

MANAGEMENT OF STRATEGIC CHANGE IN KENYA POLICE

BY

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DECLARATION

This is my original research project and has not been submitted to any other University or academic institution for examination

Signature..... Date.....

Eric Kiraithe

D61/P/7232/2004

Supervisor's Declaration

This research project has been submitted with my approval as the University supervisor

Signature..... Date.....

Dr. Jackson Maalu

DEDICATION

I dedicate this project to my wife and children who have always been by me and for me. I pray they will remain so.

ACKNOWLEDGMENT

This Research Project would not have been possible without the cooperation and support of a number of people, who in one way or the other steered me towards my ultimate goal. I would like to express my appreciation to them and especially to the following:-

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ABSTRACT

Kenya Police has a national jurisdiction with 4000 police stations and posts and a staff compliment of about 42,000. It is the government's principal security, law enforcement and criminal investigations agency. Change is inevitable and is the only constant thing. Kenya Police has undergone several changes since its inception. The objectives of this study were to determine how strategic change was managed and to establish the factors influencing strategic change management in the Kenya Police.

This involved analysis of primary and secondary data collected through face to face interview with the researcher and reviews of the contents of relevant publications and reports. An interview guide modeled on known strategic management concepts consisting questions was used to collect data from eight senior police officers and analyzed using content analysis.

The research concludes that Kenya Police successfully implemented the planned change in areas where the organization was in full control. However, objectives which required stakeholder support including resource mobilization, strengthening of institutional framework, advocacy and change of legislation either never took off or registered minimal success. Most significantly, the study found that Kenya Police is one organization which inevitably attracts an array of extremely powerful stakeholders. Unfortunately, the organization did not appreciate this and therefore failed to put in place an astute stakeholder management strategy consequent upon which the plan never achieved a hundred per cent success.

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CHAPTER ONE

INTRODUCTION

1.1 Background of the Study

Organizational change management does not only happen in business organizations but increasingly also in public sector organizations. Hayes (2007) states that change management is about modifying or transforming organizations in order to maintain or improve their effectiveness. Matheson (1997) just like in business, governments can benefit immensely by adopting a strategic management approach and that governments are also subject to international competitive advantage.

1.1.1 Management of Strategic Change

Burnes (2000) states that regardless of the form change takes or the objectives it seeks to achieve, successful change implementation cannot be guaranteed unless those responsible for managing it understand the different approaches on offer and can match them to their circumstances and preferences. Mitchell (2003) highlight the need for organizations to continually develop and implement and review their strategies, structures and cultures – the never-ending quest for successful strategies. This theme is reinforced by Browne, Banerjee, Fulop et al. (1999), who argue that although structures, cultures and strategies may be more or less formal and visible, they will always be in a state of flux. The question therefore is not “whether organizations need a strategy, as they will have one whether they like it or not, but whether the strategy they have is the one they really want” (p.408).

According to Balogun (2004), change does not occur in a vacuum, but should be part of the management process of an organization. The pressures on organizations are greater today than ever. Increasing global competition, oppressive macroeconomic conditions, greater economic integration, advances in ICT and informed customers mean businesses must deliver higher levels of quality and service at competitive prices. These pressures necessitate changing how organizations operate by injecting more commercial outlooks, redefining roles, eliminating unproductive work habits or integrating new technologies to support business (Kotter, 1996). Managers of organizations must be flexible, to respond rapidly to changes and learn to play by a new set of rules (Porter, 1996). While citing democratization , information revolution, global integration and the resultant rising expectation of citizens on their governments, Matheson (1997) states that, governments, too, operates in an international market for ideas, people, reputation, information and policies and that this situation has tested the competence of managers to the limits.

Burnes (2000) finds that organizations can and do experience severe problems in managing change and that managing change successfully, “even on a small scale, can be complex and difficult” (p.252). He adds that managing change appears to be “getting more rather than less difficult, more rather than less important and managing change successfully needs to be a core competence for organizations” (Burnes, 2005: 85).

1.1.2 Police Service

Police services include organised forms of order maintenance, peace keeping, rule of law enforcement, crime investigation and crime prevention, (Jones and Newburn: 1998). Newburn and Reiner (2007) explain policing as an aspect of social control process

involving surveillance and sanctions intended to ensure the security of social order based on consensus conflict or both. According to Kenya Police (2004) a key role of the police in Kenya is to contribute in the provision of an environment that is conducive for economic development and improvement of the quality of life for the citizens. Police departments are rated as successful if there is low crime prevalence, the law is observed, reported crime is effectively investigated and the organisation enjoys public confidence. In the Kenya Police Strategic Plan, 2004 to 2008, it is stated that, “a world class police service is the dream of a society that is presently afraid of leaving their homes at night for fear of mugging, injury or murder, (p. vi).

The Kenya Police is established by an Act of Parliament with the mandate of maintaining law and order, preservation of peace, protection of life and property, prevention and detection of crime, apprehension of offenders and the enforcement of all laws and regulations with which it is charged (Chapter 84 Laws of Kenya: 1997).

According to the Kenya Police (2004), Kenya Police is traced to a small beginning in the period between 1887 – 1902, with its foundation on the Imperial British East Africa (I.B.E.A.) Company, and a businessman Sir William Mackinnon, who in the interest of his business found it necessary to form a small force to protect his property. From this origin the concept of constituting a police service was formed in Mombasa. The construction of the Kenya Uganda Railway provided for the growth of this infant force inland and by 1902 there existed police service units at Mombasa, Nairobi and Kisumu. In 1906, the Kenya Police was legally constituted by a Police Ordinance and the office of the Inspector General established. In 1926, the Criminal Intelligence Unit and the Railway Police Unit were formed and in 1946 a Police Training Depot was established.

Among other early development include the formation of the General Service Unit for rapid deployment in 1948, and Police Air-Wing to support communication and casualty evacuation in 1949.

Kenya Police has a national jurisdiction with 4000 police stations and posts and a staff compliment of about 42,000. It is the government's principal security, law enforcement and criminal investigations agency. Its structure comprises of one major body referred to as general duties police. It has three major support units including the Criminal Investigations Department to deal with investigations requiring specialized skills like fraud, homicides and forensics. The General Service Unit is deployed for rapid response to large scale breakdown of law and order, armed bandit attacks and security of vital installations. The Air Wing provides aerial support to police operations.

In the 1990s, it became apparent that the Kenya Police capacity to effectively discharge its mandate was dwindling. In 2004, a government report stated that, "in the last two decades the security system deteriorated to a point where the government was unable to guarantee security to its citizens and their security", (Kenya Police 2004, p.8). A government commission appointed to inquire into the 2007-08 post- election violence concluded that the police were overwhelmed in terms of numbers, their equipments obsolete and their response uncoordinated(Waki, 2008). The force has also been accused of corruption, extra-judicial killings and excessive use of force while managing large scale breakdown of public order. The government has attempted various approaches to reform the service including frequent changes of the chief executives; between 1993 and 2000 the Commissioner of Police was changed four times. In the year 2004, the managers

in Kenya Police decided to adopt strategic planning after the exit of yet another CEO, and made a plan covering the period 2004 to 2008.

By the end of the planning period in 2008, Kenya Police had a vision of transforming into a world class police service, with a people friendly, responsive and professional workforce (Kenya Police: 2004). For the purpose of implementing this plan, the government appointed an executive from the military. Unfortunately, the CEO who was to achieve the desired strategic change was removed in 2009 on strong recommendation that , “only if there is a visible change at the top leadership level of the police, will the public be convinced to accept that the government is serious about reforms” (Ransley , 2009: p. 217). The process is still going on with a government appointed Police Reforms Implementation Committee, demonstrating that there is still need for an effective and efficient change management model for police services in Kenya.

The capacity of Kenya Police to deliver on its mandate will largely depend on its ability to respond to the rate and direction of change determined by the changes in its operating environment. As at now, there is evidence that the organization’s efforts to use strategic management to bring about the desired change have not succeeded. Since strategic management has been applied elsewhere with success, it is safe to posit that this failure was occasioned by lack of a well implemented strategic management model to drive the reforms. A number of studies have been done on the management strategic change in various sectors in Kenya. Studies have been done on management of strategic change at Plan Inc – Kenya an International Development organization (Muturi, 2006) Civil

Service Reform Program in Kenya 1993-2003 in Public sector organization (Nyamache, 2003) and at Proctor and Gamble a Manufacturing company (Nyalita, 2006).

These studies provided insights on how large organizations respond to strategic change. Due to contextual, sector, and managerial differences, insights of strategic change management gained from these studies may not be assumed to explain the management of strategic change practices at Kenya Police. Thus there exists a knowledge gap on the management of strategic change in Kenya Police. This study seeks to fill this gap by investigating how strategic change is managed at Kenya Police.

1.2 Research Problem

Organizations today face major, discontinuous change that makes strategic management more difficult and more complex than ever (Paton and McCalman, 2000). To succeed in this environment, organizations need to look at the technical, political, and cultural systems obtaining within their organizations. Changes in technology, the marketplace, information systems, the global economy, social values, workforce demographics and the political environment have a significant effect on the processes, products and services produced (Burnes 2004). According to Neilson et al, (2008) the major challenge in strategic management is the execution stage, they identify decision rights and information flow as the most powerful drivers of change.

1.3 Objectives of the study

The study had two objectives:-

- i. To determine how strategic change is managed at Kenya Police.

- ii. To establish the factors influencing strategic change management in the Kenya Police.

