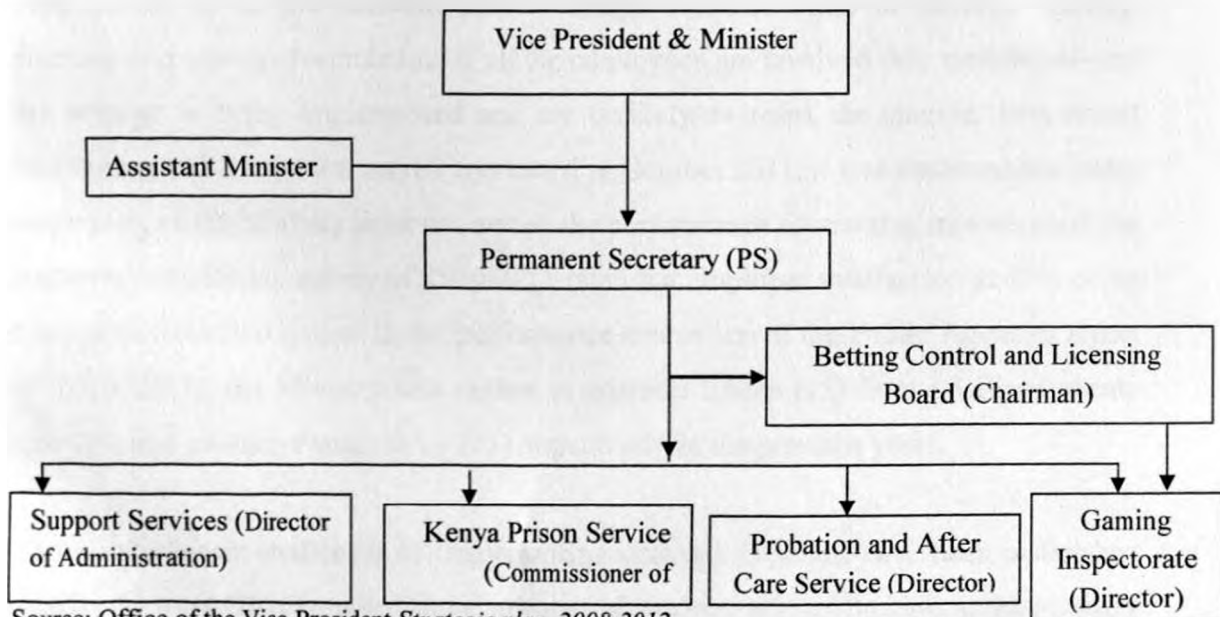
Source: Office of the Vice President *Strategic plan, 2008-2012*

1.2 Research Problem

Mintzberg and Quinn (1991) state that 90% of well formulated strategies fail at implementation stage with the reasons revolving around the firm between the structure and strategy (they are interdependent), the organizational culture, and forces of power in play in the organization, leadership, and rewards. Schaap (2006) observes that implementation of strategic decisions or strategy execution is the most complicated and time consuming part of strategic management. While strategy formulation is primarily an intellectual and creative act involving analysis and synthesis, implementation is a hands-on operation and action oriented human behavioral activity that calls for executive leadership and key managerial skills. In addition, implementing a newly crafted strategy often entails a change in corporate direction and frequently requires a focus on effecting strategic change.

The Office of the Vice President and Ministry of Home Affairs undertakes various tasks all of which necessitate constant formulation and implementation of strategies and revision of the existing strategies to cope with changing scenarios. It is noted that for successful strategic decisions implementation, it is important to engage all levels of the organization in strategic planning process. Information flow from the lowest levels of the organization up to the decision makers brings valuable input in decision making, planning and strategy formulation. If all the employees are involved they understand why the strategy is being implemented and are unlikely to resist the change. In a recent Monitoring and Evaluation survey conducted in October 2011, it was observed that many employees of the Ministry have not owned the performance contracting initiative and the employee satisfaction survey of 2010-2011 rated the employee satisfaction at 47% citing many dissatisfaction issues. In the performance evaluation of the Public Agencies report of (2010-2011), the Ministry was ranked in position fifteen (15) from positions twenty nine (29) and position twenty three (23) respectively in the previous years.

Various studies on challenges of implementing strategic decisions have been undertaken locally; Akwara (2010) studied the challenges of strategy implementation at the Ministry of Co-operative Development and Marketing (central Government) and established the

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following challenges: organization culture; inadequate competent technical staff, lack of prioritization criteria for key activities; lengthy bureaucracies, and lack of incentives to staff who achieve their targets. Ocholla (2010) researched on challenges of strategy implementation at the Kenya Medical Research Institute (KEMRI) (public corporation) and found out that the strategy was not clear and concise to many employees, there was lack of team work and ownership of the strategic plan, de-motivation among implementing team, unsatisfactory monitoring and evaluation process, non-participative and autocratic leadership, limited financial, human and technological resources; and unrealistic targets. Gakii (2010) similarly researched on challenges of strategy implementation in Public Sector Reforms in Kenya Revenue Authority (KRA) (public corporation) and established the following: funding, stringent procedures, lack of adequate project management skills, cumbersome procurement procedures, and delays in amendments of legislative changes are the challenges. In a related study Siaya, (2009) studied challenges of budgeting at the City Council of Nairobi (NCC) (local government) and established the following: the budget plan was not clear and accurate, non involvement in the budget preparation by all concerned, the budget was not tailored along the NCC priorities, and senior management domination in preparing a public document.

A synthesis of these findings paints a picture that is strong in correlation and which indicate public institutional failures during implementation of strategic decisions. In their diverse operating environments, these government institutions apply strategic decisions differently but the outcomes tend to be similar pointing towards failure. There could be similar or varied challenges facing either the strategy formulation or the implementation process in these public institutions. Given there is no one universal approach to implementing strategic decisions, the researcher considered it very important to investigate the challenges the OVP&MOHA faces. What are the challenges of implementing strategic decisions for service delivery at the Office of the Vice President and Ministry of Home Affairs? How is the Ministry responding to these challenges?

1.3 Research Objectives

This research had two objectives. They are:

i. To identify the challenges of implementing strategic decisions for service delivery at the Office of the Vice President and Ministry of Home Affairs and

ii. To identify how the Ministry was responding to the challenges it had encountered in implementing strategic decisions

1.4 Value of the study

This study will be of value to the Office of the Vice President and Ministry of Home Affairs. It will provide relevant information to the Ministry's management. The recommendations of this study will form part of the action plans that will help in enhancing good service delivery by the Ministry. Other Ministries will also find invaluable information in how to implement their strategies and as a result put in place policies that will guide and encourage institutions under it to implement their strategies successfully.

The policy makers will obtain knowledge of the challenges the ministries face in the implementation of their strategic decisions and thus they will obtain guidance from this study in designing appropriate policies that will ensure that in future, the public service will not face the same challenges. For academicians, this study will form the foundation upon which other related and replicated studies can be based. Scholars will find it important as the study will increase to the body of knowledge in this area.

CHAPTER TWO: LITERATURE REVIEW

2.1 Introduction

This chapter is concerned with the review of literature on the concept of strategy, strategic management process, the implementation of strategic decisions and challenges of implementing strategic decisions. It explores the works of various authors.

2.2 Concept of Strategy

The concept of strategy has been adopted from the military and adapted for use in business. As in the military, business strategy bridges the gap between policy and tactics (Muthoni, 2010). According to Chandler (1962), strategy is the determination of the basic long-term goals and objectives of an enterprise, and the adoption of courses of action and the allocation of resources necessary for carrying out those goals. A good strategy enhances outcomes through marshalling of resources, unique posturing, leverage of competencies, and an awareness of environment and cognizance of intelligent opponents (Mintzberg and Quinn, 1991).

