

UNIVERSITY OF NAIROBI

SCHOOL OF JOURNALISM AND MEDIA STUDIES

**INTERNAL COMMUNICATION IN CIVIL SERVICE: AN APPRAISAL OF THE
USE OF PERSONNEL CIRCULARS IN ADMINISTERING CIVIL SERVICE
REFORMS**

BY

BEATRICE NJERIKUNG'U

K50/P/8250/2005

**UNIVERSITY OF NAIROBI
EAST AFRICANA COLLECTION**

**A RESEARCH PROJECT SUBMITTED IN PARTIAL FULFILLMENT OF THE
REQUIREMENTS TOWARDS THE AWARD OF MASTER OF ARTS (MA)
DEGREE IN COMMUNICATION STUDIES AT THE SCHOOL OF
JOURNALISM AND MEDIA STUDIES, UNIVERSITY OF NAIROBI**

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SUPERVISOR: MR. PETER ORIARE

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My life draws strength from a higher source of unfailing love and support, my Heavenly Father, and to Him is my eternal gratitude.

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To you all I say, Thank You!


DECLARATION

I hereby declare that this project is my original work and that it has not been presented to any other institution for the award of a degree or diploma

Signed  Date 19/11/2007

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This project has been submitted for examination with my approval as the University Supervisor

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DEDICATION

I dedicate this research project to my children Deborah and Paul for their unconditional love. They have had to accept seeing their mummy late in the night for the last two years that I was studying. They are a motivating factor in my life.

LIST OF ACRONYMS/ABBREVIATIONS

Accounting Officer: Means the PS/Head of Department appointed by the PS Treasury to take full responsibility on the finances, assets and liabilities of the respective Ministry/Department

Authorized Officer means; **a)** The Permanent Secretary (PS) who exercises supervision over the Ministry concerned or over the Ministry in which the public officer concerned holds an office, as the case may be; or **b)** In case of a department which is not assigned to any Minister, the Head of Department; or **c)** In the case of the Kenya National Audit Office, the Controller and Auditor General

Civil Servants- means employees of the Public Service Commission of Kenya deployed in Ministries/Departments

Code –means the Code of Regulations

Commission- means the Public Service Commission

Public Service-it incorporates the Civil Service, Disciplined Services, Teaching Service, Judiciary, Armed Forces, Local Authorities, Public Universities, Parliamentary Service Commission, State Corporations and Statutory Bodies

Performance Contracts- these are legally binding contractual obligations that require an organization or individual undertake specified tasks within a given periods of time at predetermined levels of performance. They clearly specify mutual performance levels of performance obligations and responsibilities.

Public Service Reform- The Civil Service Reform is a component of the wider Public Service Reform aimed at transforming it into a pro-active, outward looking, focused, results oriented Service which is increasingly responsive to the needs of the public and the nation.

Regulations- are means of controlling people's behaviour through rules and restrictions so that they adapt to specific requirements, spell out the procedures, rules and guidelines on how employees carry out their duties and responsibilities, rights and obligations

DPM-This refers to the Department of Personnel Management, a Government Department in the Office of the President charged with the responsibility of management of all personnel matters in the Public Service

Performance Management -refers to a process through which organizational and individual staff work assignments are assessed for the purposes of improving productivity.

MDGs -Millenium Development Goals

COR-Code of Regulations

RBM- Results based Management **PR-**Public Relations

PS- Permanent Secretary

"JG"- Job Group

RRI- refers to Rapid Results Initiatives

FSU –refers to Family Services Units

ORC- refers to Opinion Research Corporation

PRO(s)- refers to Public Relations Officer(s)

HRM-Human Resource Manager

ABSTRACT

This study sought to generally examine and analyse the internal communication channels in Civil Service, specifically it was an appraisal of the use of Personnel Circulars in administering Civil Service Reforms. The Circulars as a medium was analysed in order to evaluate its effectiveness at administering the ongoing reforms in as far as communication reaching the intended targets, identify possible communication gaps in the context of organizational communication and recommend improvements on the same.

The paper examined the flow of Circulars from the source to the recipients along the organizational structures in a bid to identify any gaps in the process. This paper is unique because no other study has been carried out on Circulars, the major channel of communication in the Civil Service. Previous research in governmental organization tended to focus on factors that affect communication but this research will focus on the medium or channel of communication-Circulars as the unit of analysis.

The methodology was a survey approach grounded in qualitative analysis.

Consequently, the study established that there are communication gaps in that Circulars do not always reach the target, that the downward communication structures and roles are diverse rather than distinct. It was also established that the Civil Servants wished that new communication channels such as electronic media was adopted in internal communication.

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CHAPTER ONE

1.0 INTRODUCTION

In 1993, the Government launched the Public Service Reforms programme, whose aim was to institutionalize good governance and enhance service delivery. The main objectives of the reforms were: to create a leaner, efficient and effective service, have a well remunerated, motivated and competent workforce; have a well equipped Public Service of high integrity. The Government of Kenya is currently instituting wide and far reaching reforms in the Public Sector critical to accelerating growth and sustained reduction in poverty in the country through the Economic Recovery Strategy and the Millennium Development Goals (Budget Strategy Paper, 2007). These reforms are being supported by the Public Service Reforms, of which Civil Service Reforms is one component. These reforms are in essence a time of great changes in the way the Civil Service operates and often, now we hear that "it is no longer business as usual."

Current thinking in organizational communication recognizes that communication is at the heart of all the changes in organizations and institutions, and is the one vital component which organizations cannot function without. Scholarly thinking traced back to Redding Charles W. lists one of the four characteristic themes of scholarship in the Redding Tradition as the belief in "message exchange as the core of organizational communication," (Buzzannel et al, 1999). Students of the Redding Tradition as well as institutions such as Dell have also recognized the vital role of communication to the functioning of organizations and further, Redding beliefs were that "communication could fundamentally alter and improve workplace practices." Companies have recognized the need to Benchmark communication in their organizations.

It is in view of this thinking, reinforced by experiential factors that this study proposes to look at the internal communication channels, specifically Personnel Circulars, employed by the Government, in view of ongoing reforms in the Civil Service. Informed by the Redding tradition belief that "communication could fundamentally alter and improve workplace practices", this is significant in that, the Government of Kenya, in implementing reforms in Civil Service intends to alter the work performance practices,

by introducing new work practices such as the Results Based Management (RBM) to replace the previous process-based management practices, as well as improve on the effectiveness and efficiency in Civil Service.

Communication is an integral part of this process as the Government communicates these reform initiatives, measures and programmes to the Civil Servants who are expected to be both the implementers and target of these reforms. The focus has also moved definitely, onto the performance of the individual Civil Servant. Circulars communicating these reforms initiatives have been issued by the Government to the Civil Servants. The reforms, carried out in phases has seen various initiatives towards work performance already been implemented currently, Performance Contracting to the level of the individual officer is in the process.

Towards the implementation of the same, it is crucial that the Civil Servants are well informed and the information reaching them is timely. Delays and failure to get the information is likely to have a negative effect on the Reforms agenda and by extension, the socio-economic growth of this country. The concern of this study therefore is in the effectiveness of the major communication channel through which new directives are issued-the Circular. Are the Government workers getting these Circulars targeting them or are there gaps in the communication process? And, if they are not getting the Circulars as per the laid down communication structures, or even not getting them in a timely manner, what is the effect on their work performance or attitude towards the ongoing reforms?