1.4 Value of the Study

The findings of this study will go a long way towards filling existing information gaps in the management of strategic change in the Kenya Police. The managers and administrators in the Kenya Police will benefit from this study in that it will be a useful source of information to its management of strategic change. The study will be of importance to other public institutions whose interest lies on improved services delivery for customer satisfaction. It will assist the institutions in pointing out areas of difficulties in the allocation of resources towards addressing priority needs. The study would also help the institutions in formulating a policy on areas that necessitate strategic change management.

The study also contributes to the field of Strategic Management in general and the Management of Strategic Change in particular. The study would provide a platform for further research in the area of change management and in particular the practices that would contribute to successful strategic change management in public sector in Kenya. In the academic field, future researchers can use the study as a reference point if one is researching on change management and related topics. The findings of the study would be of use to trainers in human resource in that it will assist them in knowing the areas which should be given concentration when training managers on change management.

CHAPTER TWO

LITERATURE REVIEW

2.1 Introduction

This chapter will give an in-depth discussion of the arguments that have been advanced in the past on what strategic change means and the factors that influence strategic change management. Burnes (2000) summarizes two main approaches to change management: the planned approach and the emergent. Stace and Dunphy (1998) propose a model of change that accommodates both the planned and emergent approaches to change management. Kotter, (2007), notes that a business will not survive in the long term unless it re-invents itself and asserts that change is inevitable. He recommends that for organizations to maintain a fit with constantly changing environment change management must be made permanent feature of every organization. Hamel and Prahalad, (1994) argue that any organization that is a by-stander on the road to the future will watch its structures, values and skills become obsolete.

2.2 Nature of Change in Organizations: Planned Versus Emergent Change

Planned change is a term first coined by Lewin (1958) to distinguish change that was consciously embarked upon and planned by an organization; that is, it is deliberate and a product of conscious reasoning and actions (Marrow, 1969). Planned approach to change is closely associated with the practice of Organization Development, Burnes (2000). Within the social sciences, an approach described by Burnes (1996) as the emergent approach is another popular alternative to the planned approach in the management of change. The emergent approach was popularised in the 1980s and includes what other theorists have described as processual or contextualist perspectives (Dawson 1994). They

advocate that the unpredictable nature of change is best viewed as a process which is affected by the interaction of certain variables and the organisation. Dawson prescribes that, “change needs to be managed as an ongoing and dynamic process”, (Dawson 1994:182). Emergent change proponents share the common rationale that change should not be viewed as a linear sequence of events within a given time period as is the case with proponents of planned approach.

It can be argued that the planned and emergent approaches to change management are equally valid but that they apply to different organisational circumstances. For example an organisation facing constant and significant environmental changes may find an emergent approach to change more appropriate than a planned approach. In short, a model of change could embrace a number of approaches with the most suitable approach being determined by the organisation's individual context as determined by the environment in which it operates.

2.3 Schools of Thought in Management of Strategic Change

Studies have recognized that successful implementation of change has everything to do with convincing a critical mass of people to adopt new attitudes, behaviour and practices. Burnes (2000) cites three schools of management; individual perspective, group dynamic and open systems. Individual Perspective School proponents include the behaviourists who believe that behaviour results from an individual's interaction with their environment. Psychologists argue that an individual's behaviour is the product of reason, it is not just caused by external stimuli, but that it arises from how an individual uses reason to interpret stimuli as conditioned by their expected consequences, where

rewarded behaviour is repeated while ignored behaviour tends not to be repeated. Behaviourists attempt to effect organisational change by modifying the external stimuli acting upon the individual whereas psychologists seek to change individual self-awareness to promote behavioural and thus organisational change.

The Group Dynamics School postulates that change should be at the group or team level and that it is ineffectual to concentrate on individuals to bring about change (Schein, 1969). The rationale is that because organizations work in groups, individual behaviour must be seen, modified or changed in the light of groups' prevailing practices (Lewin, 1958). The open systems school postulated that the focus of change should be neither on the individual nor on the group but on the entire organization. The objective of this approach is to structure the functions of the business in a manner that clearly defines lines of co-ordination and interdependence emphasizing achieving synergy rather than optimizing performance of any one individual part.

2.4 Models of Strategic Change Management

Various change management scholars have proposed several models of moving an organization from a current undesirable status to a future desired state. Whereas the models differ in the detail, there is a general consensus that change is the only permanent aspect for today's organizations and that the organization which will remain relevant and achieve their objectives are those which appreciate the need for change and respond innovatively. Planned change approach protagonists have developed models and techniques as an aid to the process of change (Dawson 1994).

2.4.1 Action Research Model

Lewin (1946) first developed the Action Research (AR) model as a planned and collective approach to solving social and organisational problems. The theoretical foundations of AR lie in Gestalt-Field and Group Dynamics theory. Burnes (1996) maintains that this model was based on the premise that an effective approach to solving organisational problems must involve rational systematic analysis of the issues in question. AR overcomes “paralysis through analysis” (Peters and Waterman 1982: 221) as it emphasizes that successful action is based on identifying alternative solutions, evaluating the alternatives, choosing the optimum solution and that change is achieved by taking collective action. The AR approach advocates the use of a change agent and focuses on the organisation, often represented by senior management and the individuals affected by the proposed change. Data related to the proposed change is collected by the groups involved and is iteratively analysed to solve any problems. Although the AR approach emphasises group collaboration, Burnes (1996) argues that cooperation alone is not always enough and that there must also be a ‘felt-need’ by all the participants.

2.4.2 Three Phase Model

Lewin’s ubiquitous Three-Phase model (1958) is highly influential, it underpins many change management models and techniques today (Burnes 1996; Dawson 1994). The main thrust of this model is that an understanding of the critical steps in the change process increases the probability of successfully managing change. Lewin (1958) also argues that any improvement in group or individual performance could regress unless active measures are taken to institutionalize the improved performance level. Any

subsequent behavioral or performance change must involve the three-phases of unfreezing the present level, moving to a new level and re-freezing at the new level.

Drucker (2002) postulated that for successful change, organizations should follow the steps of unfreezing the status quo, movement to a new state and refreezing the new change to make it permanent. The status quo can be considered to be an equilibrium state. To move from this equilibrium, there is need to overcome the pressure of both individual resistance and group conformity - unfreezing is necessary. It can be achieved in one of three ways where the driving forces, which direct behavior away from the status quo can be increased, the restraining forces, which hinder movement from existing equilibrium can be decreased or a combination of first two approaches (Robbins, 2003). Burnes (1996) argues that this model merely represents a logical extension to the AR model as unfreezing and moving respectively equate to the research and action phases of the AR model. The implications of this concept are that an understanding of planned organisational change cannot be gained by simply understanding the processes which bring about change, it is also necessary to understand the states that an organisation passes through before attaining the desired future state (Burnes, 1996).

2.4.3 Kotter's 8-Step Change Process Model

Kotter (1996) came up with the eight-stage change process which includes establishing a sense of urgency, creating a guiding coalition, developing a vision and strategy, communicating the change vision, empowering broad based action , generating short term wins, consolidating the gains and creating more change and finally anchoring the new approaches into the organizational culture.

Establishing a sense of urgency is crucial because when urgency is low, it is difficult to put together a group with enough power and credibility to guide the effort or to convince key individuals to spend the time necessary to create and communicate a change vision. Creating the guiding coalition is necessary to mobilize and spearhead the desired change. Kotter (1996) recommends that the coalition must have the right composition, level of trust and shared objective he identifies their key characteristics as position power, expertise, credibility and leadership. Building such a team is always an essential part of the early stages of any effort to restructure, reengineer, or retool a set of strategies.

The third step is developing a vision and strategy. Vision refers to a picture of the future with some implicit or explicit commentary on why people should strive to create that future. In a change process, a good vision serves in clarifying the general direction for change, it motivates people to take action in the right direction and it helps coordinate the actions of different people. A strategy provides both logic and a first level of detail to show how a vision can be accomplished.

The fourth step is communicating the change vision since the real power of a vision is unleashed only when most of those involved in an enterprise or activity have a common understanding of its goals and direction. That shared sense of a desirable future can help motivate and co-ordinate the kind of actions that create transformations. The fifth step is empowering broad-based action to develop action of the people by removing as many barriers to the implementation of the change vision as possible at this point in the process. The biggest obstacles that often need to be attacked are structures, skills, systems and supervisors.

Generating short term wins is the sixth step, this is necessary as major change usually take a lot of time. There is need to have convincing evidence that all the effort is paying off especially to non believers who require even higher standards of proof. They want to see clear data indicating that the changes are working and that the change process isn't absorbing so many resources in the short term as to endanger the organization. Running a transformation effort without serious attention to short-term wins is extremely risky. Seventh step is consolidating gains and producing more change since the first major performance improvement will probably come well before the halfway point, the guiding coalition should use the credibility afforded by the short term win to push forward faster, tackling even more or bigger projects. The final step is anchoring new approaches. According to Kotter, culture changes after successfully altering people's actions and the new behavior produces some group benefit for a period of time, and after people see the connection between the new actions and the performance improvement.

2.4.4 Logical Incremental Process

Closely related to this is logical incremental process developed by Mintzberg, Quinn & Ghosal (1999) which advocates for managing change incrementally in order to manage complex strategy shifts. It involves a number of steps starting with being ahead of the formal information system by using multiple internal and external sources to assist managers 'sense' the need for change before the formal systems do. The second step is to build organizational awareness which is essential when key players lack information or psychological stimulations to change. The third step is building credibility or changing symbols which help managers signal to the organization that certain types of changes are coming, even when specific solutions are not yet in hand. The fourth step is legitimizing

new viewpoints while the fifth step is the technical shifts and partial solutions. These are typical steps in developing a new strategic posture, especially when early problem resolutions need to be partial, tentative or experimental.