Strategy is a plan that sets out to put together an organization's major goals, policies and action sequences (Pearce and Robinson, 1997). A good and sound strategy starts with identifying an organization's vision, mission and objectives and maps the organization on the success pathway by harmoniously cascading the objectives to operational or functional departments where plans and tactics are formulated and executed. There are three key components of strategy: first, the need to define the scope and range of organization's activities within its specific environment, secondly, the needs of customers and markets are matched against resource capability to determine long term direction; and finally the role stakeholders have on the strategy articulation because of their influence over the values, beliefs, and principles which govern organizational behavior and business conduct (Johnson and Scholes, 2002). Since no organization has unlimited resources, strategists must decide which alternative strategies benefit the firm most. Thus, a strategy "reflects managerial choices among alternatives and signals organizational

commitment to particular products, markets, competitive approaches, and ways of operating the enterprise" (Thompson and Strickland 2003, p10).

2.3 Strategic Management Process

Johnson and Scholes (1999) developed a model for strategic management which consists of strategic analysis, strategic choice and strategy implementation. Similarly, Thompson and Strickland (2003) identified five major tasks of strategic management that include developing a strategic vision and business mission, setting objectives, crafting a strategy to achieve the objectives, implementing and executing the strategy, and evaluating performance. According to Johnson and Scholes (1999) strategic analysis is concerned about the strategic position of the company in terms of its external and internal environments and stakeholder expectations. Analysis of external environment includes the company's operating political, economic, social, technological, legal environments purposed to find out the opportunities and threats that exist in the operating environment. Similarly, internal environmental analysis considers the company's resources and competences which lends to its strengths and weaknesses. The other part of the strategic analysis includes the analyses of the stakeholder expectations and the company's major purposes.

Strategic choice includes identifying the bases of strategic choice, generating strategic options and evaluating and selecting the strategic option. Generation of strategic options seeks to find out what strategic development direction best matches the company's main objectives. Evaluation and selection of strategic options includes an assessment of the suitability of the strategy and that may be an evaluation of the fit between company's resource capability and operating environment or the development of company's resource capability to create more opportunities for the company (Johnson and Scholes 1999). Implementing strategy, involves the process of translating strategy into organizational action through organizational structure and design, resource planning and the management of strategic change (Johnson and Scholes 1999).

2.4 Implementation of strategic decisions

While decision making without planning is fairly common, it is often not pretty. Decisions made with planning are more comfortable and intelligent, providing guidelines and goals for the decision. Strategic decisions are the decisions that are concerned with whole environment of the organization, the entire resources and the people who form the organization and the interface between the two.

These decisions are made at the highest level of management. They are concerned with the general direction, long term goals, philosophies and values. Strategic decisions are supported by both tactical (at medium range) and operational decisions. These decisions are the least structured and most imaginative; they are the most risky and of the most uncertain outcome, partly because they reach so far into the future and partly because they are of such importance.

Implementing and executing strategy entails figuring out how the specific techniques, actions, and behaviors, which are needed for a smooth strategy supportive operation will be employed to get things done and deliver results. The idea is to make "things happen and make them happen right" (Thompson et al, 2006, p 361). The development and selection of strategies to pursue is considered easier and less time-consuming than implementing those strategies. Implementation is probably five to ten times more time consuming than formulating, (Thompson and Strickland 1987). Most of executive managers of public organizations, companies, profit and non-profit organizations spend considerable time, energy and money for formulating and assigning basic strategies of their organizations, but they often just imply proper implementation of the strategies. Their defined vision is obviously clear for themselves, but employees' perception of same may be unclear then they commit least effort to achieve objectives derived from the strategic vision. Most managers have chosen approaches of performance evaluation as an aiding device.
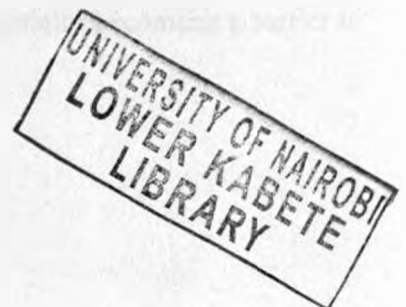
Although formulating a consistent strategy is a difficult task for any management team, implementing it throughout the organization – is even more difficult (Hrebiniak, 2006). A myriad of factors can potentially affect the process by which strategic plans are turned into organizational action. Poor implementation of an appropriate strategy can result in the failure of that strategy. A good implementation plan, however, will not only ensure the success of appropriate strategy, it can also redeem a less appropriate strategy (Noble, 1999b). This is why an increasing number of chief executives are turning their attention to the problems of implementation. Among other things, they now realize that a successful strategy depends on having in place the right organizational structures, well-designed compensation programs, effective resource allocations, information systems, and good corporate cultures.

2.5 Challenges of Implementing Strategic Decisions

Uncontrollable environment factors, inadequate leadership, inadequate definition of key tasks in implementation, insufficient competencies and capacities, the time of implementation, disturbances or crises that can distract attention introduces challenges which face implementation of strategic decisions. Measures of success include: completion, achievement, and acceptability.

The failure of strategic decisions is usually costly for organizations. There are many factors that influence the success of strategy implementation, ranging from strategy formulation, the people who implement the strategy, organization structure and culture, to the systems or mechanisms in place for co-ordination and control.

2.5.1 Strategy formulation

Strategy formulation is often seen as processes which involve decision to shape the path an organization takes to meet its objectives (Eisenhardt and Zbaracki, 2007). With this in mind, the implementation stage is the realization process of the strategy that had been developed in the formulation stage. Therefore, if the formulation stage is not done well, it will have a direct impact on the implementation stage, potentially becoming a barrier to implementation.

Strategic decisions are formulated by top and senior-level managers of an organization and then administratively cascaded to lower-level management and non-management employees for implementation with little consideration of the resulting functional-level perceptions (Nutt, 2007). According to David (2003) if strategists or top level management lack objective information and analysis, and cannot use analytical tools; personal biases, politics, emotions, and personalities may play a dominant role during the strategy formulation process. It is clear that a poor or vague strategy can limit implementation efforts dramatically. A good execution however cannot overcome the shortcomings of a bad strategy or a poor strategic planning effort (Hrebiniak, 2006).

2.5.2 Executors of strategic decisions

Executors are comprised of top management, middle management, lower management and non-management. Effectiveness of strategic decisions implementation is, at least in part, affected by the quality of people involved in the process (Govindarajan, 2009). Here, quality refers to skills, attitudes, capabilities, experiences and other characteristics of people required by a specific task or position (Peng and Litteljohn, 2010). Viseras, Baines, and Sweeney (2005) group thirty six key success factors into three research categories: people, organization and systems in the environment. Their intriguing findings indicate that strategic decision implementation success depends crucially on the human or people side of project management, and less on organization and systems related factors.

The execution of strategy ultimately depends on the individual's or employees of the organization, but particularly important are the key managers. So motivating and rewarding good performance by individuals and organizational units are key ingredients in effective strategy implementation. - Pearce and Robinson (1997). More effort is needed to help people understand how getting behind the company's goals can support their personal goals. "The I /me mentality that is so prevalent today is not healthy for effective implementation. "The strategy implementers must have some kind of desire or necessary will to implement the plan, some kind of image of the outcome. Johnson (2002) .

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Govindarajan (2009) analyzes the individual managerial characteristics (functional background, industry familiarity, locus of control, problem-solving style) and competitive strategy and finds that greater research and development experience and greater internal focus of control on the part of the manager contributes to implementation effectiveness in the organization. Guth and MacMillan (2006) found that the level of effort that an individual manager will apply to the implementation of a particular strategy depends on his perception and the organization's potential to perform, and his perception of the likelihood that successful performance will lead to an outcome that he desires. Managers who believe their self-interest as being compromised can redirect a strategy, delay its implementation, reduce the quality of its implementation, or sabotage the effort by what Guth and Macmillian (2006) call "upward intervention".