This study therefore proposes to look at how the Government has been communicating with its employees about these reforms initiatives, specifically communication by Personnel Circulars, which is the basic communication tool for informing public servants on new directives, rules and regulations, or amendments of the same.

It is the intention of this study to analyze the flow of Circulars specifically Personnel Circulars, identify any gaps in the flow and its effects on the employees work performance and attitude towards the Civil Service reforms.

This study further endeavors to find out if Civil Servants are well informed on how, when and where Circulars are released, specifically, this will involve a study various staff guidelines to find out if the laid down procedures and guidelines are clear on communication and levels of access to Personnel Circulars.

1.1 BACKGROUND TO THE PROBLEM

When the Government of Kenya in the year 1993, launched the Public Service Reforms programme, the aim was to institutionalize good governance and enhance service delivery. The main objectives of the reforms were; to create a leaner, efficient and effective service, have a well remunerated, motivated and competent workforce; have a well equipped Public Service of high integrity. The fact that this programme has been going on for more than 10 years, and often is re-introduced in and carried out in Phases may mean that there is a gap in the process. Scholars have recognized organizational communication as important and those new systems of production, new types of work practices, the re-skilling process necessary in the face of rapid technological change—these all depend on constant and effective communication.

1.2 STATEMENT OF THE PROBLEM

This study proposes to look at the internal communication in the Civil Service and specifically analyze the effectiveness of Personnel Circulars as a channel of communication in the context of institutionalizing reforms in the Civil Service. The issue of communication in an organization is of critical importance and more so at a time of changes. Currently, the Government, as earlier stated, is implementing Reforms aimed at increasing efficiency in work performance by Public Officers. Already, Government Ministries/Departments have been put under Performance Contracts which initially started with signing by the Chief Executives, Permanent Secretaries (PSs). The Government is currently in the process of cascading Performance Contracting to the lower cadres in Civil Service. Directives on these reforms are usually communicated via Circulars. It is therefore critical that individual Civil Servants do get these directives for the success of this programme.

Organizational and employee communication experts and scholars agree that “good internal communication is vital as an underpinning to the success of an organization’s communications overall, and to the ultimate success of an organization, by improving employee performance, making information more manageable, providing feedback to managers, improving participation and team spirit, and as a preparation for crisis management’, (Harrison, 2000).

Many PR practitioners and scholars have stated that employee communications is vital to any organization and that commitment to change, to growth and to virtually anything, can best be achieved by (employee) involvement. According to Skinner et al (2001), the better employees are informed about products, policies and programmes, the better that they will perform their tasks. Harrison Shirley (2000:pg. 119), concurs that “staff are more likely to perform effectively if they are clear about what their jobs are, how to do them, who to report to, what constitutes good or poor work and how they can improve their performance.” At the same time, if the aim of internal communication (as PR) is to foster mutual goodwill and understanding, it needs a well-managed internal communication system to address its publics-staff, Shirley (2001).

However, the Government Guidelines including the Code of Regulations (Revised 2006), though recognizing that the “Public Service is the engine for socio-economic growth of the nation...and must take a leading role in stimulating such growth,” yet it does not focus on the issue of employee communication for effective performance of such a role. The Section D of the COR which is the only section that specifically spells out issues of communication within the Civil Service among the Staff, mainly deals with the issues of Correspondence, Publication, Printing and Inventions and makes no reference to internal communication via Circulars. Yet Circulars, which are periodic communications from Departments such as the DPM, Treasury and the President, are key communication channels in the Civil Service. For example, new directives, as well as roles and functions of Government Ministries/Departments are communicated via Circulars, COR, Section A (2006).

The Government of Kenya set out to institute reforms in the Public Service in 1993. It introduced the Results Based Management (RBM) approach in Public Service in

September 2004, to re-invigorate Public Service from a process-based management approach. The Civil Service Reforms, which are a component of the wider Public Service Reform aimed at transforming it into a pro-active, outward looking, focused, results-oriented service which is increasingly responsive to the needs of the public and the nation. According to the Public Service Reform & Development Secretariat, (2006), the Government is pursuing a national strategy that seeks to instill rapid and sustained economic growth and reduce the high incidence of poverty through wealth and employment creation. The support for effective and efficient public sector performance and service delivery is one of the strategies in the larger national strategy.

The introduction of new management approaches in the Civil Service in form of Performance and Resource Based Management approaches to the Public Service makes the need to evaluate the existing Civil Service internal communication system and channels critical, if the Government is to realize its objective of “transforming it into a pro-active, outward looking, focused, results-oriented service which is increasingly responsive to the needs of the public and the nation” DPM, (2006). It is of great importance to note that, as scholars have noted, since mediated communication adds a channel- a means of transmitting the message... “The kind of channel used and its (technical) efficiency will affect the message,” Theaker, (2004.)

The aim of the RBM approach is to transform the Public Service from a process – oriented to a results-oriented service. Establish public service values, ethics, a management accountability framework, managerial and core competencies, RBM also provides mechanisms that support efforts towards achieving of the aims of the Economic Recovery Strategy (ERS) for Wealth and Employment Creation and the attainment of the Millennium Development Goals (MDGs).

Although the reforms have been going on since 1993, the fact that the Government has seen the need to continue reforming the Public Service in phases is an indication of a communication gap. The introduction of new management styles, almost before the last has taken root could also be an indication of a communication gap in the processes.

There is a new emerging trend where the Government is relying more on the mass media to communicate with the staff. Announcements will regularly be made over the print and broadcast media and the Government employee is forced to resort to the grapevine to source for the official communication. There are instance when such public pronouncements have been made before the official Circular is out. This confusion is likely to have a negative effect on the way the messages are perceived by the target audience. It is significant that the Kenya National Union of Teachers Secretary General was recently quoted as saying that Teachers rejected the newly introduced Pension Scheme due to failure in 'understanding it'. Communication failure could have a negative effect on the national economic and social development goals.

1.3 PURPOSE OF THE STUDY

Through this study, we aim at examining the effectiveness of Personnel Circulars as an internal communication channel, in administering the ongoing Public Service Reforms specifically in the Civil Service. The study also expects to establish the most preferred medium of management to employee communication in Civil Service.

OBJECTIVES OF THE STUDY

1. To trace the step by step flow of Personnel Circulars from the point of origin to the intended recipients Civil Servants (internal communication process) along the organizational structure and identify any gaps or impediments to this flow.
2. To evaluate the effectiveness of the internal communication channels, and specifically Circulars, by establishing whether all Civil Servants see the Personnel Circulars on reforms targeting work performance, determine the effects of communication on staff morale and work performance and the relationship between Job level and access to information
3. To identify the various channels and strategies of internal communication used to communicate with staff in the Civil Service by looking at relevant Government regulations, procedures and guidelines.

4. To propose/recommend improvements in internal communication policies and strategies in the Civil Service.

1.5 RATIONALE AND SIGNIFICANCE OF THE STUDY

In Civil Service, Circulars, especially Personnel Circular are key in giving new directives to the employees. In fact, nothing is official, including directives issued by senior management, even when widely reported in the mass media, was attended to or implemented officially unless or until the relevant Circular is issued. New directives will not be implemented without reference to the respective Circulars. In implementing new changes in Government, official correspondence must quote the relevant Circular.