The sixth step involves broadening of political support which is done through committees, taskforces or retreats. The seventh step is to overcome opposition to change done by persuasion, co-option, neutralization or moving through zones indifference, which can be done by pushing portions of the project that are non controversial. The eighth step is consciously creating structured flexibility by active horizon scanning, creating resources buffers, developing and positioning champions. The ninth step incorporates trial balloons and systematic waiting to attract options and concrete proposals which assist the executive to mobilize organization's creative abilities without making a commitment to any specific solution.

The tenth step is creating pockets of commitment in which executives try to get organizations to adopt entirely new strategic directions. Small projects, deep within the organization, are used to test options, create skills or build commitments for several possible options. The eleventh step is crystallizing the focus whereby once executives develop information or consensus on desirable ways to proceed, they may use their prestige or power to push or crystallize a particular formation. The final step formalizes commitment whereby the decision is announced publicly, programmes and budget are formed, and control and reward systems are aligned to reflect intended strategic emphases.

2.5 Stakeholder Management

Kotter (2003) identifies stakeholders as people who have some form of interest in the change, whether they are the targets of the change, managers or other interested parties. According to Johnsons and Scholes (1999), organizations must manage the interests of stakeholders including public interest groups, strategic partners and public monitoring bodies. They rightly observe that organizations operate within a complex system of interest, influences and groupings which depend on the organization to fulfill their objectives and on whom, in turn, the organization depends. Johnson and Scholes term stakeholder management as primarily concerned with long-term strategic decisions. Depending on the nature of the organization, stakeholder management is a key success factor in successful implementation of strategic change.

According to Trabert (2008), stakeholder management involves understanding stakeholder level of support for a particular change initiative, determining their level of involvement in and commitment to the change and then assessing their ability to impact that change through their influence, authority and control in the organization. Buthmann (2008), avers that stakeholder management involves identifying stakeholders; assessing their attitude (whether they are supportive), power (whether they can influence) and interest (how vested are they in the outcome). Buthmann emphasizes the designing of an effective stakeholder communication plan and regular review of stakeholder position.

2.6 Dealing with Resistance to Change

Resistance is a phenomenon that affects the change process, delaying or slowing down its beginning, obstructing or hindering its implementation, and increasing its costs (Ansoff,

1990). Resistance is any conduct that tries to keep the status quo, that is to say, resistance is equivalent to inertia, as the persistence to avoid change (Maurer, 1996, Rumelt, 1995 and Zaltman and Duncan, 1977). Sang (2006) identified the forces of resistance to change include: employee desires for security, satisfaction with the status quo, narrow force change, group inertia, threatening experience, he threatened force, and changes in the allocation of resources. According to Ansoff and MacDonell (1990), systemic resistance to change occurs when operating and strategic activities within the firm compete for organizational capacity. They add that, once the change is launched, the residual resistance should be anticipated and necessary power applied to overcome it.

Rumelt (1995) divides the sources of resistance into five groups. First source of resistance is perception; a wrong initial perception on the need for change is the first barrier to change. These include management myopia, or inability of the company to look into the future with clarity, denial or refusal to accept any information that is not expected or desired. Other perception barriers include perpetuation of ideas meaning the tendency to go on with the present thoughts although the situation has changed, implicit assumptions which distort reality and communication barriers. The second main groups of sources of resistance include low motivation for change; costs of change, sacrifices involved termed cannibalization costs, past failures leaving a pessimistic image for future changes and different interests among employees and management (Lorenzo, 2000 and Rumelt, 1995).

The third set of sources of resistance to change is lack of a creative response. This include; fast and complex environmental changes, which do not allow a proper situation

analysis, reactive mind-set, resignation, or tendency to believe that obstacles are inevitable and inadequate strategic vision or lack of clear commitment of top management to changes (Ansoff, 1990 and Rumelt, 1995). Other sources of resistance are leadership inaction, sometimes because leaders are afraid of uncertainty, embedded routines, collective action problems, specially dealing with the difficulty to decide who is going to move first or how to deal with free-riders, lack of the necessary capabilities to implement change – capabilities gap – and cynicism (Beer and Eisenstat, 1996, Kanter, 1989 and Rumelt, 1995).

Kotter and Schlesinger (1979) outlined the ways in which managers can improve their chance of success in organizational change efforts. These include; conducting a full analysis of the current organizational situation to identify the forces causing the problem, conducting an analysis of the factors relevant to and arising from the potential change. Select a change strategy based on the analysis of the first two, outlining the involvement of others, the speed of change, the amount of preplanning needed, monitor the implementation process so that adjustments could be made and adopting interpersonal skills which are the key to using this analysis.

CHAPTER THREE

RESEARCH METHODOLOGY

3.1 Introduction

This chapter deals with methodological aspects of the study. As a case study, the main focus is research design, data collection and analyses methods. Due to the unique characteristics of the subject under study which is a national police service, the chapter has also included ethical considerations. The chapter is a blue print of the methodology that the researcher will use to get answers to the research questions.

3.2 Research Design

The study applied a case study research design. According to Zikmund (2003) is an exploratory research technique that intensively investigates one or a few situations similar to the researcher's problem situation. Mugenda and Mugenda (2003) observes that a case study is an in depth investigation of an individual institution or phenomenon. Kothari (2004) describes a case study as involving a careful and complete observation of a social unit, person institution, cultural group or the entire community. It is characterized by depth rather than breath and places emphasis on a fairly exhaustive study of the subject rather than its relations with others and concludes that it is an intensive study of a particular unit. Kothari (2004) acknowledges that a case study is a powerful form of qualitative analysis that involves a careful and complete observation of a social unit, irrespective of what type of unit is under study.

The study targeted a few police officers in senior management positions because not all police officers would be knowledgeable of the management of strategic change in the organization either due to their junior positions or area of specialization. The study

targeted persons whose positions in the organization expose them to the planning and implementation of change strategies. A case study is also appropriate because the study seeks to examine the factors influencing strategic change management in a single organization. Through interviews with officers who were management positions during the planning and implantation period, the researcher was able to meet the objective of the study by examining the factors influencing strategic change management in Kenya Police.

3.3 Data Collection

The study made use of primary and secondary data which was collected through face to face interview with the researcher and review of the contents of various relevant publications and reports. An interview guide consisting questions that the interviewer asked respondents were used to collect data on how strategic change was managed in Kenya Police. The respondents were senior police officers from police headquarters, a provincial command, and selected senior officers from Criminal Investigations Department and the General Service Unit headquarters. The officers who were interviewed were based at Director Level and had an in-depth experience and appreciation on how strategic change was managed in Kenya police as well as the factors influencing the management of strategic change in the organization.

The interview guide was modeled on known strategic management concepts deemed applicable in managing strategic change in such organizations was utilized (Dawson 1994), Kotter (2006), Trabert (2008) and Johnson and Scholes (1999). The researcher

believed that this would make it possible to obtain data required to meet the specific objectives of the study.

3.4 Data Analysis

The data obtained from the interview guide was analyzed using content analysis. Nachmias and Nachmias (1996) define content analysis as any technique used to make inferences through systematic and objective identification of specified characteristics of messages. Kothari (2004) explains content analysis as the analysis of the contents of documentary and verbal material, and describes it as a qualitative analysis concerning the general import of message of the existing documents and measure pervasiveness. The researcher analyzed the information provided by the respondents against known strategic management concepts and implementation models to describe and determine how strategic changed was managed in Kenya Police. It also enabled the researcher to identify, interpret and make a scholarly judgment on the factors influencing strategic change management in the organization.

CHAPTER FOUR

DATA ANALYSIS AND INTERPRETATION OF RESULTS

4.1 Introduction

This chapter presents data findings from the field, its analysis and interpretations there-of. The data was gathered through interview guide and analyzed using content analysis. The data findings were on the management of strategic change in Kenya Police.

All the 8 respondents targeted to be interviewed were interviewed which gave a response rate of 100%. This response rate was achieved after the researcher made booked appointment with the interviewees through telephone calls and visits to their offices. Due to time constraints and the interviewees' busy schedule, the researcher had to arrange more than one session for most of the interviewees.

4.2 Demographic Information

In an effort to ascertain the interviewees' competence and conversance with management of strategic change in Kenya Police the researcher asked questions on the ranks that the interviewee held in the Kenya Police. The researcher found that the Kenya Police had a complex organizational structure based on the police stations which are the basic service delivery units, the divisions which comprise of a number of stations in the same geographical locality, the provinces which put number of divisions under one jurisdiction, the formation which deal with specialized duties and finally the national police headquarters from where the organization is commanded and directed. Kenya police had 14 ranks during the period of study. The ranks were Police Constable, Corporal, Sergeant, Senior Sergeant, Inspector, Chief Inspector, Superintendent, Senior

Superintendent, Assistant Commissioner, Senior Assistant Commissioner, Deputy Commissioners, Senior Deputy Commissioner II, Senior Deputy Commissioner II and Commissioner of Police who was the CEO of the organization.

In the job description, the ranks of Police Constable to Senior Sergeant were deployed to carrying out various social and technical activities aimed at preventing crime, detecting and investigating crime, apprehending offenders, maintaining law and order and enforcing all laws and regulations with which the police are charged. This cadre man police stations under the supervision of Inspectors and Chief Inspectors and routinely interact with the organization's customers while responding to distress calls and dealing with complaints. Basically, the success or failure of the planned change would be observed from the quantity, quality and packaging of services delivered at this level.