Nutt (2007) also found that if middle management do not think the strategy is the right one, or do not feel that they have the requisite skills to implement it, then they are likely to sabotage its implementation. These groups may sabotage strategy implementation by deliberate actions or inactions, if implementing the strategy may reduce their power and influence. Nutt (2007) suggests that managerial tactics and leadership style can play a crucial role in overcoming the lower-level "obstructionism" that is prevalent (to some degree) in many implementation efforts.

2.5.3 Organizational Structure

Organizational structure refers to the way that an organization arranges people and jobs so that its work can be performed and its goals can be met. Large organization requires decision structures that make delegation of various tasks and duties possible. Thus, procedures are established that assign responsibilities for various functions. It is these decisions that determine the organizational structure.

Strategies are formulated and implemented by managers operating within the current structure. The structure of an organization is designed to breakdown how work is to be carried out in business units and functional departments. People work within these divisions and units and their actions take place within a defined framework of objectives,

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plans, and policies. To avoid power struggles between departments and within hierarchies, an organization should create a plan with clear assignments of responsibilities regarding detailed implementation activities. Through this approach, responsibilities become evident, and one can avoid potential problems before they arise

Figure 2.1 Organizational Structure

Figure 1b
Organizational Structure
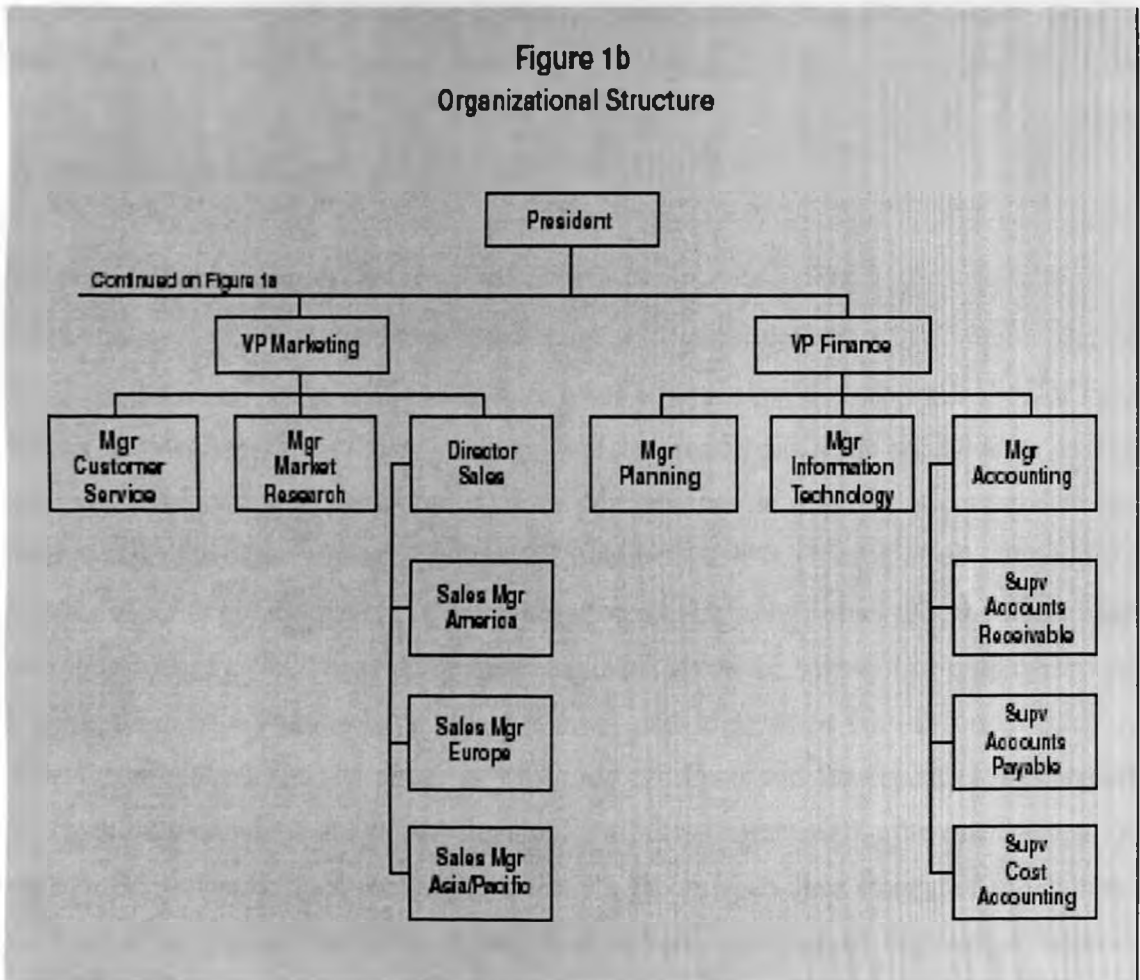
Adopted from Encyclopedia of Business, 2nd Ed.

The structure helps an organization identify its activities and the way in which it will coordinate them to achieve the firm's strategic objective. It also provides managers with a vehicle to exploit fully the skills and capabilities of the employees with minimal costs and at the same time enhance the firm's capacity to achieve superior efficiency, quality,

innovation and customer responsiveness (Pearce and Robinson, 2002). It is believed that different levels of management within an organization apply different approaches to implementation (Nutt, 2007). If this is true, an organization's structure can potentially affect the success of the implementation process if different levels of the organization have different perspectives of the strategy. Factors relating to the organizational structure are the second most important implementation barrier according to (Heide *et al.*, 2007). They see a proper strategy-structure alignment as a necessary precursor to the successful implementation of new business strategies. They point out that changes in the competitive environment require adjustments to the organizational structure. If a firm lags in making this realignment, it may exhibit poor performance and be at a serious competitive disadvantage.

2.5.4 Organizational culture

Culture is a set of assumptions that members of an organization share in common (shared beliefs and values). Organizational culture helps in nurturing and dissemination of core values. Implementation of new strategy will be concerned with adjustments in the structure, employees, systems and style of doing things in order to accommodate the perceived needs of the strategy (Pearce and Robinson, 2007). (Larson *et al.*, 2006) looks at culture as the general pattern of behavior, shared beliefs and values that members have in common. It is a challenge for the organization to guide the behavior of employees and it helps them to do their jobs a little better, by providing them with informal rules of behavior or make them feel better in what they do. Peter and Waterman (1982) argued that corporate culture is one of the important attributes characterizing the management of excellent companies. Such companies achieve a fit between their strategies and culture. Lack of compatibility between strategy and culture can lead to high organizational resistance to change and de-motivation which can in turn frustrate the strategy implementation effort.

Culture affects not only the way managers behave within an organization but also the decisions they make about the organization's relationships with its environment and its strategy. Culture can be a strength or weakness. As a strength, culture can facilitate

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communication, decision-making, and control, and create co-operation and commitment. As a weakness, culture may obstruct the smooth implementation of strategy by creating resistance to change (Pearce and Robinson, 1988).

A major role of the leadership within an organization is to create an appropriate strategy-culture fit and that it is important that the culture of the organization be compatible with the strategy being implemented. The well-managed organizations apparently have distinctive cultures that are, in some way, responsible for their ability to successfully implement strategies.

2.5.5 Organizational Communication

The organization's ability to communicate its strategies and policies effectively is a powerful tool to increasing levels of commitment to organization wide strategy by all staff at all levels (Floyd and Wooldridge, 2004). In fact, 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.