The need then, for the Circulars to reach the employees directly and in a timely manner cannot be over- emphasized. Accordingly, in the implementation of the ongoing reforms, it is crucial that the Civil Servants are well informed and the information reaching them is timely. Delays and failure to get the information is likely to have a negative effect on the Reforms agenda and by extension, the socio-economic growth of this country.

The fact that this programme has been going on for more than 10 years, and often is re-introduced in and carried out in Phases may mean that there is a gap in the process. Scholars have recognized organizational communication as important and that new systems of production, new types of work practices, the re-skilling process necessary in the face of rapid technological change these all depend on constant and effective communication, Theaker, (2004.) Companies and organizations also recognize the need to improve on communication processes by removing bottlenecks, speeding information flows. Mediated communication adds a channel- a means of transmitting the message. This could be one-to-one, one-to-many. "The Kind of channel used and its (technical) efficiency will affect the message, Theaker, (2004.)

Considering the main objectives of the reforms were; to create a leaner, efficient and effective service, have a well remunerated, motivated and competent workforce; have a well equipped Public Service of high integrity, communication Scholars have also noted that, "properly managed internal communication systems will improve staff motivation and help build morale," Shirley, (2001.)

One of the findings of a survey published in 1990 by Smythe Dorward Lambert (Shirley 2001), who interviewed 54 organizations and private sector to find out their view on internal communication, found that “although many companies devolve responsibility for internal communication to departments, these is seldom a corporate policy, nor guidelines on quality exist.”

Communication researchers have long been interested in evaluating the relative effectiveness of the medium in what Tan (1984) refers to as “communication modality research”. Based on the learning theory assumption that good reception of messages facilitates attitude change which is supported by many studies, Tan (1984) predicts that the medium or communication modality most effective in enhancing learning of the message will also be the medium most effective at changing attitudes.

Quirke (1995:71, 75) quoted by Theaker (2004:168) believes that ‘the flow of ideas, information and knowledge around the organization (is) crucial to success.’ Moving to the formation of a communication strategy, Quirke says that ‘evaluation would be concerned with whether employees received or saw the message’, a major for this study. Quirke see the need for change reflected in the shift from a limited number of communication techniques....to more interactive media such as meetings, ...and emails, Theaker(2004:168).

Findings of this study will therefore be key in informing a better way of ensuring that communication by Circulars reaches the intended employees to ensure success in the ongoing reforms which have laid an emphasis on the performance of the individual employee. These employees will soon be expected to sign performance contracts as the performance contracting is cascaded to the lower levels of the hierarchy in Civil Service.

1.6 RESEARCH QUESTIONS

- (i) Are the Government workers getting the Personnel Circulars targeting them or are there gaps in the communication process?
- (ii) How does a Personnel Circular flow from the point of origin (sender) to the recipient (target) along the organizational structure?

(iii) What is the effect of Communication on Civil Servants work performance, morale and attitude towards the ongoing reforms?

(iv) Is there any relationship between Job level and access to information?

(v) Which is the most effective channel of internal communication in the Civil Service?

(v) What are the channels and strategies of internal communication used to communicate with staff in the Civil Service as per Government regulations, procedures and guidelines and how can these be improved?

1.7 LIMITATIONS AND ASSUMPTIONS OF THE STUDY

1.7.1 LIMITATIONS

Although Reforms are being effected in the whole of the Public Service, this study proposes to look at the Reforms in the context of the Civil Service alone due to the large number of Public Servants. And although various channels are used by the Government for communicating with staff, this study proposes to analyze the Personnel Circular only because it is the medium used to issue new directives and amendments of the same and as earlier stated, nothing in Government is official, however publicly proclaimed, until or unless a Circular until is issued. There are also other Circulars including Treasury Circulars and Presidential Circulars but this study will limit itself to Personnel Circulars because of their relevance to work performance in the context of the objectives of Public Service Reforms.

There are 34 Government Ministries and Departments in the Civil Service but this study will only sample one Ministry. This is because the Civil Service is largely homogenous in terms of administration, structure, rules regulations, and procedures, which will increase the validity of the results making generalization to the target population possible. Time and limited funds also mean it is not practical to cover the Public Service as a whole. The sample will also be limited to Civil Servants in Job Groups 'H' and above as these are the categories to whom the Performance Appraisal System which is the principal tool of work planning, setting of agreed performance targets, feedback and reporting are

population, (Guide to the Performance Appraisal System GP 247 (Revised 2006) in the Public Service).

In identifying the internal communication channels in Civil Service, the study will limit itself to the relevant documents referred to in the Handbook for Civil Service Staff Induction (2006), the Ministry/Department Strategic Plans and Service Charters. The Civil Service was established under the Service Commissions Act (Cap. 185) of the Laws of Kenya and is governed under various other Acts, Regulations and Procedures, and the Constitution of Kenya.

1.7.2 ASSUMPTIONS OF THE STUDY

This project assumes that reforms are being communicated by Government to and are being attended to by the Civil Servants who are the target population for these reforms. It also assumes that there are well laid down communication procedures and strategies in Civil Service. Another assumption is that Civil Servants, as the target audience, are aware of the existence of these Circulars and have seen Circulars released occasionally by the Government.

That Circulars are the major communication medium for Civil Service personnel. That there exist gaps in the communication processes specifically in the laid down procedures for the flow of Circulars from the management to the staff.

CHAPTER TWO

1.0 LITERATURE REVIEW

This study will examine various topics relevant to the areas of; organizational communication, internal communication and employee communication, effects of communication, with a bias to communication for change. It will also endeavor to examine scholarly works on the relationship between organizational structures and communication within the organization between management and staff as well as employees and supervisors. In reviewing the relevant literature, we hopes to identify gaps in knowledge which can be addressed in this study.

Communication in Organizations

According to Porter and Roberts (1977), communication in organizations is influenced by the several fundamental aspects of the nature of organizations which research must take into account; i) the basic feature of complex organizations is that people do not work in isolation; thus group identification and role relationships, information transmission and the process by which information acquires meaning must be better understood

ii) That organizations are goal oriented, a phenomenon which directly influences content and patterns of communication within them

iii) Division of labour affects the pattern of interactions and the frames of references in organizations that in turn at least partially determines the meaning work group members attach to various messages they receive.

If functions are differentiated then mechanisms must be developed to coordinate them in the interest of goal achievement. "Organizational activities cannot be co-coordinated without communication among the parts of the organization", (Porter and Roberts, 1977). Certain regulations and frequencies in communication occur in attempts to knit together organizational sub-parts.

iv) Organizations are characterized by continuity through time- that a full understanding of organizational communication necessitates concern with how people's awareness that

their activities was repeated (and perhaps monitored) through time influences their interaction behaviour.