Figure 4.1: Excerpts of Police Job Descriptions

<p>Responsibilities of the Officer-in-Charge of Police Station/Post.</p>	<p>10. The Officer-in-Charge of a police station or post is responsible to his/her Divisional or Station Commander for:-</p> <ul style="list-style-type: none">(i) the efficient administration of his/her station or post,(ii) the prevention and detection of crime and the apprehension of offenders in his/her area,(iii) ensuring that all complaints received are properly recorded and investigated,(iv) personally visiting the scene of every serious crime,(v) taking all necessary steps to deal with any outbreak of crime and for organizing special police operations,(vi) keeping his/her Divisional or Station Commander fully informed on matters affecting crime and security in his/her area,
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- (vii) ensuring close co-operation with representatives of all Government Departments in his/her area,
 - (viii) maintaining relations with the Provincial Administration as prescribed in Chapter 52,
 - (ix) carrying out two nightly inspections of his/her station or post each week, once before and once after midnight,
 - (x) ensuring that members of his/her staff who do not normally perform night duties, perform as in sub-paragraph (ix),
 - (xi) having and ensuring that his/her subordinates have a thorough knowledge of their area, including the full particulars of known criminals, suspected and wanted persons.
11. (i) It is the duty of all Inspectors and subordinate ranks to promptly and willingly obey all lawful orders given by their superior officers and diligently perform any duty for which they may be detailed.
- (ii) They will at all times maintain good relations with the public.

Duties of
Inspectors
and
subordinate
ranks.

Source: Kenya Police Standing orders

The researcher also found that police stations were then grouped into divisions. The biggest division in major urban areas had up to nine police stations under their command while the smallest divisions in the rural areas had three stations. The divisions were managed by Superintendents and Senior Superintendents backed by teams of detectives from the Criminal Investigations Department and a few non-police members of staff responsible for personnel, accounting clerks and maintenance. The divisional commanders were responsible for supervising the stations, monitoring crime trends and drawing strategies for managing crimes which affected the jurisdiction of more than one station within their areas of responsibility. They were also responsible for routine deployment of personnel including re-enforcing stations when need arise.

Figure 4.2: Old Kapsabet Police Station/Divisional Headquarters



Source: Kenya Police, 2011

Figure 4.3: New Kapsabet Police Station / Divisional Headquarters



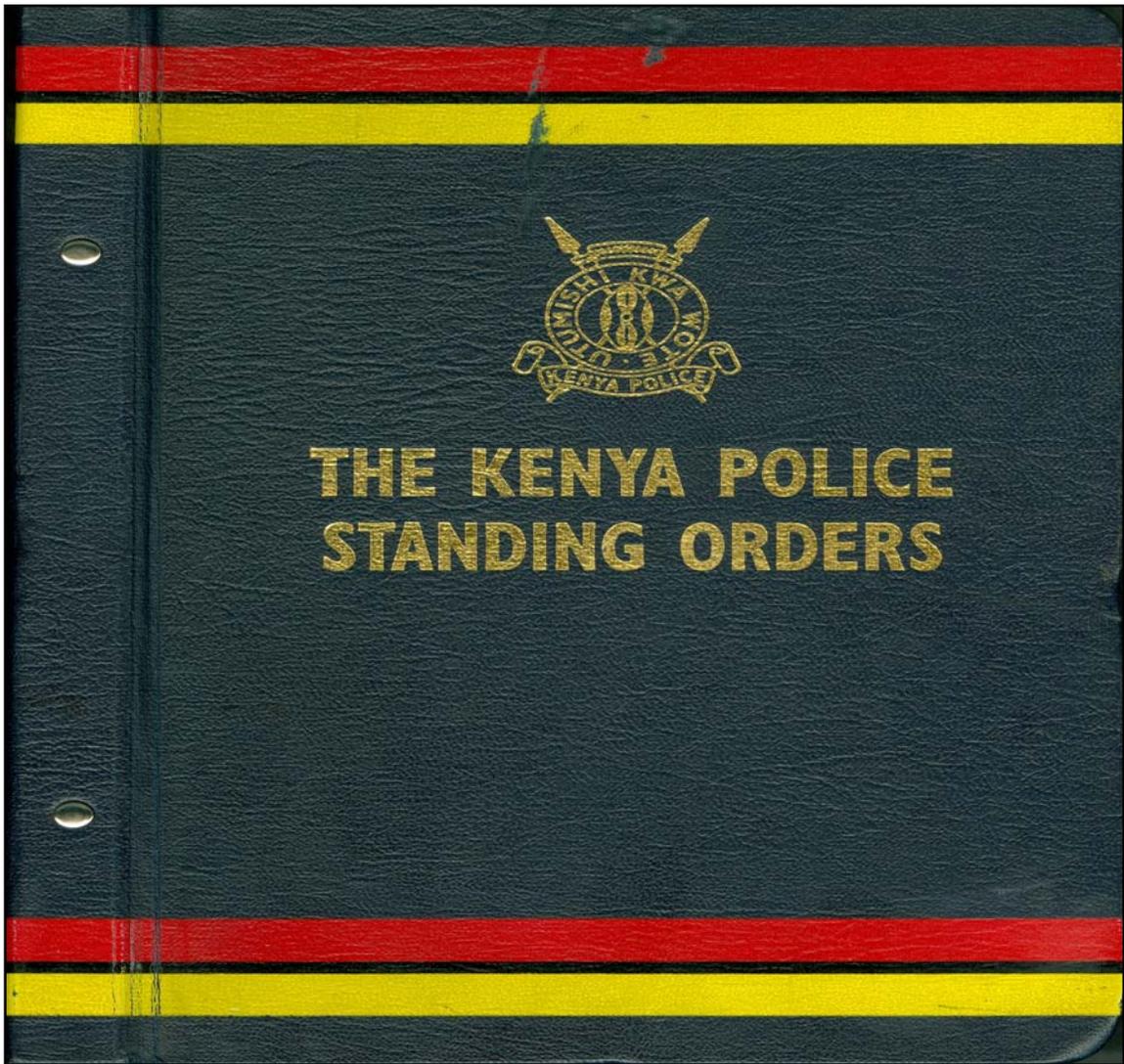
Source: Kenya Police, 2011

Depending on the administrative boundaries of the country, the divisions were then grouped into provinces commanded by a Deputy Commissioner of Police with a

provincial management staff composed of Assistant Commissioners and Senior Assistant Commissioners. In terms of geographical jurisdiction, this cadre was the senior managers of Kenya Police and dealt directly with police headquarters in Nairobi. They were therefore responsible for steering of the planned change in their areas of responsibility.

Kenya Police also had departments with national jurisdiction including specialized units like the Criminal Investigations Department and the operations Support General Service Unit. These had their headquarters in Nairobi and were commanded by Senior Deputy Commissioner of Police. At the police headquarters there were directors of the ranks of deputy commissioner who were responsible for managing and coordinating aspects affecting the entire service including training, logistics, and ICT. The Kenya Police Standing Orders was used in the training of police officers both in Kiganjo and other training areas.

Figure 4.4: The Kenya Police Standing Orders



Source: Kenya Police, 2011

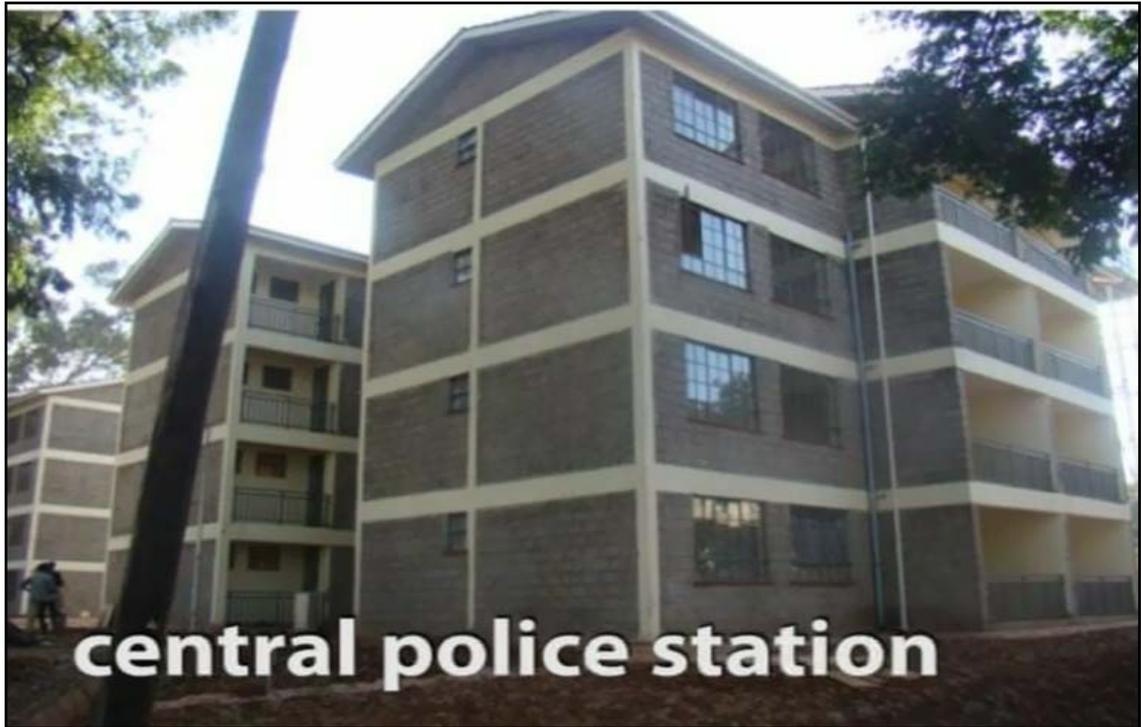
From the data findings, all the interviewees were senior officers who had served in the ranks of Assistant Commissioner of Police, Senior Assistant Commissioner, Deputy Commissioners and Senior Deputy Commissioner. The researcher further asked a question on the years of service that the interviewees had served. According to the interviewees' response, all of them had served in Kenya Police for at least fifteen years.