Communication to employees encourages exchange of viewpoints and provides opportunities for feedback. Communication is not only concerned with the manner in which a manager communicates to his or her staff, it is also about the flow of information to all areas of an organization. Organizational communication plays an important role in training, knowledge dissemination and learning during the process of strategy implementation.

Communication is also delivered through demonstration. The management team must delve into effective communication and hold demonstration days/ sessions with implementers or staff. Where the hypocritical "do as I say, not as I do" admonition is practiced like is the case with many managers, the staff gets mixed communication signals and may put the implementation process into jeopardy.

Through effective communication the feedback process is enabled and decision makers including supervisors, are kept in the picture and current state of the project. Their opinion is very well informed. Installing effective, information and communication systems enables company personnel to carry out their strategic roles proficiently.

CHAPTER THREE: RESEARCH METHODOLOGY

3.1 Introduction

The chapter describes the research design, the approach used for data collection, and techniques for data analysis. The approach applied in data analysis was in line with research objectives.

3.2 Research Design

The research employed a case study research design to collect and analyze relevant data. The design was to bring a clear and an in depth understanding of the objectives. It emphasized detailed contextual analysis of the challenges of implementing strategic decisions for service delivery at the Office of the Vice President and Ministry of Home Affairs. The research investigated the objectives of the study in detail using an interview guide to produce evidence that led to the understanding of the case. The research questions were answered by the departmental and section heads at the Ministry.

The reason for the choice of this design was based on the knowledge that case studies are the most appropriate for examining the processes by which events unfold, as well as exploring causal relationships and also they provide a holistic understanding of the phenomena (Kitay and Callus, 1998). Cooper and Schinder (2005), states that case studies place more emphasis on a full contextual analysis of fewer events or conditions and their interrelations.

3.3 Data Collection

The study made use of both primary and secondary data. Primary data was collected using an interview guide. The questions were set to capture the objectives of the study and were divided into different sections. The respondents interviewed were the functional heads comprising departmental and sectional heads, chief managers in charge of planning and strategy, finance, information technology, human resources, communication, and the Permanent Secretary. Secondary data was collected from the ministry's' strategic plan and newsletters and other manuscripts. The researcher believes that the data collected

provided valuable insight in understanding the challenges the ministry faces in implementing its strategic decisions. During the interviews, structured interview guide was used to record responses. These were used to categorize and reference data for detailed analysis. Probing was applied where necessary to exhaust required information during the interview.

The choice of the respondents was very important, as senior executives are the heads of the organization and the ones who understand the challenges the Ministry is facing in the implementation of strategic decisions. Additionally, managers of all levels have a holistic view of the organization, and the existence of different employees from different cultures.

3.4 Data Analysis

The data obtained from the interview guide was analyzed using content analysis. Content analysis is the systematic qualitative description of the composition of the objects or materials of the study (Hsieh and Shannon, 2005). It involves observation and detailed description of objects, items or things that comprise the object of study. The themes (variables) that were used in the analysis was the challenges of implementing strategic decisions for service delivery at the Office of the Vice President and Ministry of Home Affairs.

The researcher categorized, tabulated and combined data to address the purpose of the study, and conducted cross check of facts. Furthermore, one of the unique characteristics of qualitative research is that it is usually conducted in the environment where the events occurred. This provided the ideal opportunity to trace the processes and sequences of events in the specific settings. Thus the qualitative method was found suitable for this research because this research was conducted within the environment where the implementation initiatives occurred.

CHAPTER FOUR: DATA ANALYSIS, RESULTS, AND DISCUSSION

4.1 Introduction

The research objective was to establish the challenges of implementing strategic decisions for service delivery at the Office of the Vice President and Ministry of Home Affairs and also to establish how the Ministry has responded to the challenges. This chapter presents the results of the analysis.

The study employed a case study research design to bring a clear and an in-depth understanding of the objectives. Interviews were conducted to six (6) out of the ten (10) top managers who were earmarked for the interview. They included departmental and sectional heads engaged with the implementation of strategic decisions in the OVP&MOHA. This was carried out with the assistance of a structured interview guide and the responses were captured for a more detailed content analysis. Probing was also used to exhaust the required information when administering the interview guide. One case was not conducted with one-on-one interview but the structured interview guide was left for the senior officer to answer, and the answered instrument collected for analysis alongside others.

4.1.1 General information on the interviewees

This section presents the results of the analysis on the demographic characteristics of the respondents in terms of their gender, age, academic qualifications, departments or sections and experience in the organization. These demographics are important in establishing the quality of the respondents who took part in the study as to confirming their competence in answering the questions adequately.

Of the six top managers who were interviewed, only two were female which mirrors the actual representation of managers in terms of gender in the Office of the Vice President and Ministry of Home Affairs. This observation however was not construed as a challenge to implementing strategic decisions in the Ministry. Most of the managers interviewed were over fifty years of age. The age could present a major challenge on the

pace at which implementation of strategic decisions in the organization are taken. The older work-force tends to take a conservative stance retaining the status quo, as opposed to the younger workforce who are more vibrant and able to catch up with changes. This is why it was important to analyze the age distribution of the respondents.

The level of education helps individuals to carry out tasks without much supervision. The respondents interviewed hold a range of academic qualifications from Diploma to Masters Degree (majority). This was viewed as an asset for the OVP&MOHA in terms of implementing strategic decisions. More than half of the interviewees had worked in the Ministry for more than five years except one who had worked for two years but had also worked in similar position in another ministry. Further to this, most of the respondents had worked in their managerial positions for more than five years. This buoyed the research work as their experience and familiarity with challenges the Ministry faces to implement strategic decisions was confirmed by the researcher.

4.2 Challenges of Implementing Strategic Decisions at the OVP&MOHA

4.2.1 Vision and Mission

The study found out that the Ministry had embraced strategic management practices and had a vision, mission, objectives and policies, well spelt in the Ministry's five year strategic plan, and captured in the service delivery charter and other official ministerial documents. As to the familiarity with the Vision and mission of the Ministry, most top managers were unfamiliar. The respondents either made references to official documents in their possession or referred the researcher to the customer service delivery charter displayed at the entrance of the Ministry's office building. In all the offices visited, the researcher noted a conspiquous absence of the vision and mission statements which customarily should be prominently displayed in all public offices.

This observation obtained the researchers significant attention, for this finding means that the vision and mission of the Ministry is not clear and concise to top managers at the OVP&MOHA. They were therefore susceptible to loss of focus and purpose.

Considering their years of service in the Ministry, most of the respondents had served in the Ministry for long at strategic positions and it could be deduced that the Ministry had obtained lacklusture management over the years.

4.2.2 Strategy formulation at OVP&MOHA

The study established that the ministry's strategies and policies were developed by top ranking officials with the assistance of technical staff who ranked in the middle level management. This study further established that despite the involvement of top and middle level ministry staff, the development of strategy suffered a setback due to lack of expertise guidance, inadequate skills and competencies, lack of benchmarking, limited exposure to the outer environment, little consultation with stakeholders, secrecy and lack ownership. So the effectiveness of strategy formulation could be affected by the quality of people involved in the process.

The study revealed that the minister who was responsible for policy direction and fulfillment of the mandate of the Ministry was shared with other five ministries so does not have quality time to spearhead the formulation of policies and strategies. The same minister was the Vice President with a number of functions: being a leader of government business in parliament, the minister's expertise was taken to parliament, as the principal assistant to His Excellency the President who could be delegated to any, he was rarely there for the Ministry. The researcher competently concluded that the strategy formulation is a challenge to its subsequent implementation in the Office of the Vice President and Ministry of Home Affairs.