Professor Cooley, a professor of Sociology at the University of Chicago writing on "The Significance of Communication:", (Schramm and Roberts, 1972) says that " by communication is here meant the mechanism through which human relations exist and develop- all the symbols of the mind, together with the means of conveying them through space and preserving them in time. It includes the expression of the face, attitude and gestures, the tones of the voice, words, writings, printing, railways, telegraphs, telephones, and whatever else may be the latest achievement in the conquest of space and time", Schramm and Roberts, 1972, pg 645 and " that it is through communication that we get to our higher development", pg 645.

To show the significance of communication, these Scholars observed, "thus the system of communication is a tool, a progressive invention, whose improvement react upon mankind and alter the life of every individual and institution," pg 646. That " When people have information and discussion, they will have a will, and this must sooner or later get hold of the institution of society", and finally, "the relations between persons and communities that are without mutual understanding are necessarily on a low plane' pg 652. This reinforces the likely negative effects of failures in communication.

This means that the communication which the Government aims at its employees is likely to have a great effect on their thoughts with regard to the directives being communication which becomes even more significant in view of the ongoing reforms. " All is one growth: the symbols, the traditions, the institutions are projected from the mind, to be sure, but in the very instant of their projection, and thereafter, they react upon it, and in a sense, control it, stimulating, developing and fixing certain thoughts at the expense of others to which no awakening suggestion comes," says Schramm and Roberts, (1972.)

Core Concepts of Communication

Theaker (2004) quoting Burgoon et al (1994) suggest that *intent* is a key concept-where both the source and receiver that communication is occurring. *Meaning* is also crucial-

without a shared understanding of the meaning of words and symbols, communication is at best limited and at worst, impossible. Another concept is *noise*-which interferes between elements in a communication, and can mean technical interference (like static on the line), semantic interference (where the meaning is unclear), and psychological interference (where the receiver is unable to understand the message because of their mind of state or personality). Shannon and Weaver's model looks at noise.

Another concept, important to this study, is the concept of mediation-the means, by which the communication is transmitted, whether in person, by language or gesture, or via another medium, print or broadcast.

Mediated communication adds a channel- a means of transmitting the message. This could be one-to-one, one-to-many. "The kind of channel used and its (technical) efficiency will affect the message, Theaker, (2004.)

Fiske (1990) distinguishes between presentational and representational media. The presentational media are those that are not mediated, such as voice, body language, called acts of communication. Representational media may include these elements but the communicator does not need to be actually present, for example a television interview, but could also include anything, in fact, that makes statement or text but does not require the creator to be present for a 'reading' to be taken. Fiske, (Theaker, 2004) calls these, *works of communication*.

According to Theaker, media allows communicators to reach their audience. However, to reach vast audiences, such as via mass media, involves having your message selected for inclusion by journalists according to their 'news values'. These journalists takes on a 'gate-keeper's role, deciding what does and does not get forwarded to the medium users.

Research in Communication

Most of the research in communication tends to focus on the "effects" of mass media and the field of channel has only been investigated mainly for the "noise" element as opposed to suitability of the channel of communication, uses and gratification. The main concern

for this study is the effectiveness of the chosen channel/medium of communication, Circulars in the Civil Service.

Seitel (1987) says that research is not a glamorous part of PR, yet it is essential for effective communication. And that research in PR can be applied in advance of a communication program, to determine the attitudes and beliefs of a public. It can also be used to monitor the performance of a PR program in process, and it can be used as an evaluative mechanism to determine a program's progress as well as modifications for the future. That: by tying such research to business goals, a communication's program can be more significantly structured to complement a firm's line objectives', (Seitel 1987: pg 113). Research is crucial to the development and implementation of innovative programs,' Alvarez, (Seitel, 1987; pg114).

According to Schramm and Roberts (1972), "the study of the process and effects of mass communication remains a dynamic discipline, in which generalizations, causal explanations, and theoretical predictions are constantly under assessment and revision."

"Under the right circumstances, the right message, delivered to the right people at the right time can profoundly alter the course of history", Lowery and DeFleur (1995).

In communication research, studies have been conducted on effectiveness of communication mediums or channels. According to Harrison (2000), the process of surveying how communication works in an organization is sometimes called a communication audit. On such audit undertaken for an organization, Family Services Units (FSU) was "to analyze all existing communications within FSU and provide recommendations for an efficient and effective internal communication structure".

According to Harrison, a communication audit of internal communication should include a report on how staff currently perceives the culture of the organization and the way in which it communicates. And that how people feel to start with makes it more likely that an appropriate style of internal communication was recommended in the future.

Research studies conducted on factors influencing internal communication carried out as case studies at the University of Nairobi (Mwisiati, 2006) and the Kenya National Library Services (Njuguna, 2005), also looked at the effectiveness of communication channels in internal communication. The University of Nairobi study demonstrated the need to improve on channels of communication in Public Universities. Out of 290 respondents, on the effectiveness of communication channels, only 42 or 12 % of respondents rated internal memos/letters as highly effective, 208 or 72% rated them as moderately effective while 40, or 14 % rated it as least effective. This reinforces the importance of evaluating Circulars as a major communication channel in Civil Service. In the study conducted at the Kenya National Library Service, which also looked at effectiveness of communication channels also looked at the extent to which employees are informed of major changes in policy that affect their jobs before they take place. Findings indicated that out of 45 respondents, at least 81% (36) of respondents said they are not informed of the major changes in policy affecting their jobs compared to only 17% (8) to who said they were informed of the changes. Of the total, only 13% (or 6) said memos/letters were highly effective compared to other communication channels.

Interest in media selection intensified after Marshall McLuhan's famous assertion, "the medium is the message". MacLuhan whose interest was in persuasion turned to the study of the influence of communication media independent of their content. His famous slogan, "the medium is the message" (elaborated in his 1964 book, *Understanding Media: The Extensions of Man*) calls attention to this intrinsic effect of communications media.

Communication scholars have historically considered face to face interpersonal communication the most direct, powerful and preferred method of exchanging information. However, new technologies for delivering messages challenge conventional wisdom, for example fax machines revolutionized business communication in the 1980s, same as phone communication with introduction of answering machines, cordless cellular phones and voice mail.

Now, for increasing number of people who work with computers, email is changing communication within organizations and across other networks. For example, a study

conducted at Unisys (Cutlip, 1994), revealed that almost six out of ten employees access the company's electronic newsletter. Surprisingly, employees ranked the Unisys News Network as their preferred information sources, ranking it over their bosses, over printed newsletters and even over the ever-popular grapevine.

Medium of Communication

Research on the medium of communication have been carried out by various scholars. Communication scholars have been interested in evaluating the relative effectiveness of written, audio taped and videotaped messages in persuasion and education. This area of research, sometimes referred to as "communication modality", Tan, (1984), the main question is "Which medium or communication modality is most effective in enhancing attitude change and learning of the message- print (written or visual only), radio (audio or aural only), or television (video or combination of visual and aural", Tan, (1984 pg 169). Thus the question of effectiveness of a medium in enhancing attitude change and learning of the message, at the this time of introduction of reforms and by extension , changes in the Civil Service, is an important concern for this study as it was for scholars then.