The interviewees' responses had the advantage of a comprehensive understanding of the organization considering that they were senior managers with vast experience.

4.3 Strategic Change Management Practices at the Kenya Police Service.

The study sought to establish whether the respondents were aware of the Kenya Police strategic plan 2004-2008. From the findings, it was found that the respondents had knowledge of the strategic plan especially on its purpose of seeking to change the police force to a police service with a professional, adequately equipped and motivated work force. Among other targets, the 2004-2008 strategic plan sought to construct 27,000 housing units for police officers by 2008, acquire 2000 police cars annually, train 40,000 police officers on culture and attitude change and positively influence the perception of the public that the police were incompetent, corrupt, needlessly used excessive force and abused human rights with impunity. The respondents said that the proposed changes were necessary to enable the police force to meet the expectation of its customer base, enhance police visibility and responsiveness, deal with corruption and enable Kenya Police to remain relevant in the changing operating environment.

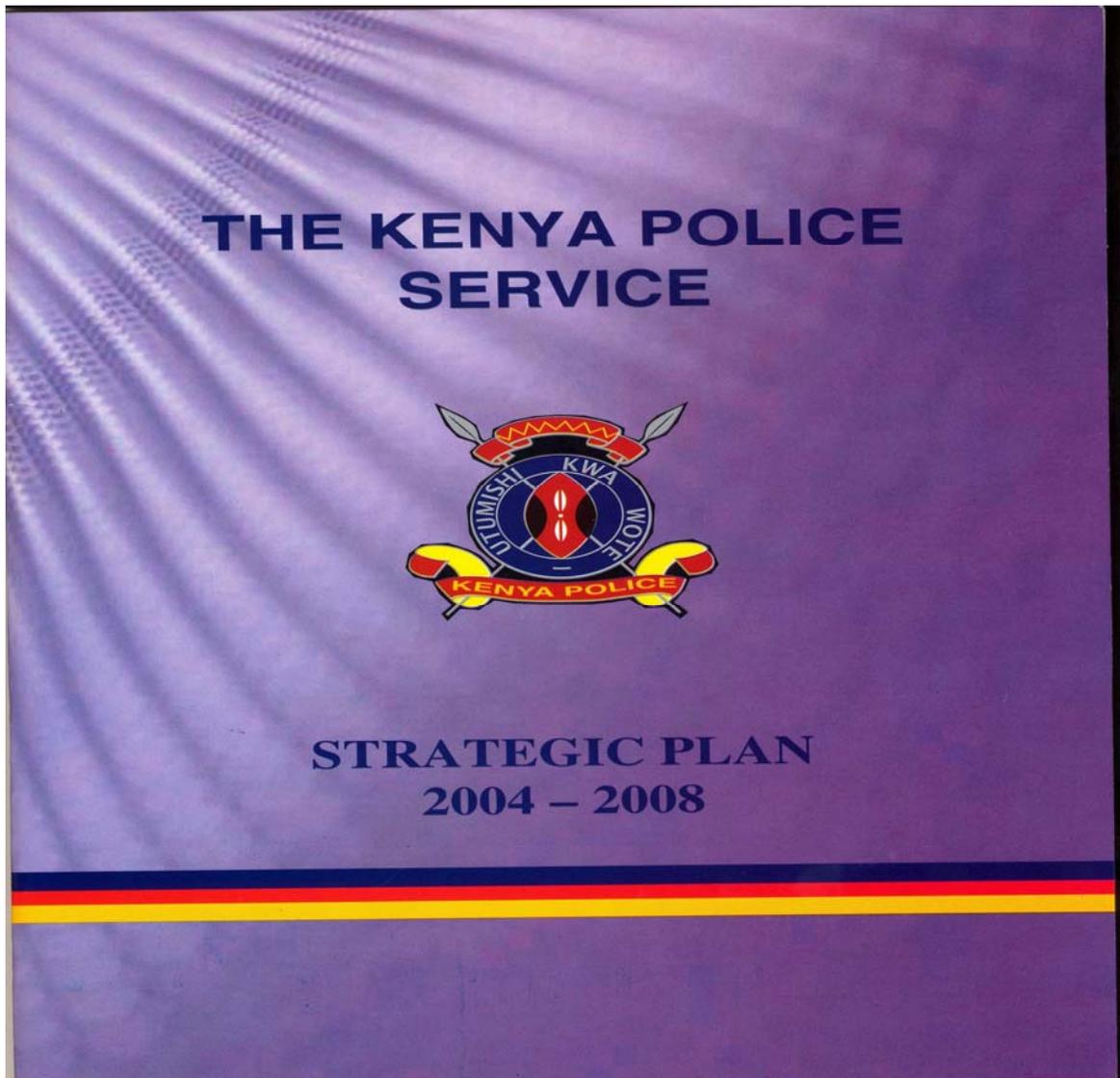
Figure 4.5: New Housing for Kenya Police Staff (Central Police Station)



Source: Kenya Police, 2011

On how the change was communicated to the staff in the police force, the study found that seminars and workshops were held for provincial and departmental directors. A document titled Kenya Police Strategic Plan 2004-2008 was also published and circulated. In addition to this, internal memos were used to communicate some aspects of the proposed changes to the divisional and station levels. The study established that the communication was not effective especially to the junior police officers as only the top management knew of the details of the strategic plan. The study further established that less than 10% of the police were able to access and read the document.

Figure 4.6: the published Kenya Police Strategic Plan 2004-2008



Source: Kenya, Police, 2011

The study proceeded to determine whether the interviewees were involved in the formation of the 2004 - 2008 Strategic Plan and the role they played. The interviewees confided that the team making the plan visited their stations and asked their opinion on specific areas that required to be changed to improve public image and service delivery and they attended meetings/workshop for adopting the document as stakeholders. The

interviewees input were also solicited through internal memos. However, interviewees indicated that only top management at police headquarters was fully involved.

According to the Kenya Police Strategic Plan 2004 – 2008, the vision of Kenya Police was, “to be a world class police service, with a people friendly, responsive and professional workforce”. The respondents indicated that a committee comprising of directors and stakeholders held a workshop and formulated this vision. An external consultant was engaged to assist in the formulation of the strategic plan. The interviewees were unanimous that although their opinion was not sought while formulating the vision, this vision aptly captured what reforms in the police should have achieved. The study also proceeded to determine to what extent the staff were involved and found that approximately less than 5% junior officers actively took part in the whole process and that less than 10% of the entire police service knew about the strategic plan. Most of staff contributions were communicated through departmental directors and section heads.

While seeking to find out if a guiding coalition was formed to drive the change, the researcher asked whether there was a team of police officers with adequate power and capacity specifically constituted, dedicated and trained to implement the strategic plan. All the interviewees stated that a committee was formed at formulation stage but once the plan was put together and the document was published, the team was disbanded and each resumed their normal duties.

The interviewees also indicated that quick wins (short term goals) were identified. According to the interviews, the criterion used to determine short term goals were cost. Consequently, organizational structure changes which did not require any cash outlay and

changes whose cost did not exceed Kenya Shillings (Kshs) two million were identified as quick wins. These included staff promotion procedure and criteria, divisional commander's job description, introduction of community policing as a crime prevention strategy and reorganization of the police station to include sections dedicated to customer care, gender issues, family violence and children's desks. On the training front, the old military approach was diluted to make it more pedagogical, human rights was introduced in the curriculum and for the first time none police facilitators and lecturers could be contracted to teach certain specialized areas like law, criminology and public relations. An aggressive campaign against corruption was also rolled out in the period 2005 to 2007.

Figure 4.7: Objectives of the Kenya Police Strategic Plan 2004-2008

4.3 OBJECTIVE THREE:

TO IMPROVE AND EXPAND FACILITIES, EQUIPMENT AND TECHNOLOGIES TO ENHANCE SERVICE DELIVERY.

It is expected that the Government will provide the Police Service with ICT infrastructure, Training support infrastructure, Research development systems, sufficient accommodation and appropriate communication facilities, as well as transport services and equipment to enable it deliver quality service

STRATEGIES:

1. Upgrade ICT systems within the Police Service;
2. Improve transportation systems;
3. Establish a Research & Development system;
4. Facilitate acquisition and rehabilitation of suitable police offices, cells, messes, ranges, recreational facilities and residential accommodation;
5. Improve infrastructure and capacities for all Police training Institutions, Kenya Police School of Management and the Police Academy.

Source; Kenya Police Strategic Plan 2004-2008 pg 20.

The interviewees reported that initially the short term wins had an impact but except for those introduced at the training colleges, the gains made in areas like community policing and customer service faded with time. By the end of the planning period in 2008 police stations had started showing signs of regressing to the pre-2004 situation. All interviewees averred that due to failure to follow up the short term wins with the longer term objectives like a comprehensive review of the terms and conditions of service of police officers, by 2008 most of the gains against corruption had been lost and with it much of the new public confidence. On how the proposed changes were identified and the process used to incorporate them into the current organizational structure, the interviewees indicated that the quick wins were identified through observation, interviews, cost analysis and benchmarking with police services which had undergone reforms. Other changes included change in the training curriculum for training of police officers which was reviewed to include new courses of study like human rights and customer care. The policy for promotion of police officers was also changed, the length of service was made a key consideration, this change was incorporated in the code of regulations termed the Force Standing Orders.

The interviewees invariably faulted the manner in which the few changes achieved were monitored and the efforts made to incorporate the changes achieved into the new organization culture. They stated that no reward schemes were put in place for the officers who excelled in the reforms and that there was no regular monitoring and evaluation mechanism established to ensure that the initial momentum of reforms was maintained at the management and service delivery levels. They said that any semblance of monitoring done was top down conducted from police headquarters through memos

and random inspections. There were no regular meetings through which the divisional and station commanders could give a feedback of the progress and challenges they were experiencing.