4.2.3 Executors of Strategic Decisions at the OVP&MOHA

Building an organization capable of good strategy execution entails staffing the organization with the needed skills and expertise as well as building core competencies and competitive capabilities that will enable good strategy execution. This study confirmed that the executors of strategic decision in the OVP&MOHA were comprised of top management, middle management, and lower management but their effectiveness could be affected by the quality of people involved in the process. Top managers were

involved with the implementation of strategic decisions by mobilizing resources especially finances.

The study further established that the ministry had inadequate competent technical staff trained in specialized areas of strategy application like planners, finance and human resources managers. Besides, the few trained officers did not serve long enough in the Ministry owing to transfers. The ministry lacked teachers, counselors, psychiatrists, psychologists, needed in its correctional and rehabilitation facilities countrywide. Again the research found out that the implementers were not well equipped with tools like laptops, stationery and in particular, paper and tonner, classrooms, laboratories, desks, adequate and appropriate vehicles for transport, needed in its correctional and rehabilitation facilities. Vocational trainers in Prisons, used obsolete equipments and they themselves had not undergone skills improvement training.

Tying rewards and incentives to the achievement of performance objective is a key factor in effective strategy implementation process. This motivates employees to pursue target objectives energetically. This research study found that the OVP&MOHA had no performance incentives to reward those who excelled in implementing strategic decisions. The officers were not assigned duties and responsibilities according to their level of competence; other disincentives included poor remuneration, irregular payment of meals allowances and lunches, stagnation on one job group for a majority of the officers, reduced opportunities for retreats for the strategic committees and secretariats, and poor living conditions to a majority of uniformed officers.

4.2.4 Organizational Structure

In an organization of any size or complexity, employees' responsibilities typically are defined by what they do, who they report to, and for managers, who reports to them. The structure of an organization is designed to breakdown how work is to be carried out in business units and functional departments. The structure helps an organization identify its activities and the way in which it will coordinate them to achieve the firm's strategic

objective. Without aligning the structure and strategy, implementation effort suffers as there would arise collision within hierarchies.

This study found out that the OVP&MOHA had a well flowing organizational structure from the minister, and that there was no overlapping or repetition of duties and roles within hierarchies. The interviewees responded in the affirmative that there was a formal implementation unit visible throughout the ministry which comprised of the Central Planning Project and Monitoring Unit (CPPMU) working very closely with the Performance Contracting (PC) secretariat seated at the ministry headquarters. The departments and sections were also oriented to implement the strategic decisions of the ministry designed after their varied core mandates.

The study however revealed this interesting scenario; that of the over 20,000 prison officers only about 1000 officers did sign the PC and subjected to Performance Appraisal System (PAS). These twin documents were used to gauge the performance of any Ministry staff on an annual basis throughout the year. This revelation meant that 95% of the officers of a department that comprised the ministry to 91% did not know about the PC and hence they were not subjected to Performance Appraisal System (PAS). The researcher deduced that the ministry's strategies were not well aligned with its structure since most of its employees did not sign a contract with the Ministry and were not evaluated with regards to performance, a performance improvement strategy for all Government agencies.

4.2.5 Organizational Culture at the OVP&MOHA

Organizational culture is the general pattern of behavior, shared beliefs and values that members who work in an organization have in common and helps in nurturing and dissemination of core values. Implementation of new strategy requires adjustments in the organizational culture. This entails a new perception and style of doing things accommodating adjusted values. Lack of compatibility between strategy and culture can lead to high organizational resistance to change and de-motivation which can in turn frustrate the strategy implementation effort.

The study found that most managers were not aware of any organizational culture existing in the Office of the Vice President and Ministry of Home Affairs. They however responded to their employees' response to new strategies as that of resistance at the beginning and later accepting, demonstrating lack of commitment and showing reluctance and lukewarmness towards implementing strategic decisions. Best examples given was the implementation of PAS, signing of PC, introduction of biometric clocking in and clocking out system at the headquarters, and the resistance towards implementing the tracking of transport fuelling and distance covered systems.

This study investigated whether the top management prepared the cascaded management levels for the implementation of strategic decisions. The findings were that they did but their self interest especially in awarding tenders to their proxy companies jeopardized the implementation effort narrowing their focus. The study also deduced that the organizational culture at the OVP&MOHA did not embrace creativity and innovation of new ideas since departmental heads and senior managers were of older generation that resisted change and preferred maintaining the status quo.

4.2.6 Organizational Communication
The organization's ability to communicate its strategies and policies effectively, is a powerful tool to increasing levels of commitment to organization wide strategy by all staff at all levels. Communication relates in a complex way to organizing processes making it very vital in the implementation of strategic decisions. Organizational communication plays an important role in training, knowledge dissemination and learning during the process of strategy implementation.

This study established that the OVP&MOHA officially used top-down communication approach using methods such as posters, circulars, letters, radio signals, print and electronic media. It also established that quite frequently most communication to and from top managers were done in meetings with heads of departments (HODs) and staff respectively and also via telephone communication. Sensitization sessions, seminars and workshops were some of the forums where communication were also done

As to whether the communication in the ministry was effective, the study found that there were delays in the official method since the support staff used to deliver the letters and other communication instruments were very few, this occasioned delays as letters and circulars could lie in senior managers office for long before reaching its destination, upon reaching courier service providers or postal boxes, collection met the same kind of challenge. Some HODs failed to attend to very important committee meetings due to such delays in communication. The feedback in terms of reports on service delivery were also obtained late courtesy of organization culture and using paper method of communication. The study concluded that communication method applied in the ministry is a challenge to the implementation of strategic decisions.

4.2.7 Financial Resources at the OVP&MOHA

Allocation of adequate financial resources to various strategies is very critical in successful strategy implementation process. The study findings revealed that the OVP&MOHA over the years have been faced with inadequate unreliable funding from the Treasury. This was attributed to low budgetary allocations from the Ministry of Finance, unreliable exchequer, and the ever changing Integrated Financial Management Information Systems (IFMIS) which took time to be learnt and was manned by the Treasury.

This situation was worsened by delays in the disbursement of funds from the Ministry of Finance to the OVP&MOHA and aggravated by too much bureaucracy in funds release within the ministry itself to various AIE (Authority to incur Expenditure) holders. The limited funds available were not fully utilized on priority activities meant for service delivery as captured in the performance contracting. The study also revealed that the ministry's funds were not ring fenced, subjecting the ministry to suffer any time funds were recalled by the Ministry of Finance in austerity measures meant to address undertakings which interfered with the budget.

4.2.8 Political Influence

The research study identified political influence as one of the challenges to implementing strategic decisions in the Ministry of Home Affairs. The appointments to the gaming board, important offices such as the PS and Commissioner of Prisons and appointment to taskforces were political and not merit based. Since the political life is regulated within seasons, the politician's agenda were not synchronized with the service delivery improvement strategy which the Ministry was pursuing. These political appointees influenced the ministry's business hence self interest and lack of integrity challenged the implementation of strategic decision process in the Ministry.

Upon appointment these officers assumed the top offices and became vested with the responsibility to take strategic decisions, and to guide policy formulation. According to the Ministry's strategic plan (2008-2012) the Minister (Vice President) was responsible for policy direction and fulfillment of the mandate of the Ministry while the Permanent Secretary (PS) oversees implementation of the policies, programs, and activities of the different departments in the Ministry. The two offices were critical to decision making and implementation but the political influence calling on their duties sometimes made them unavailable for their duties. The power and authority which the Vice President had almost unquestionably took first priority in the Ministry leaving in second place the Ministry's mandate.

4.2.9 Old Acts of Parliament

This study also found out that the Office of the Vice President and the Ministry of Home Affairs (OVP&MOHA) operated with some of the oldest Acts of parliament. These Acts such as the Betting, Lotteries and Gaming Act, Cap 131 of 1966, Prisons Act, Cap 90, Borstal Institutions Act, Cap 92 and others, all of which needed to be reviewed to address the pace of the Country's development and emerging complex and dynamic nature of the current markets.