One of the earliest researches conducted in the area of the medium in communication was the "Project Revere: Leaflets as a Medium of Last Resort", conducted between 1951 and 1953 over a three year period on the effectiveness of leaflets as a medium of communication. This study was conducted by sociologists at the University of Washington under the leadership of Stuart C. Dodd. According to Lowery Shearon A. and DeFleur Melvin L., (1995), the researchers "recognized that the development of a full understanding of communication procedures requires first of all a good understanding of fundamentals." This research, therefore, was a basic research, rather than practical problem or wartime applications. That "exactly who will receive what and how this will influence them remain questions for every attempt at communication, no matter what the medium", (Shearon and DeFleur, 1995.)

The question remains as to whether, the Project Revere can be generalized to other media and other situations as each conveys messages in a different manner and is attended to as a result of different needs and for varying gratifications. It was noted however that in

spite of these differences, even a moments reflection confirms that there are common principles underlying the process of communication when any of these media are used. That each involves an attempt on the part of communicators to achieve some form of change in their intended audiences, (Shearon and DeFleur, 1995.)

According to Seitel (1987), 'research should be an ongoing process, whether or not problems exist'. Continually updating can reveal potential trouble spots, such as lingering labour unrest, concern over safety conditions, unhappiness'. Are employees comfortable with current communication channels, or would they prefers other methods, and dissatisfaction with certain products. Research helps in identifying areas of insufficient information among target audience segments; levels of awareness and understanding of a product predicting the probable effects of a proposed course of action; analyzing the effect of a planned expansion or diversification.

Communication and Changes

Initiatives undertaken in line with the reform agenda include introduction of Performance and Resource Based Management approaches to the Public Service. To institutionalize performance management approach in the Civil Service, operations are now based on strategic plans and senior officers sign Performance Contracts. Performance Management refers to a process through which organizational and individual staff work assignments are assessed for the purposes of improving productivity. Agreed performance standards and targets are used to achieve the objectives and goals of an organization. Performance management creates linkages between organizational planning and implementation. This approach promotes service delivery by ensuring that each staff members fulfill his/her duties and responsibilities.

Communication Effects

Indeed, most communications are produced with the intent of structuring a situation for someone else, of influencing him to act, or believe, or feel in a certain way', Roberts Donald F, (Schramm and Roberts, 1972, pg 349). Roberts looks at what is meant by the effects of communication- the process, and by the effects of communication- specific messages produced with some intent on the part of the communicator. (Does the message

get through?) Wilbur Schramm defines information as any content which reduces uncertainty or the number of alternatives in a solution.

Internal Communication

Internal communication is being taken so seriously by organizations that it is now one of the Quality management systems requirements for ISO Certification, a concept that is being increasingly adopted by reputable organizations as well as Government departments and corporations. According to ISO 9001 International Standard, "Top management must ensure that appropriate communication processes are established within the organization and that communication takes place regarding the effectiveness of the quality management system", (ISO 9001:2000, Quality Management Systems-Requirements).

Communication is seen by many scholars and practitioners as a fundamental component of management. Internal communication may be defined as all kinds of interaction that take place between members of one big or small organization. This communication could be formal or informal. Circulars are formal communication channels in Government.

Employee Communication

"Treating people- not money , machines or minds-as the natural resource may be key to it all.....No organizational relationships are as important as those with employees at all levels. Cutlip et al (1985:311), as quoted by Theaker (2004:165)

Many PR practitioners and scholar have stated that employee communications is vital to any organization and that commitment to change, to growth and to virtually anything, can best be achieved by (employee) involvement. According to Skinner et al (2001), the better employees are informed about products, policies and programmes, the better that they will perform their tasks. Harrison Shirley (2000:pg. 119), concurs that "staff are more likely to perform effectively if they are clear about what their jobs are, how to do them, who to report to, what constitutes good or poor work and how they can improve their performance."

The Government's objective at the reforms is to increase efficiency in service delivery by Civil Servants and accordingly, it cannot afford to ignore its employees for "better performance of tasks". In some countries such as Britain and Australia, employee communication, specifically the right to information is treated as a policy issue, where Britain has witnessed the legislation relating to the disclosure of information to employees and publication of several documents advising Government, management, and employees as to the financial and other information which ought to be disclosed. According to Skinner, "to ensure an understanding of its philosophy, policies, and practices, a corporation must maintain a two-way communication programme designed to inform employees and to give them means of expressing their views about company affairs". Accordingly, the significance of employee communication cannot be ignored.

Grunig and Hunt have linked the 'four eras' of employee communication to their four models of public relations which Dover (1964) quoted by Theaker (2004:166) describes the first three as;

- The era of entertaining employees, (press agency) in the 1940s to convince them that the organization was a good place to work
- The era of informing employees (like the public information model) in 1950s
- The era of persuasion in the 1960s (two-way asymmetric).

Grunig and Hunt added the fourth

- The era of open communication (two-way symmetric).

One of the principles of employee communication expounded on by Skinner (2004) is the need for regular evaluation to ensure effectiveness. That the communication process should undergo regular evaluation to prove its worth in terms of employee-management relations as well as employee performance and awareness of key issues. That it is essential that the communication function be tested periodically to determine its effectiveness and to give direction for improvement.

Changing employee communication needs and expectations have also been revealed in surveys conducted by organizations. Some of the growing trends revealed in these surveys revealed that the majority of workforce are concerned about lack of information about their employing organization, including where the company is headed and the reasons behind decisions. With regard to their communication needs and expectations, the surveys have revealed that "the information that is of particular interest to employees has been identified as the organizational plans for the future, productivity improvements, and personnel policies and practices. This is the kind of information that is usually to be found in the Personnel Circulars released by the Government to the employees from time to time, hence the need for this study which seeks to explore the Circulars as an internal communication channel and explore whether the staff get the information sent out using this media.

Communication Flows

According to Harrison Shirley (200), information flows, around organizations, whether or not they try to control it. That in organizations (like the Government): where the structure is typically hierarchical, with the management at the top of the pyramid, (i.) communication flows downward, in the form of instructions and information, and there may be an upward flow through suggestions schemes or some other form of feedback to management, (Harrison, 2000.)

(ii) Each working group has its own communication system: people who work in the same office or in the same part of a factory communicate among themselves

(iii) Group communicates with group both at the same level and across the hierarchy.

(iv) In addition to the above, information routes, which may be formalized within the organization, there are plenty of informal communications between individuals who happen to be friends or relatives of other members of staff

(v) The grapevine, which flourishes in every organization, ensures that information, accurate or not, reaches every outpost.

Organizations communicate for effective employee performance, manageability, sharp-end feedback, motivation, team spirit, crisis preparation and participative staff. According to Harrison, "staff are more likely to perform effectively if they are clear about what their jobs are, how to do them, who to report to, and what constitutes good or poor work and how they can improve their performance." In the Civil Service, this kind of communication is addressed using Circulars.

Management Styles of Internal Communication

Harrison (2000) quoting Smythe et al (1992) identifies five styles of internal communication as follows;

- (i) Instructional- this style is one-way and ensures that staff is given information to do their jobs only. Information flows only from superior downwards.
- (ii) Informative- this style aims to help staff understand what they are doing and how it fits in the rest of the organization, by keeping people informed-but only about what management thinks they need to know. It is one-way, downwards.
- (iii) Consultative- this is a more personal style which provides for interaction between management and staff and thus, is a two-way form of communication. Staff has the opportunity to be involved in discussion about the organization and their work and to put forward their own views.
- (iv) Involving- this is a two-way process, reverses the flow to upward flowing or "bottom-up". Involvement gives junior staff the chance to share their expertise with their seniors so that the organization can maximize the benefit of its accumulated experience.
- (v) Participative- this is a two-way symmetrical style which guarantees that staff views was taken into account because staff are required to participate in the decision making process of the organization.