4.4 Factors Influencing the Management of Strategic Change in the Kenya Police

To satisfy the objectives of the study the researcher carried out an in-depth interrogation of the factors that affected the management of strategic change in the Kenya Police.

4.4.1 Social, Economic and Political Changes

As a public service organization, Kenya Police Service must of necessity carry out a regular scan of its social economic and political operating environment. The interviewees were asked to elaborate on the social, economic and political changes in Kenya that affected the implementation of police reforms. All the interviewees unanimously agreed that there were social, economic and political changes in Kenya that affected the implementation of police reforms. Such changes included fallout among politicians in the governing coalition, change of the chief executive and his senior management team and inflation.

The interviewees reiterated that the strategic plan was drawn in an environment presided over by a very popular government and the mood was almost 100% for reforms. However, by 2005, the political dynamics had changed; there was a lot of bickering and infighting within the government diverting government's attention from some of its major pre-election agendas; among them police reforms which had been a major pre-election agenda. This translated into the loss of a critical chunk of goodwill for the

planned change package envisioned in the strategic plan. Consequently the anticipated enhanced budgetary support was not forthcoming.

This fallout within the political elite indirectly caused replacement of the Commissioner of Police along with a critical mass of directors who had participated in the drawing of the strategic plan. According to the interviewees, it was apparent that the new senior management team did not appreciate all the aspects of the strategic plan and it is deducible that in some areas they did not give its implementation due attention. Inflation also affected the momentum of reforms in that by 2007, it had wiped out the heightened morale and discipline accrued from the salary increments offered when the implementation of the strategic plan started in 2004. On how the Kenya Police responded to the changes, the interviewees disclosed no discernable Kenya Police strategy for reviewing the strategic plan to adapt to the changing social, economic and political environment. The organization seems to have decided to 'play along'.

In spite of this, the interviewees stated that some envisaged changes were accomplished and these changes left relatively permanent achievements in the morale and discipline of the staff as well as improvements in service delivery. They cited such achievements as the construction of 3000 residential housing units for police officers in Nairobi and Mombasa as having greatly alleviated the rental house burden for police officers and their families and greatly enhanced staff morale. A salary increment of an average 70% across all ranks significantly improved the individual officer's purchasing power and evidently boosted staff productivity and job satisfaction. In the years 2005 to 2007 statistics showed that the incident of crime had reduced with an average 6% annually. In terms of public perception, a survey carried out by the Ministry of Justice and Constitutional

Affairs reported that 84% of the respondents believed that Kenya Police had changed its attitude towards its customers and were more friendly and responsive. By the end of 2007, an internal Kenya Police survey showed that the incidence of bribery to induce police officers not to enforce the law had reduced by 38%.

4.4.2 Kenya Police Service Stakeholder Management

Recognizing that stakeholder management is a key factor in the management of strategic change, the researcher further sought to interrogate the stakeholder management approach adopted by Kenya Police. The major persons or institutions outside Kenya Police who were identified to have levels of influence, control or power that could slow, accelerate or stall desired strategic change included the Ministry for Provincial Administration and Internal Security; interviewees explained that the Minister and the Permanent Secretary critically influence the budgetary priorities in the ministry where Kenya police is one of the departments. Interviewees termed this as a major hindrance to the implementation of strategic change and explained that Kenya Police had the widest national mandate and a larger staff complement than all the other departments put together. All interviewees expressed the opinion that had the police been an independent ministry, there would have been a greater percentage of success achieved because the department would have been able to align its budgetary and policy priorities with the strategic plan.

Figure 4.8: The Head of ICT at Police Headquarters receiving a donation of computers



Source: Kenya Police, 2011

The Permanent Secretary Ministry of Finance who not only allocates but also is critical in the timing of disbursement of funds to finance the strategic objectives was also identified as a stakeholder who had the power to slow, accelerate or stall the planned change. The media were also identified as major stakeholders because of their level of influence on public opinion. The interviews explained that one of the strategic objectives in the plan was to influence the public to change their perception of police as corrupt and unprofessional. The government of the day and senior politicians were also identified as major stakeholders as they had the power to influence government policy including allocation and mobilization of funds to finance the planed change and overall government recruitment policy. Political goodwill from the government was therefore identified as a critical success factor in the implementation of the planned change.

Other significant stakeholders were identified as the judiciary, non government organizations; local and international Human Rights lobby groups and the donor community. The judiciary was considered significant in that the police are part of the criminal justice system in which the judiciary is a key player. Interviewees explained that successful investigation and prosecution of criminal cases was one the major products of the Kenya Police because in the eyes of its customers, it is a measure of the organization's effectiveness or lack of it. When a criminal is convicted, the public felt that police were performing and when a criminal is acquitted by the same customer base invariably formed an opinion that Kenya Police was failing. Interviewees therefore identified a condescending attitude from the judiciary towards criminal cases initiated by police as one of the major determining factors of the public's perception on the extent, effectiveness and efficiency of police performance.

The interviewees were in accord that as an organization Kenya Police did not assess the stakeholders (their attitude, power and interest) before change formulation and implementation. There was no strategic objective addressing these stakeholders in spite of their immense power in terms of financing the strategic plan and determining the terms, conditions and job security for the Chief Executive. All the interviewees alluded to an organizational assumption that since policing was an essential public service all the stakeholders will offer their enthusiastic support to the implementation of the planned change. However this assumption did not hold.

Interviewees said that some stakeholders actually prejudiced the planned change by using police reforms to meet their own operational and strategic objectives. The Kenya National Commission on Human Rights, other non-governmental human rights

organizations and self professed anti-corruption crusaders were identified as falling in this category. It was the opinions of the interviewees that these stakeholders preferred continuing with the culture of loudly accusing Kenya Police of corruption and abuse of human rights in local and international gatherings because this provided an opportunity for them to justify donor funding in the name of police reforms.

4.4.3 Challenges to Management of Strategic Change in Kenya Police Service.

The researcher sought to find out other challenges faced by Kenya Police in its implementation of strategic change. The interviewees were in accord that lack of budgetary and financial independence was the single most crippling factor. Funds for the strategic plan implementation were controlled by Treasury and the Ministry of Finance. Kenya Police Service role remained making budgetary proposals and then depending on the Office of the President and Treasury to do the actual funding. They also said that throughout the planning period, the funds allocated fell way below the budget. This seriously slowed the planned change.

The interviewees also identified the challenges experienced internal resistance from the staff who had previously benefitted from corruption and a skewed promotion policy. There were also members of staff who fought to maintain status quo. The omission to mainstream stakeholder management as a major strategy was also ranked as a very significant challenge for the implementation of the reforms. A lack of consensus on some of the planned changes also became a challenge in mobilizing the staff for change, for example the change of promotion policy to include length of service as key consideration was applauded by older police officers who had stagnated on one rank for

many years, but vehemently opposed by the younger officers who supported good education and performance of duty as promotion determining factors. However limited resources in terms of finances were identified as the single most limiting factor in the implementation of the planned change. On how the internal resistance challenges were handled, the interviewees said that the organization mainly relied on coercion like disciplinary action further alienating some staff from the reform agenda: between 2004 and 2008, six hundred police officers of various ranks lost their jobs.

4.4.4. Achievements of Strategic Management Practice in Kenya Police Service.

Finally the researcher sought to know from the interviewees to what extent the strategic plan was achieved. All the interviewees unanimously agreed that objective one which sought to prevent and detect crime, maintain law and order, and bring offenders to justice was achieved by about 40%. A significant increase of 32% per cent in police prosecution was recorded and an annual average 6% reduction of crime was reported in the planning period, (Kenya Police annual Crime Report 2007). Another strategy in objective one was to combat terrorism and other organized crime in the country. The researcher found that a reasonably well equipped Anti-terrorism Police Unit was established with assistance of donors.

On Analyzing Kenya Police crime reports 2004 to 2007 the researcher found that whereas in the year 2003 alone a total of 32 bank robberies had been reported, in the year 2004 when the strategic plan commenced implementation only 2 bank robberies were reported. In the year 2005: 13, 2006: 16 and 2007: 5 were reported making it a total of 36 bank robberies in the four years of implementation. The researcher also found

evidence that the strategy to enhance supervision at the service delivery level to ensure effectiveness, police visibility and responsiveness was significantly achieved. One observation made by all the interviewees was that whereas mugging in the streets of Nairobi had been rampant prior to 2004, by the end of the planning period muggings in the streets of Nairobi were almost unheard of.

A baseline survey commissioned by the Ministry of Justice, National Cohesion and Constitution Affairs and published in 2006 found that, “Notwithstanding such dissatisfaction with the Police in terms of how they respond to crime, pluralities consider their performance as having improved in all four main areas of their work: preventing crime (which earned a bare majority), responding to crime, handling of crime victims, and handling of crime suspects; only 16 percent or fewer see their performance as worse in each of these four areas.” The researcher also found that strategies such as promotion of Community Policing and collaborative partnerships between the communities had been implemented in several cities and towns across the country. The police to population ratio had also been improved from one police officer to one thousand one hundred members of public (1:1100) to one police officer to eight hundred and fifty (1:850

On the other hand, the researcher found that some objectives were not achieved. These included promulgation of a National Policy on Policing while the objective to liaise with other agencies to tackle anti-social behavior and improve the administration of justice never took off. The objective to develop a mechanism to handle domestic violence and child abuse was minimally achieved: by the end of the planning period, gender desk were only functional in 12 out of the 360 police stations identified. In traffic

management, a 50% reduction in road traffic accident was recorded during the first year of implementation, however by the end of the planning period no impact was noticeable.