As it were, the old Acts of parliament guided service delivery at the OVP&MOHA and were not appropriately adequate and therefore a challenge to implementing strategic decisions. For example, the Betting Control and Licensing Board (BCLB) which licenses and controls gambling in the country, does not have relevant legislation on modern computer based gambling to guide its operations. Many clients who visit the Government department with related applications are either subjected to delaying tactics or denied the license.

The pace of technological development worldwide puts demand like pressure on the Government to offer similar services as offered elsewhere in the world. Many clients come to invest but finds a regulatory bottleneck at the Ministry. With a mandate to give an honest service to the people of Kenya, the Ministry is caught up between the old laws and the new development enjoined in globalization.

4.3 The OVP&MOHA's response to the Challenges

The study findings revealed that the OVP&MOHA has put in place minimal interventions to address the challenges identified above. The Ministry had developed strategic plans to guide and give direction to its mandate in the short and long term in response to Government directive issued to all public service agencies over a decade ago. The Ministry's strategic plan gave the vision, mission, and objectives; which was a milestone towards good strategy implementation in the Ministry. The researcher considered this a compliance response from the managers of the Ministry since it followed a Cabinet directive but added very little value to the Ministry's running.

As mentioned elsewhere in this report, financial constrains have negatively impacted on and adversely affected the strategy implementation process in the Ministry. In response the ministry was trying to lobby for more funds from the Ministry of Finance to meet its performance targets. This was being complemented with cost cutting measures on financial resources to optimize the available resources effectively.

The researcher also found out that the PS had issued new directives which pegged priority to funding only those activities anchored on the PC and aligned to the procurement plans. The researcher considered this a reactive response which did not bolster effective implementation of strategic decisions at the Ministry. Requests and lobbying for more funding at the Ministry of Finance takes a long process to be granted and therefore delays Ministry's efforts to effectively implement its strategic decisions.

The researcher found out that the Ministry has invested in training of the technical staff by sponsoring them for higher academic qualifications at the local public Universities for various relevant courses. More other officers are sponsored for short courses at the Government Training Institutions (GTIs) spread all over the Country and the ultra modern School of Government (formerly KIA) to acquire new skills and needed expertise. Given the financial limitation, the study found that only a few can obtain sponsorship for further education as passed by the Ministerial Training Committee (MTC) depending on training funds availability. The respondents also indicated that they encourage staff to sponsor themselves for different courses for ease of career progression as prescribed in the various schemes of service for different departments.

To safeguard against theft and vandalism of office property and records the Ministry had responded by reinforcing the office security using armed prison officers, welding strong grills at the windows and doors, at some places instituting alarm systems. The efforts also included erecting perimeter walls, and branding of the Ministry Computers and other office equipments.

The study also found that the Ministry had tried to revolutionize the communication system by equipping the officers with customized Information Technology (IT) training in which every officer is now required to download from the Government Human Resource Information System (GHRIS) their payslips and update their data from time to time, and providing computers with internet service to strategic offices. The Ministry had also employed more support staff to enhance the collection and delivery of mails.

4.4 Discussion of Results

4.4.1 Comparison with Theory

Organizations seem to have problems in strategy implementation: such as weak management roles in implementation, poor communication and information, lacking a commitment and misunderstanding of the strategy, unaligned organizational resources, poor organizational structures and uncontrollable environmental factors (Beer and Eisenstat, 2000). Reed and Buckley (1988) discussed problems associated with strategy implementation identifying four areas for discussion, including inappropriate management style, citing the example of the "entrepreneurial risk taker who may be an ideal candidate for a strategy involving growth, but may wholly be inappropriate for retrenchment" (Reed and Buckley,1988 p.68).

The study found that the strategic managers at the OVP&MOHA are old in age and must have served in the public service for long and were therefore conservative and did not give all their best efforts to embrace a new style of management which required accountability from time to time. The study also found out that the top managers don't know the ministry's vision and mission therefore were susceptible to loss of focus and purpose hence they gave the Ministry lacklusture management.

Langfield-Smith. (1997) considered organization's existing management controls and particularly its budgeting systems, a challenge to implementing strategic decisions. The study found that the top managers who were the holders of AIE put a lot of control on expenditure undermining implementation process owing to non commitment. This explained why there were huge pending bills and money being recalled most times from the Ministry because of tight controls delaying expenditure. The major challenge to be overcome appears to be more attitudinal or cultural and behavioral in nature, including the impact of poor communication and diminished feelings of ownership and commitment (Aaltonen and Ikavalko, 2002).

Aaltonen and Ikavalko, (2002) recognized the role of middle managers in strategy implementation, arguing that they are the key actors who have a pivotal role in strategic communication. The study found that middle managers were very well involved in the execution of strategic decisions at the OVP&MOHA. They played a crucial role in providing technical input, sensitization, monitoring and evaluation, and delegated administration. The main problem was that they were de-motivated and demoralized, chilling the implementation efforts.

Reed and Buckley, (1988) acknowledged the challenge and the need for a clear fit between strategy and structure and claimed that the debate about which comes first is irrelevant provided there is congruence in the context of the operating environment. The study revealed that the strategy and organizational structure at the Ministry were not well aligned, as the assessment of performance of the majority of the uniformed officers were not done according to the performance contracting document adopted by the Ministry as a strategy to improve on service delivery. This was a danger to service delivery.

Peter and Waterman (1982) argued that corporate culture is one of the important attributes characterizing the management of excellent companies. Such companies achieve a fit between their strategies and culture. Lack of compatibility between strategy and culture can lead to high organizational resistance to change and de-motivation which can in turn frustrate the strategy implementation effort. This research found out that there was no proper alignment between culture and strategy in the Ministry. This was attributed to the fact that there was an "I don't care attitude" among the staff beginning from the top at the Ministry. The work culture was not hard on the employees, therefore relaxed and punctuated with mild resistance.

4.4.2   Comparison with other Empirical Studies

The objective of this study was to identify the challenges of implementing strategic decisions for service delivery at the Office of the Vice President and Ministry of Home Affairs. The study established that the OVP&MOHA had encountered several challenges in its effort to implement strategic decisions. These challenges were both from within and

without the Ministry but pointed at management role and commitment. These findings were similar and consistent with other previous studies.

In the study of challenges of implementing strategies in the Kenyan public service, Akwara (2010), Gakii (2010), Ocholla (2010), all similarly found out that successful strategy implementation was challenged or impeded by inadequate funding, de-motivation of the staff, inadequate competent skilled staff, lengthy bureaucracies, and lack of ownership to the decisions taken among others. The focus of these studies were challenges of strategy implementation in the public service.

The findings supports Nutt, (2007) view that strategic decisions are formulated by top and senior-level managers of an organization and then administratively cascaded to lower-level management and non-management employees for implementation with little consideration of the resulting functional-level perceptions. The findings further supports Govindarajan, (2009) view that executors are comprised of top management, middle management, lower management and non-management and effectiveness of strategic decisions implementation is, at least in part, affected by the quality of people involved in the process. In the study it was identified that the executors are not well equipped with tools, equipments, and skills.

The study supports findings of Govindarajan (2009) who found that individual managerial characteristics (functional background. industry familiarity, locus of control, problem-solving style) and competitive strategy contributes to implementation effectiveness in the organization. The findings also confirms Guth and MacMillan (2006) that the level of effort that an individual manager will apply to the implementation of a particular strategy depends on his perception and the likelihood that successful performance will lead to an outcome that he desires.