Effective Public Relations

Writing from a PR point of view, Cutlip (1994) emphasized the need for evaluation of PR programmes. Quoting Lindenmann's report on a case of a client who launched an expensive publicity campaign that produced little use of the materials sent to the media. A poll of the media found that the materials were not being used because the right people were not receiving them. "Even the most effectively written materials have no chance of impact if they are not available to the intended publics," Cutlip, (1994). That it is important to determine how many in the target audience received the message, that is, the number of people potentially exposed to programme messages, or what Cutlip refers to as the "effective audience" (those who are in the target publics).

In PR, communication is not seen as effective 'simply because it looks good and reads well', it was effective when it influences action of employees to meet the organization's business objectives and (we) can demonstrate this influence. Cutlip says that PR practitioners have to document data and collect data proving that (we) have the same bottom-line accountabilities as other organizational functions. A survey conducted by Wyatt Company (Cutlip, 1994) on how often organizations measure returns on investment made in employee communication found that 83% responded, "no formal review". Cutlip notes that what people know about your organization regardless of where they got the information affects how they feel, and act and therefore the organization's relationship with them. This includes relationship between and organization and its employees.

According to Cutlip, most PR programmes seek to communicate information to increase knowledge, awareness and understanding among internal and external target publics. That, increasing knowledge is often critical to increasing their interest or motivation, a sequence leading to taking action, (Cutlip, 1994: pg 427).

Communication and Government

"A popular government without popular information or a means of acquiring it, is but a prologue to a farce or tragedy or both," James Madison (Cutlip et al, 1994).

According to Cutlip, Government touches every aspect of society, and virtually every facet of government is closely tied to and reliant upon Public Relations. That successful governments maintains responsible mutual understanding based on two-way communication with citizens. That whether a government job is primarily managerial or technical, involves preparing budget or analyzing educational progress, or is routine or non-routine, effective communication is crucial to solid performance. Yet, communication is not important for its own sake. As with planning, budgeting, programme evaluation, and other managerial tools, communication is important because it affects peoples control over government.. Because government decisions and actions often affect more people and with greater consequences, communication in government tends to be more important and often more difficult than communicating in business, (Cutlip, 1994:pg. 466).

That although a multitude of other roles are assigned to specific government practitioners, many of enormous importance and scope, but ensuring constant flow of information to persons outside and inside government is, generally speaking, a top priority, (Cutlip, 1994:pg 466).

Cutlip notes that, (former US) President Bill Clinton early in his administration recognised effective communication as essential to his proposal to reforms in health and foreign policy by appointing Columnist David Gergen as top Communication Counselor in the White House. "The appointment made clear to, Clintons view of how important effective communication and PR counsels are to government effectiveness and to achieving his administrations goals', Cutlip et al, 1994.

The Grapevine

Quirke (1995:71, 75), as quoted by Theaker (2004:169) talks of the danger of bureaucratic overload and lack of responsiveness which if central management does not step in to co-ordinate communication to ensure all employees are aware of corporate messages, that the grapevine may become more important. Harrison, 2000, that the grapevine, which flourishes in every organization, ensures that information, accurate or not, reaches every outpost.

Keith Davis (Simmons, 1986,15:2), one of the leading authors on the subject, discovered in his study that organizational Grapevine is an expression of healthy human motivation to communicate: "In fact, if employees are so uninterested in their work that they do not engage in shoptalk about it, they are probably maladjusted (Rosnow and Fine, 1976, p. 12.) Of all the things that the grapevine has been called, it is foremost--a communications network.

Keith Davis did a classic study of the grapevine in 1953. This was followed by an extension of the research by Harold Sutton and Lyman Porter in 1968. Keith Davis stated "the grapevine is a natural part of a company's total communication system...it is a significant force within the work group, helping to build teamwork motivate people, and create corporate identity." Davis, (1969, p. 161.) says that the grapevine is the informal passing of information through the organization. It does not necessarily follow the formal structure of the organization and can bypass individuals without restraint. It can be more direct and faster than the formal channels of information since the information is not being screened or controlled. Davis, (1969:161 said the grapevine often travels faster than formal channels.

The grapevine exists in organizations for many reasons. Grapevine communication can carry useful information through the organization with amazing speed. The grapevine is very useful in supplementing formal channels. As an early warning system, gossip allows people to think through in advance what they will do if the rumors become the awful truth.

The grapevine is flexible and personal and can spread information faster than the formal communication channels. Khandwalla (1977 p. 256) states that it exists because of excessive structuring of formal work flows and the excessive channeling of information flows.

Factors Affecting Grapevine's operation

Several additional factors affect the operation of the grapevine among them that "rumors prosper best where formal communication is poor". They thrive in an environment where employees are not kept informed about anything that may be important to them. Fourth,

they perform best in informal social contacts but can operate as effectively as a sideline to official meetings. This activity increases during times of stress, uncertainty, and in the absence of news.

Koenig (1985) a sociologist who studies rumors, believes that people listen to and pass a rumor because it satisfies some need. He gives one of the needs as... "... fill in the gaps to make sense and provide explanations for what is going on".

Theoretical Framework

Systems Theory

One of the theories which will inform this study is the Systems Theory. Systems theory is a transdisciplinary/multiperspectual theory that studies structure and properties of systems in terms of relationships from which new properties of wholes emerge. According to Rogers and Rogers (1976), an organization is a stable system of individuals who work together to achieve, through a hierarchy of ranks and division of labour, common goals. From an open system perspective, an organization is seen as an elaborate set of interconnected communication channels designed to import, sort and analyze information from the environment and export processed message back to the environment, when communication stops, organized activity ceases to exist and individuals uncoordinated activity returns", Hick (1967.) The Government, as an organization is a complex system and in view of this, it should not run the risk of communication failure.

According to systems theory "a system is a group of interrelated components working together toward a common goal by accepting input and producing outputs in an organized transformation process. The system concept underlies the field of information systems. The knowledge of systems concepts is vital to proper understanding of the technology, applications, development, and management of information systems or computer systems. According to the systems theory, an organization is a system of at least two people with interdependence, input, throughput and output. According to this theory, communicators cooperate to produce a product by using energy, information and materials.

Organizations as systems strive toward an equilibrium that constantly moves as the environment changes. Systems may attempt to establish equilibrium by controlling other systems; by adapting themselves to other systems; or by making mutual cooperative adjustments, adds James E Grunig and Jon White, (Cutlip 1994:pg. 198).

Although they contend that PR lacks an integral conceptual model or theory, according to critics of professionalism, they also agree that PR deals with relationships that

organizations build and maintain with publics. According to Darwin, paraphrased by Cutlip, 'It is not the powerful organizations that will survive in the new millenium, it is those able to adjust and adapt to a changing world ', PG 198.