On the objective which sought to improve the human resource management, the strategies were to retrain all personnel in the Service for attitude and culture change; develop a career structure that will attract and retain qualified Personnel; recruit more female officers for gender equity; review the current recruitment and operation procedures of Kenya Police Reserve; create an effective tool to articulate the interests and welfare of the Police Service; develop and implement a modern performance evaluation management system; improve personnel records management system and develop modalities for exit, retirement and succession. All the interviews were unanimous that in real terms, no significant change was achieved. The organization was unable to achieve even a basic medical insurance for its personnel who got injured on duty.

On the objective which sought to improve and expand facilities, equipment and technologies, the strategies were: to upgrade ICT systems within the Police Service, improve transportation systems, establish a Research & Development system, facilitate acquisition and rehabilitation of suitable police offices, recreational and residential accommodation, improve infrastructure and capacities for all Police training Institutions and establish a Kenya Police Staff School of Management. Once again interviewees reported that no change was achieved during the planning period mainly due to lack of funds.

Another strategic objective aimed at building a positive image for the Police Service as it endeavored to endear itself to its customers and stakeholders through internal staff

sensitization so that they could demonstrate fairness, honesty, humanity, integrity and accountability while dealing with members of public. Other activities aimed at achieving this objective included to develop and implement a public education programme to build trust between the Police Service and the public, introduce mechanisms to track police image regularly and change the name from Kenya Police force to Kenya Police Service. According to the interviewees only a public education program was developed and implemented, there is no evidence the others were attempted.

On the objective which sought to strengthen the institutional framework, the strategies were to change the title of the chief executive from Commissioner of Police to Inspector General and give the office budgetary and financial independence, establish a Police Service Commission to handle all matter of human resource management and establish an Independent Oversight Board. None of these were achieved. Interviewees attributed this failure to lack of political good will. The final objective in the plan was to improve disaster management operations. The intended activities to achieve this included enhancement of disaster preparedness and responsiveness by designing national and local disaster management contingency plans , training and regularly drilling personnel in disaster management, acquiring adequate modern disaster management equipment and deploying them such that they are within reach of any part of the country which may be affected. According to the researcher's observation and the opinion of the interviewees no significant achievement could be stated.

In summary, all interviewees returned a verdict that less than 30% of the planned change was achieved by the Kenya Police 2004-2008 Strategic Plan. Prevention of bank

robberies and overall prevention of crimes of violence in the streets of Nairobi were observed as the most remarkable achievements of the planned change.

4.5 Discussion of Findings

Mitchell (2003) highlight the need for organizations to continually develop, implement and review their strategies, structures and cultures – the never-ending quest for successful strategies. It was clear that the Kenya Police had a complex organizational structure based on the police stations which were the basic service delivery units, the divisions comprised of a number of stations in the same geographical locality, the provinces on the other hand comprised of a number of divisions under one jurisdiction, the formation which deal with specialized duties and finally the national police headquarters was where the organization's decision were made. Kenya Police had the following ranks: Police Constable, Corporal, Sergeant, Senior Sergeant, Inspector, Chief Inspector, Superintendent, Senior Superintendent, Assistant Commissioner, Senior Assistant Commissioner, Deputy Commissioners, Senior Deputy Commissioner I, Senior Deputy Commissioner II and Commissioner of Police who was the CEO of the organization

The ranks of Police Constable to Senior Sergeant were charged with various social and technical activities aimed at preventing crime, detecting and investigating crime, apprehending offenders, maintaining law and order and enforcing all laws and regulations with which the police are charged. These cadres manned police stations under the supervision of Inspectors and Chief Inspectors who routinely interacted with the organization's customers while responding to distress calls and dealing with complaints.

The Kenya Police Strategic Plan 2004-2008 sought to change the police force to a police service with a professional, adequately equipped and motivated work force. Among other targets, the 2004-2008 strategic plan sought to construct 27,000 housing units for police officers by 2008, acquire 2000 police cars annually, train 40,000 police officers on culture and attitude change and positively influence the perception of the public that the police were incompetent, corrupt, needlessly used excessive force and abused human rights with impunity. The proposed changes were necessary to enable the police meet the expectation of its customer base, enhance police visibility and responsiveness, deal with corruption and enable Kenya Police to remain relevant in the changing operating environment.

The strategic plan had a vision of transforming the Kenya Police to a world class police service, with a people friendly, responsive and professional workforce. This vision was formulated through consultation of the senior police officers. The staff at the lower cadres was not involved in the formulation of strategic plan. Only the senior management of the Kenya Police were involved in strategy formulation and this could have had a negative impact on the implementation. Lack of junior staff involvement made it difficult for the smooth implementation as they were not consulted on the possible challenges in implementing the strategy developed. This is in agreement with Kotter and Schlesinger (1979) who outlined the ways in which managers can improve their chance of success in organizational change efforts. These include; conducting a full analysis of the current organizational situation to identify the forces causing the problem, conducting an analysis

of the factors relevant to and arising from the potential change and adopting interpersonal skills which are the key to using this analysis.

The study also established that the strategic plan was drawn in an environment presided over by a very popular government and the mood was almost 100% for reforms. However, by 2005, the political dynamics had changed following the rejection of the proposed draft constitution of Kenya; there was a lot of bickering and infighting within the government which led to diversion of government's attention from some of its major pre-election agendas; among them; police reforms which had been a major pre-election agenda. This translated into the loss of a critical chunk of goodwill for the planned change package envisioned in the strategic plan. Consequently the anticipated enhanced budgetary support was not forthcoming.

Buthmann (2008), avers that stakeholder management involves identifying stakeholders; assessing their attitude (whether they are supportive), power (whether they can influence) and interest (how vested are they in the outcome). Buthmann emphasizes the designing of an effective stakeholder communication plan and regular review of stakeholder position. This is consistent with the study findings that stakeholder management is a key factor in the management of strategic change. The formulation of the Kenya Police Strategic Plan involved various stakeholders who played different roles. They also promised different key deliverables towards the implementation of the strategic plan. However, some of the stakeholders did not fulfill their pledge during implementation thus leading to a constrained resource base and underperformance of the Kenya Police as measured according to the targets.

Burnes (2000) finds that organizations can and do experience severe problems in managing change and that managing change successfully, “even on a small scale, can be complex and difficult” (p.252). He adds that managing change appears to be “getting more rather than less difficult, more rather than less important and managing change successfully needs to be a core competence for organizations” in line with this, the study deduced that the Kenya Police faced several challenges in strategy implementation. In conformity with these assertions, the study found that Kenya Police had no strategy for creating resource or knowledge which could track such shift in the original assumptions and innovatively align the organization’s strengths and core competences’ to turn the uncertainties into opportunities for the desired change.

These included lack of budgetary and financial independence as the single most crippling factor. Funds for the strategic plan implementation were controlled by Treasury and the Ministry of Finance. Kenya Police Service role remained making budgetary proposals and then relying on the Office of the President and Treasury to do the actual funding. The study also found that throughout the planning period, the funds allocated fell way below the budget.

On factors influencing the management of strategic change in the Kenya Police, the study established that the Kenya Police strategic plan was excellent however, the ability and capacity to implement it was fell short of the expectations. This is consistent with Hitt, Ireland and Hoskisson (2007) who contents that a strategy is only as good as an organization’s ability to implement it.

CHAPTER FIVE: SUMMARY, CONCLUSION AND RECOMMENDATIONS

5.1 Introduction

This chapter presented the summary of key data findings, conclusions drawn from the findings and the recommendations made. The objective of this study was first to determine how strategic change is managed at Kenya Police and secondly to establish the factors influencing strategic change management in the Kenya Police.

To meet the objectives, primary data was collected through an interview guide and secondary data was collected from a content analysis of various relevant documents. Using an interview guide modeled on known strategic change management concept of planning and implementation of strategic change the content of data collected was analyzed and interpreted. The strategic management concepts relied upon included the Eight Stage Model on management of strategic change, Kotter (1996). On stakeholder management, the interview guide relied on Johnsons and Scholes (1999), Trabert (2008) and Buthman (2008). For secondary data, content of various documents including Kenya Police annual crime reports and a baseline household survey commissioned by the Ministry of Justice, National Cohesion and Constitution Affairs and published in 2007 was used

5.2 Summary of Findings

The study found that the strategic plan sought to change the police force to a police service with a professional well equipped and well motivated work force. The proposed changes were very necessary to enable the police meet the expectation of its customer

base, enhance Police visibility and responsiveness and deal with corruption within Police. The change was communicated to the staff through seminars and workshops held for provincial Police HQ and a document titled Kenya Police Strategic Plan 2004-2008 was also published and circulated. However the change was not well communicated as less than 10% of the police were able to access and read the document.

On involvement, the team making the plan visited the police head stations and asked the top managers opinion specific areas that required to be changed in order to improve public image and service delivery and they attended meetings/workshop for adopting the document as stakeholders. A team comprising of directors and stakeholders held a workshop and formulated the Kenya police service vision that was intended at improving service delivery. No views were directly collected from the junior staff.

The researcher also found that no team of senior police officers with the power, information, expertise, leadership and zeal for change was specifically constituted, dedicated and trained to implement the strategic plan. Any contributions were made through department or section heads. The study further found that there were quick wins (short term goals) in the 2004 – 2008 Strategic Plan. The quick wins were identified through observation, interviews and their affordability in terms of cost, (less than Kshs. 2 millions) and that some of changes were incorporated into the standard operating procedures. However, there was no system to monitor and evaluate the changes regularly. The study also found that the management did not establish framework to merge the changes achieved into the existing organizational culture, no wonder that some interviewees opined that by the end of the planning period, some of the initial achievements had regressed into the pre-2004 situation.