The study revealed that the Ministry needed to employ other strategies to obtain funding other than from the Ministry of Finance to be able to finance all its activities and pay up the merchants, and also encourage Non Governmental Organizations (NGOs) to sponsor

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and support Prisons department on a Corporate Social Responsibility (CSR) kind of structure on rehabilitation, correctional and reform policies applied by Prisons. These findings concur with what Johnson and Scholes (2002) recommended that for companies to remain competitive, they should adopt strategies directed at improving the effectiveness of basic operations within the company.

CHAPTER FIVE: SUMMARY, CONCLUSION, AND RECOMMENDATIONS

5.1 Introduction

This chapter presents the summary of key data findings, conclusions drawn from the findings highlighted and recommendations made there-to. In the outline, are also limitations of the study and suggestions for further research. The conclusions and recommendations were drawn with the quest of addressing the research question or achieving the objective of the study and the recommendations were given to address the value of the study.

5.2 Summary of the Findings

5.2.1 Challenges of implementing strategic decisions for service delivery at the Ministry OF Home Affairs

The researcher interviewed six senior management, administrative and departmental heads as well as section heads. The data collected was concurring and thus sufficient to achieve objectives of the study. Interviewees were both male and female who had worked in the Ministry for over five years in the strategic position of management. From the findings it was evident that the Ministry had adopted strategic management approach and had developed five year strategic plans in which the strategic objectives were well spelt out. The study also revealed that the Ministry was endowed with well educated and experienced top level managers in charge of various functions, departments and sections. When it came to implementing strategic decisions taken by them, various challenges were revealed.

The study identified numerous challenges to the implementation of strategic decisions as emanating both from within and without the Ministry. The challenges from within include but not limited to the following: the exercise of strategy formulation in the Ministry done by top management incorporating a few technical staff. The exercise however lacked expertise professional guidance, and adequate competence among the

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formulators presenting a challenge to the ensuing implementation. The Minister who was responsible for policy direction and fulfillment of the mandate of the Ministry was too busy in parliament as the leader of government business in parliament, and as Vice President who took delegated duties from His Excellency the President. He was technically unavailable for the Ministry.

This study further confirmed that the executors of strategic decision in the OVP&MOHA were comprised of top management, middle management, and lower management. Among these executors, the top management which needed to remain focused on the implementation of strategic decisions, lacked focus and commitment but remained lukewarm as though caught between two forces, implement change or delay it. The study also established that the ministry lacked skilled and well trained personnel. It also established that the implementers were ill equipped, de-motivated and demoralized. The ministry lacked performance incentives and so the implementation of strategic decisions was considered challenged.

The study further found out that despite the well flowing organizational structure with a visible implementation unit, the strategies were not well aligned to the structure. The planning and project implementation unit is only visible at the Ministry headquarters and not mainstreamed throughout the Ministry as the respondents observed. Most of the Ministry's employees were unaware of the strategies adopted by the Ministry. Concerning organizational culture the study found that most managers are comprising of older work-force who tends to resist change or slow to adapt and embrace new ideas. The top Ministry managers are not even aware of any organizational culture. The study established that employees of the ministry resist change, including 91% uniformed staff, who worked under command structure. Though it could not be construed that these officers were resisting change going by the nature of their work; it was hard explaining prison breaks and the subsequent secrecy.

On communication, this study established that the OVP&MOHA officially used top-down communication approach applying paper methods which causes delays as the vehicles of conveying such communication are few support staff who were very lean on the ground to deliver and collect the communication instrument. Some HODs failed to attend to very important committee meetings due to such delays in communication. The researcher concluded that in terms of timeliness the communication is not very timely.

The researcher further identified too much bureaucracy in the system as pertains to release of funds. This caused delays in funding various projects and funding of the general Ministry's mandate. Funds once disbursed from the Treasury, were not channeled immediately to their application areas, causing unnecessary delays in procurements and settlement of accounts occasioning huge pending bills at the Ministry.

The exogenous challenges of implementing strategic decisions identified by this study included: inadequate, unreliable funding from the Treasury or the Ministry of Finance being the major challenge that cannot be controlled by the OVP&MOHA. The other challenge was that of old Acts of parliament which were outpaced with development and therefore did not provide enough guidance. The research study also revealed that political influence in making appointments had posed a challenge to implementing strategic decisions in the Ministry. The appointments to the board, taskforces and important offices are political and not merit based.

5.2.2 The Ministry's response to the challenges of implementing strategic decisions.

The Ministry's response to the challenges was not proactive but reactive. This caused time lapses before the challenges are addressed and the Ministry takes control. Most challenges identified as in the Ministry's powers such as trainings, acquisition of modern equipments, recruitments, motivation and rewards, etc; were still affected in a way by funding delays and the red tape bureaucracy inherent in the Government system.

The researcher found out that the Ministry has invested in training of the technical staff by sponsoring them for higher academic qualifications at the public universities and for short courses at the Government Training Institutions (GTIs) spread all over the Country and the ultra modern School of Government (formerly KIA) to acquire new skills and needed expertise. To safeguard against theft and vandalism of office property and records the Ministry had reinforced the office security using armed prison officers, strong grills, and instituting alarm systems. The efforts also included erecting perimeter walls, and branding of the Ministry Computers and other office equipments.

The study also found that the Ministry had tried to revolutionize the communication system by equipping the officers with Information Technology (IT) skills in which every officer is now required to download from the Government Human Resource Information System (GHRIS) their payslips and update their data from time to time. The Ministry had also provided computers with internet service to strategic offices. The further established that the Ministry had also employed more support staff to enhance the collection and delivery of mails.

5.3 Conclusion

Many organizations have formulated excellent but have not achieved excellent results due to poor strategy implementation. The failure of these strategies can be attributed to ineffective managerial undertakings to implement strategies, lack of resources, un-anticipated changes in the market, effective competitor response to strategy, timeliness and effectiveness (Giles, 1991).

The challenges identified by this study does not paint a very different picture from similar studies done everywhere on challenges of implementing strategic decisions in public institutions. More distinct are the institutional failures which a focused, dedicated and motivated management are able to overcome if the strategic decisions are implemented as per the strategic plans. A few unique challenges for the OVP&MOHA were also identified.

The role of the Ministry of Home Affairs as captured in its mission is very important in service delivery for Kenya. To paraphrase it the role of Ministry of Home Affairs is to promote a just, secure and conducive social environment by rehabilitating offenders. This makes the prison service an essential service to the Kenyan people. The decisions affecting prisoners and the department needs to be made faster and their implementation not delayed. The bureaucracy in release of funds to the departments at the OVP&MOHA affected this sensitive department also. Despite prisons department being 91% in the Ministry make up, the decisions affecting it are taken at the Ministry's headquarters leading to sluggish and lucklusture performance in the department. The researcher concludes thus, the Ministry's management needs to adapt and adopt the following recommendations. Only then shall the Ministry have an impact in its service delivery to Kenya.

5.4 Recommendations

In view of the above, the researcher recommended the following for the Ministry's top management to enhance on service delivery: consider re-alignment of the ministry's strategies with the structure by subjecting everybody's performance to review and appraisal; consider a culture change by adopting a "bottom–up" approach in strategy formulation and implementation in order to bring on board all the employees, and relevant stakeholders for ownership, and obtain the guidance of a professional expert in strategy formulation and implementation; organize more retreats that help build teamwork; and provide standards with which to measure performance uniformly.

The researcher recommended further that: the management of the OVP&MOHA consider introducing performance incentives such as medals and state commendations, equip the ministry's employees with the relevant training (including top management), replace outdated tools and equipments with modern ones to improve work execution; enhance performance allowances to motivate and encourage executors of strategic decisions; develop a communication policy that embraces the quick and modern ICT enabled communication; mainstream, sectionalize or create as department, Performance Contracting secretariat to take charge and police performance in the Ministry throughout

its spread; avoid demoralizing staff by reviewing the human resource policy of the ministry to eliminate stagnation in one job group and consider assigning duties and responsibilities to qualified officers in the order of merit.