Alexis S. Tan uses the elements in Farace, Monge and Russell's definition of an organization to define systems as follows;

First, an organization is a system. A **system** is a regularly interacting group of units or individuals who are **interdependent** and who are separated by a boundary from their surrounding environment. Alexis says that the components of a system need not be individuals; they can be small groups or larger collectivities of individuals. Boundary is defined as the outer limits of the system, which are usually defined by membership, by the space that the units occupy, or by the time required for the completion of certain tasks. A system should have at least one characteristic that separates it from the rest of its environment.

Alexis S Tan (1984) identified five characteristics of an organization in the definition by Farace, Monge and Russell;

Size

According to Alexis, it takes **at least, two people** to make up an organization. This is because, interdependence, another requirement of an organization, cannot occur with only one isolated individual. Organizations can range in size from two individuals, hundreds, thousands or even millions of members. However, as size increases, control and co-ordination of members, and distribution of information takes more time and effort in larger organizations compared to smaller organizations.

Interdependence

In the simplest form, interdependence means that the individuals making up the organization have to work **cooperatively and together** to accomplish common goals. This is what brought them together in the first instance.

Other implications of interdependence are that participants in an interdependent relationship **influence** each other, since the behaviour of one member is constrained or controlled by the behaviour of other members. This Controlling influence is sometimes

reciprocal and is frequently defined by position within the organization structure, such as when authority lines are clearly delineated (e.g. managers and subordinates);

- Members of an organization accept interdependence because they realize that their goal can be better obtained if they work together, within a given structure of authority instead of working alone as individuals.
- Individual behaviour constrained when a member is prevented from performing certain activities because they do not conform to the organizations operating procedures and goals
- Individual activity may also be enhanced when, through division of labour, coordination of effort, and guidance, individuals abilities are effectively directed toward the attainment of the organizations goals.

Inputs

The third characteristic is inputs into the organization. These could take many forms such as raw materials in a manufacturing plant, energy e.g. electricity into a power utility company, or information such as news reports that go into a news organization.

Throughputs

“Throughput” activity is the fourth characteristic of an organization. These activities were defined by Farace, Monge and Russell as “...passage of materials, energy, and information from point to point within the organization, up to exit.”

In the process of throughput, inputs are manipulated by the organizations members, so that some final “payoffs” to them can be realized. These could be in the form of salaries, satisfaction, or recognition.

Processes such as control and coordination within these organizations determine whether these payoffs was realized from manipulation of inputs.

Control processes also regulate how and when throughput activities are performed and include processes such as assigning work, implementing quality standards, and detecting and correcting errors.

Coordination is achieved by making each member of the organization perform specific tasks in harmony with others.

Outputs

This is the last component of an organization. Outputs are inputs modified by "throughput" processes that are returned to the environment. In mass media organizations, the outputs are the messages that are sent to the mass audience—newspaper, television newscasts, or advertisements.

In order to understand organizations, all five components have to be analysed.

One of the analytical models that can help us understand how organizations function and how individual member is affected by his or her organization is the Structural Functional analysis.

Structural Functional Analysis

Structural Functional Analysis looks at the structures within a system and their functions.

It defines a structure within a system as a pattern of activity that occurs with predictable regularity and that restrains or controls throughput activities and the resulting output.

Structures are defined by the physical properties of system, for example, size, determines the communication structure. Or rules of the system

Size Effect On The Organization

In very large organizations, communications activities are **rigidly structured**. Channels of communication open to an individual member are determined by the **hierarchy** in the organization. Communication in small organizations is **less structured**, with face-to-face encounters being more frequent than in large organizations. There are also **fewer rules** regulating the flow of information.

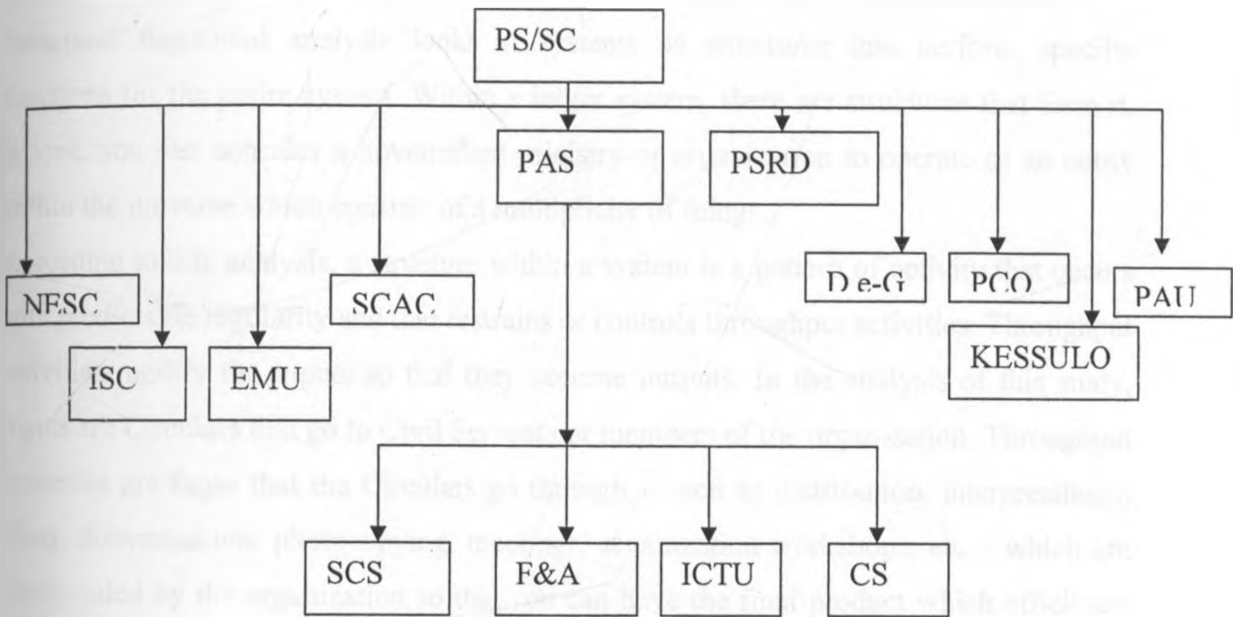
System structures are also determined by the; **Roles and norms** (accepted behaviour) within the organization e.g. relationships between managers and subordinates; the **Inputs into the system**, (e.g. flow of news reports into newsroom); Outputs from the system (e.g. how news is defined by a news medium); Environmental forces impinging on a system (e.g. public opinion on issues that are important to the medium).

Organizational structures or regular patterns of activity control on individual's behaviour within the organization and consequently the outputs of the system. How are the

behaviour of individual mass communicators regulated, constrained or otherwise affected by the structures of the organization to which they belong?

The point of departure is that an organization such as the Civil Service is a system with different structures—hence structural-functional analysis. But an organization is also part of a larger system that comprises its readers, the political, economic, social, technological international environment.

Fig.1.1 Cabinet Office Organizational Chart



Source: Adopted from Strategic Plan 2005-2009, Office of the President, Cabinet Office

Key:

- PS/SC Permanent Secretary, Secretary to the Cabinet and Head of the Public Service
- PAS Principal Administrative Secretary
- PSRD Public Sector Reform and Development Secretariat
- ICTU Information Communication Technology Unit
- KESSULO Kenya- Southern Sudan Liaison Office
- ISC Inspectorate of State Corporations
- F&A Finance and Administration
- SCS State Corporations Section
- CS Cabinet Secretariat
- EMU Efficiency Monitoring Unit
- PAU Policy Analysis Unit

An organization, here also referred to as a system, which is a regularly interacting group of units or individuals who are interdependent but who have at least one characteristic separating them from the rest of the environment. With such characteristics as size, input, throughput and output and interdependence, an organization or a system is formed.