On the factors influencing the management of strategic change in the Kenya Police Force, the study established that there were social, economic and political changes in Kenya that affected the implementation of police reforms. Consequently, the assumptions on which the planned change had been designed no longer fitted the reality on the ground. Unfortunately, the study found that Kenya Police had no strategy for creating a resource or knowledge which could track such shift in the original assumptions and innovatively align the organization's strengths and core competences' to turn the uncertainties into opportunities for the desired change.

The research also established that there were persons and institutions with levels of influence, control and power that could slow, accelerate or stall the planned strategic change. However, in spite of a formidable array of stakeholders who had the power and influence to determine the failure or success of the planned change, Kenya Police never designed a strategy to network and keep the stakeholders permanently engaged. Instead the management erroneously assumed that since the organization's mandate was to provide essential services, the enthusiasm and support of the stakeholders would be automatic. Consequently the planned change ran into serious problems including grossly inadequate budgetary support and lack of political will. This could partly explain the opinion that only about 30% of the planned changes were achieved. Indeed at the end of the planning period in 2008, the clamor for change in the police service was even greater than it was when the planned change started in 2004.

The study revealed that the challenges /resistance to the implementation of reforms included internal resistance from the staff who had previously benefitted from such vices as corruption and a skewed promotion policy. Another challenge came from officers who

just felt there was no need for change and wanted to maintain status quo. There was also a huge group of internal skeptics among the rank and file who felt that the changes were matter for senior management. To handle these, the force mainly relied on disciplinary action, prosecutions in court of law and dismissals. In terms of communication the study found the planned change was communicated top down, as opposed to fully communicating the vision to all the cadres.

Whereas there is evidence that the management successfully created a sense of urgency, failure to communicate and involve a critical mass of the service delivery cadre in the planning and implementation of the planned change meant that few understood and owned the change; all the interviewees gave a estimation of 10% and below when asked what percentage of the staff understood what the entire strategic plan intended to achieve and how the planned change was to be achieved. Excluding the cadre who manned the police stations which is the basic service delivery unit and the interface between the customer and Kenya Police was a major omission. Similarly the study found that after the strategic plan was put together, no guiding coalition was retained to track the changes and guide its implementation. Kenya Police therefore treated the formulation of the strategic plan as an end it itself.

Among all other factors that affected the management of planned change in the police, the study found the lack of strategic and financial independence in Kenya Police most devastating. This lack of independence was further aggravated by the change of the top management team shortly after the drawing of the strategic plan meaning that a new team of mangers came in to implement a plan that was drawn by another team of managers. Some interviewees suggested that the new management team did not fully appreciate

some aspects of the planned change implying that change of the management team midway significantly disorientated its implementation. Having observed that Kenya Police had no control over the politics of the day which played a key role in determining the success of the planned change, the research found that however essential a service or industry, any organization planning to implement change must incorporate a strategy to handle the political dynamics of its operating environment.

5.3 Conclusion

The Kenya Police successfully implemented the planned change in areas where the organization was in full control but failed in areas that required cooperation and support from the stakeholders. Most of the strategies in the objective which sought to prevent and detect crime, maintain law and order, and bring offenders to justice were achieved.

Those which required stakeholder support mainly in funding like overhaul of terms and conditions of service were not achieved. The same case applied to all the objectives which required stakeholder support including building a positive image and the strengthening of institutional framework which required change of legislation by parliament and political goodwill.

In the light of the above, the researcher found that the Kenya Police did well in the preparation of the strategic plan. The organization carried out a reasonably comprehensive internal and external environmental analysis during the planning process and articulated a vision which ideally captured the future desired state of the organization. However when it came to implementation, the organization failed to assemble a guiding coalition with adequate power and managerial capacity to steer the

change. Similarly the organization did not appreciate the role of stakeholders in the implementation of the plan and therefore failed to put in place an astute stakeholder management strategy. Consequently the planned change did not achieve what it had been set to achieve. In this respect Kenya Police was found guilty of forgetting that the planned change was more about change than it was about Kenya Police.

5.4 Recommendations for Policy and Practice.

From the discussions and findings in this chapter, the study notes the case of Kenya Police is not a unique one in the application of strategic management concepts in public service. The study also notes that whereas there were a few weaknesses in the planning stage, the main challenge came in the implementation stage. Major weaknesses were noted in the communication, mobilizing for change and stakeholder management. After all is said and done, the study also appreciates that the forces of change in Kenya and elsewhere around the globe are not growing any less, if anything they are growing stronger and more formidable by the day. The study therefore recommends that for successful management of change in general and strategic change in particular, Kenya Police needs to embark on a deliberate process to acquire or build capacity for change management. This can be done either through training of existing middle level managers or recruitment of personnel with post-graduate education and experience in the management of change.

At the time of writing this report, all senior managers in Kenya Police were subject of vetting by outside agents to determine their suitability to continue holding the positions they hold in yet another government effort to reform the police. The position of the Chief

Executive (this time renamed the Inspector General of Police) was also due for advertisement. This state of affairs was causing considerable anxiety due to the anticipated job losses. In the words of Kotter (1996), adoption of this recommendation will in future avoid a significant amount of waste, anguish and appalling carnage necessitated by this kind of externally driven change management.

5.5 Limitations of the study

Being that this was a case study on one organization the data gathered might differ from management of strategic change that other organizations have adopted to match the competitive environment. This is because different organizations adopt different strategies, implement strategies in different contexts and have to contend with unique organizational cultures.

One limitation for the study emanated from the unique nature of police services. One of the core tenets of a good police officer is confidentiality. Characteristically, police will only release information when they are very sure of its use: it is not rare that they treat all inquiries with suspicion. This became very evident during data collection forcing the researcher to exercise patience and take longer than expected. The interviewees were not free to provide all the information required by the study hence limiting generalization of these findings to other organizations in Kenya.

Secondly being a case study, the researcher noted that the individual experience in the organization shaped the interviewees perception and this affected the nature and content of their responses. This affected the objectivity of the study and certainly the findings reached. However by choosing interviewees from a wide range of departments of the

Kenya Police and professional experience the researcher endeavored to mitigate the risk of subjectivity.

5.6 Suggestions for Further Research

The study recommends further research to establish what competencies are required for successful application of management of change in the public sector. The study also recommends further research to establish the best public sector stakeholder management practice for organizations that must deal with multiple critical stakeholders like the Kenya Police.

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APPENDICES

Appendix I: Interview Guide

Section A: Demographic Information

1. Kindly indicate your rank: Assistant Commissioner of Police [] Senior Assistant Commissioner [] Deputy Commissioner [] Commissioner of Police []

Section B: To determine how strategic change is managed at Kenya Police

1. Are you aware of the Kenya Police Service Strategic Plan 2004-2008? What changes in the police department are contained there-in? Are the proposed changes necessary? Explain.
2. How was the change communicated to the staff in the organization? Have there been seminars, training, consultative workshops etc to prepare the Force for change? Have medium such as memos, meetings, media, internet, or any other been used to communicate the changes?
3. Were you part of the strategic plan formulation? If the answer is yes, how were you involved?
4. According to the Kenya Police Strategic Plan (2004-8), the vision of Kenya Police was “to be a world class Police service, with a people friendly, responsive and professional workforce”. Who were involved in the creation of this vision, what was it intended to achieve?
5. Was there was a team of senior police officers constituted, dedicated and trained to formulate and implement the strategic plan? Were both the senior and junior officers involved and what were their positions in the Force? Use a scale/ratio if possible to indicate the level of involvement?
6. What were the quick wins (short-term goals) of the strategic plan? Were they achieved?
7. How were these changes identified and what process was used to incorporate them into the current organizational structures? Did the police sector consider

aligning the changes to the organization's culture, situations, visions and goals? If yes, how was this done?

8. Does Kenya Police regularly monitor the changes made? If the answer is yes, what action follows?

Section C: Factors influencing the management of strategic change in the Kenya Police

1. Are there been any social, economic and political changes in Kenya that has affected implementation of the police reforms? How has the Kenya Police responded to them?
2. How have these changes affected the morale and discipline of the staff and its service delivery? Explain?
3. Are there institutions within the police Force body capable of interfering with the change/reform implementation? If yes, what measures have been put in place to manage them?
4. Did the Force assess the stakeholders (their attitude, power and interest) before change formulation and implementation?
5. How did the police force go about allocating resources for the strategic change implementation? Were there any constraint?
6. Have there been any external parties involved in the formulation or implementation of the police reform/strategic plan (2004-2008)?
7. What have been the major challenges/resistances to implementation change/reforms in The Police Force? How has the resistances/challenges been handled?
8. Has implementation of the changes stated in Strategic Plan 2004-2008/Police Reforms been successful? Kindly state each success?
9. What is your overhaul judgment of the extent to which the objectives of the strategic plan were achieved?

THANK YOU FOR YOUR PARTICIPATION

Appendix II: Letter Authority to conduct research.



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DATE 17/08/2011

TO WHOM IT MAY CONCERN

The bearer of this letter KIMITHI ELLI KIRABANA

Registration No. DB1/P/7232/OH

is a bona fide continuing student in the Master of Business Administration (MBA) degree program in this University.

He/she is required to submit as part of his/her coursework assessment a research project report on a management problem. We would like the students to do their projects on real problems affecting firms in Kenya. We would, therefore, appreciate your assistance to enable him/her collect data in your organization.

The results of the report will be used solely for academic purposes and a copy of the same will be availed to the interviewed organizations on request.

Thank you.


JUSTINE MAGUTU
ASSISTANT REGISTRAR
MBA OFFICE, AMBANK HOUSE

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