Further recommendations were that Ministry to source for funds from other stakeholders to supplement those from the Ministry of Finance especially from donor community. The management should through the open door policy at the correctional facilities encourage well wishers and local organizations to sponsor Prisons department vide Corporate Social Responsibility (CSR). The Prisons department should be allowed to control their own funds for efficiency in running the facilities.

The researcher also recommended that the ministry to consider awarding semi-autonomy status to the Gaming Board whose functions (regulating gambling) tend to widely vary from those of the Probation and Prisons department (correctional and rehabilitation). This Could empower them to benchmark with a gaming successful jurisdiction like South Africa, Las Vegas, and Macau and improve on its mandate and also control its finances directly for training staff and technological development of the department. Review all the old Acts of parliament to promote effective execution of strategic decisions to enhance service delivery to the Kenyan people. The appointment to strategic offices in the ministry should not be done with political patronage playing the major role. The researcher recommends merit to guide the process to avoid disheartening the long serving officers and the temptation to resist change.

This research strongly recommends autonomy status for the Office of the Vice President as a separate Ministry so that the twin organizational structure of the Office of the Vice President and the Ministry of Home Affairs be two separate ministries. This is because the OVP, is so busy an office politically, and administratively. Its power as Vice President almost unquestionably takes first priority in the Ministry which can be dangerous for the Ministry of Home Affairs. Given that the two organizations share one PS, the Ministry loses in strategy implementation initiatives since the driver of strategy

implementation must adequately be committed with the VP's office as a priority, temporarily causing an authority vacuum in the ministry's implementation efforts.

5.5 Limitations of the study

The main limitation of the study was forthright divulgence of information, since the respondents were sworn to oath of secrecy. This could have affected the information details the researcher obtained. Some respondents took too long to give the researcher an appointment for the interview and caused the researcher to leave for them the interview guide which they filled at their own convenience; this evaded probing. Some respondents earmarked for interview were too busy out of the office on important Ministerial or National assignments therefore, never availed the researcher with an opportunity for interview.

Whereas the research targeted the top management of the Ministry who ordinarily influence strategic decisions, middle and non management who are in-charge of implementation supervision were not interviewed. This non inclusion for interviews of middle management could have made the researcher not meet some very important information in the course of the study.

5.6 Suggestions for Further Research

It is important for a study to be conducted on employees' perception of strategic decisions at the OVP&MOHA. This is because this study only targeted the top management and is therefore only a reflection of top management perceptions and practices as far as challenges of implementing strategic decisions are concerned in the Ministry.

This study should also be done in other Ministries of the Kenyan Government. This will be to obtain a comprehensive information on what challenges do face their strategic decisions implementation efforts which can inform how the Government can respond to these challenges. Such researches would go a long way in providing the solutions to improved service delivery.

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Appendix I: Interview Guide

Goals of the Interview Process

The objectives of this study are to determine the Challenges of implementing strategic decisions for service delivery at the Office of the Vice President and Ministry of Home Affairs and the Ministry's response to the challenges.

NB. The information that you shall provide will be treated with strict confidence and applied for purposes of the study only.

Date   **Day of the interview**

Day /Month /Year   Sun Mon Tuc Wed Thu   Fri   Sat

☐☐ ☐☐ ☐☐☐☐   ☐   ☐   ☐   ☐   ☐   ☐   ☐

Interviewee's Department/Section..

A. BACKGROUND INFORMATION ON THE INTERVIEWEE.

1. Kindly, how old are you...

2. What is your highest level of education?
....
....

3. For how long have you worked in the Ministry of Home Affairs and in which positions?...
....

4. For how long have you been holding the current position?
....
....

B. STRATEGY IMPLEMENTATION BACKGROUND IN THE MINISTRY OF HOME AFFAIRS

1. Does the Office of the Vice President and Ministry Of Home Affairs (OVP&MOHA) /Department have a vision and mission?

   ( ) Yes   ( ) No

2. If yes, what is the vision and mission of the Ministry/Department?

   Vision...

   ....

   ....

   ....

   Mission..

   ....

   ....

   ....

C. STRATEGIC DECISIONS IMPLEMENTATION

1. Does the Ministry involve both managers and other employees in the implementation of strategic decisions adopted by the Ministry?...

   ....

2. How are you involved with the implementation of strategic decisions at the Ministry of Home Affairs?

   ....

   ....

   ....

   ....

3. How does the Ministry/Department ensure success and not failure in implementing strategic decisions?

....

....

....

....

D. STRATEGIC DECISIONS IMPLEMENTATION CHALLENGES

a) Strategy formulation

1. How does the Ministry/Department go about developing its

strategies?..

....

....

....

....

2. In your view is strategy formulation and development a challenge to its subsequent implementation in the

Ministry/Department?..

....

....

....

....

....

b) Executors

1. In your view are the implementers well equipped to implement strategic decisions in the

Ministry/Department?..

....

....

....

....

2. Kindly explain the Ministry/Department's preparedness towards implementing strategic

decisions...

....

....

....

....

3. Are executors motivated towards strategic decisions

implementation?...

....

....

....

c) Organizational Structure

1. In your view is there proper alignment between the adopted strategy and organizational structure at the (OVP&MOHA)?

    ( ) Yes   ( ) No

2. If yes, does it have an effect on the implementation of strategic decisions in the

Ministry/Department?...

....

....

....

3. Is there a formal implementation unit which is visible throughout the
   Ministry/Department?...
   ....
   ....
   ....
   ....

4. If not so, how does the lack of it affect strategic decision
   implementation?..
   ....
   ....
   ....

5. Does the Ministry/Department temporarily suspend key implementation team
   members' normal responsibilities to allow them focus on the implementation
   effort?...
   ....
   ....
   ....

6. If not, how does it affect strategic implementation in the
   Ministry/Department?...
   ....
   ....
   ....

d) Organizational Culture

1. How do the employees react to the new strategies being introduced in the
   Ministry/Department?..
   ....
   ....
   ....

2. Does the top management in the Ministry/Department explain the responsibilities, tasks, and duties needed to be performed by the employees during strategic decisions implementation?   ( ) Yes

   ( ) No

3. Does top management self-interest affect implementation of strategic decisions?

   (   ) Yes   (   ) No

4. If so, how?

....

....

....

e). Communication

1. Which method is used by the Ministry/Department to communicate its strategies and objectives?

   ( ) Posters   ( ) Circulars   ( ) Word of mouth   ( ) Letters

   ( ) Other- Please specify...

2. Does the Ministry/Department use top-down approach or bottom-up approach mode of

   communication?...

   ....

3. How is the Ministry's vision communicated to the employees of the Ministry

   ....

   ....

   ....

   ....

....

....

E). RESPONSE OF THE MINISTRY TO THE CHALLENGES

1. How is the Ministry of Home Affairs responding to the challenges it faces in implementing strategic decisions?..

....

....

....

....

F). CONCLUSION

1. As a top management, what other challenges have you experienced in the process of implementing strategic decisions at the Ministry of Home Affairs?...

....

....

....

....

....

2. Kindly give recommendations that you can propose to improve on strategy implementation at the Ministry/Department?...

....

Thank you for your response.

Appendix II: The strategic Vision and Mission of the Office of the Vice President and Ministry of Home Affairs

The vision of the Ministry is to achieve excellent services in offender correction, regulation of gaming, leadership of government business in parliament, and offer assistance to the president.

The Ministry's mission is to promote a just, secure and conducive social environment by rehabilitating offenders, mainstreaming disability issues, and regulating the gaming industry.