Systems theory is therefore about the relationships that obtain when the five characteristics are analyzed. Organizations are systems that are best understood when all its five components are considered in the analysis (Tan: pg340) and discussed above.

Structural functional analysis looks at systems as structures that perform specific functions for the entire system. Within a larger system, there are structures that form it. Indeed, you can consider a government ministry or organization to operate as an entity within the universe which consists of a multiplicity of things.

According to this analysis, a structure within a system is a pattern of activity that occurs with predictable regularity and that restrains or controls throughput activities. Throughput activities modify the inputs so that they become outputs: In the analysis of this study, Inputs are Circulars that go to Civil Servants or members of the organization. Throughput processes are those that the Circulars go through – such as distribution, interpretations, filing, dissemination, photocopying, meetings, sensitization workshops, etc – which are manipulated by the organization so that you can have the final product which efficiency in work performance or adherence to regulations or implementation.

Each structure performs a certain role which is distinct but is also related to the others performed by the other structures. A member of the Civil Service is therefore likely to be influenced by the information he gets from his supervisors or other sources of information, and his performance based on the same was the bases of the evaluation of his or her performance and the final achievements of the set performance targets.

A Systems Perspective

According to Cutlip (1994), discussions on changes and their impact on organizations suggests a systems perspective to Public Relations. Systems perspective applies because mutually dependent relationships are established and maintained between organizations and their publics. Cutlip employs concept and propositions from systems theory in the concept of adjustment and adaptation as well as their definition of PR. The simplest definition of a system is a set of interdependent parts.

“A system is a set of interacting units that endures through time within an established boundary by responding and adjusting to changes pressures from the environment to achieve and maintain goal states. In PR, a set of interacting units includes organizations and the publics with which it has or will have relations; they are somehow mutually affected or involved. However, specifications of organizations publics’ interactions rather than physical closeness of components identifies systems. In other words, an organizations publics system consists of the organization and the people involved either or affected by the organization.

A different system boundary must be defined for each situation and problem. Organizations must continually adjust their relationships with publics in response to an ever changing social milieu.

System theorist define the environment as anything that generate changes pressures-information, energy and matter on a system. Change pressures on organizations-public systems comes from many types of environment c sources. In turn organizations publics’ relationships changes in response to these environmental pressures. If they do not change, old relationships become dysfunctional because the organization acts and reacts in a way inappropriate to the new circumstance. I f unmanaged and non-purposive in their response to environmental changes, systems tend to degenerate to maximum disorder, what system theorist call “entropy”. In social systems, this means that co-ordinates behaviour to attain mutually beneficial goals is no longer possible. In effect, systems

break up. PR is charged with increasing organizational relationships in tune with the mutual interests and goals of organizations and their publics.

Subsystems and Suprasystems

The organization itself is composed of a set of interacting units. From this perspective, an organization can be viewed as a system. Because organizations exist in dynamic social settings, they must modify internal procedures and structure themselves in response to changing environments. In absence of these, they become out of step with the world around them.

Because organizations –publics exist in changing environments, they must be capable of adapting their goals and relationships to accommodate pressures from their complex and dynamic settings, Cutlip et al (1994).

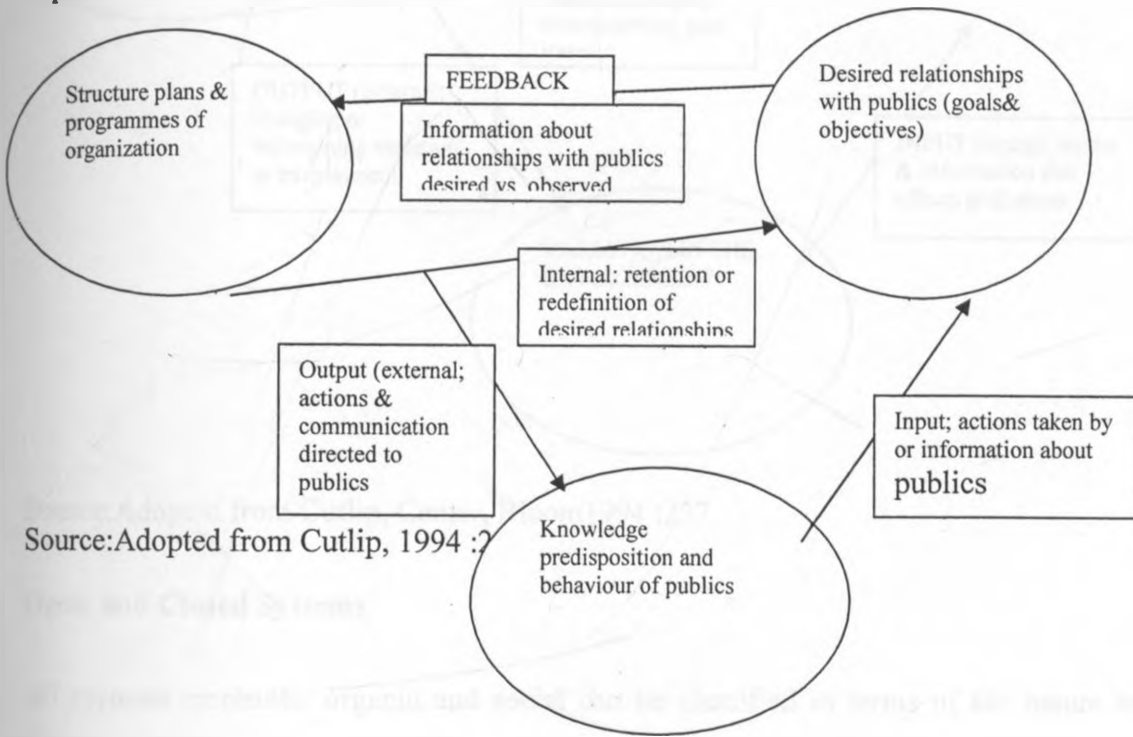
All elements of a system are interdependent and mutually influenced by forces in their environment. In short, communication when it occurs, results from a complex reciprocal process in which communicators try to inform, instruct, and persuade within the contexts of their relationships and the larger social setting.

Communication affects and is affected by the social setting. Communication occurs as a structured process within evolving systems of related components and activities. Social systems include families, groups, organizations and all kinds of collectivities that are the same time producers and products of communication. Successful group decision making requires accomplishing for tasks (I) developing an adequate and accurate assessment of the problem, (ii) developing a shared and complete understanding of the goal and criteria for success (iii) agreeing on the positive outcomes of decisions and (iv) agreeing on the negative outcomes of decisions.

“Decision making effectiveness, therefore, depends in the extent to which members communication helps achieve these group functions”, Cutlip et al (1994). Organizations however do impose additional layers of complexity and constraints on communication.

Fig. 1.2

Open Systems Model of Public Relation

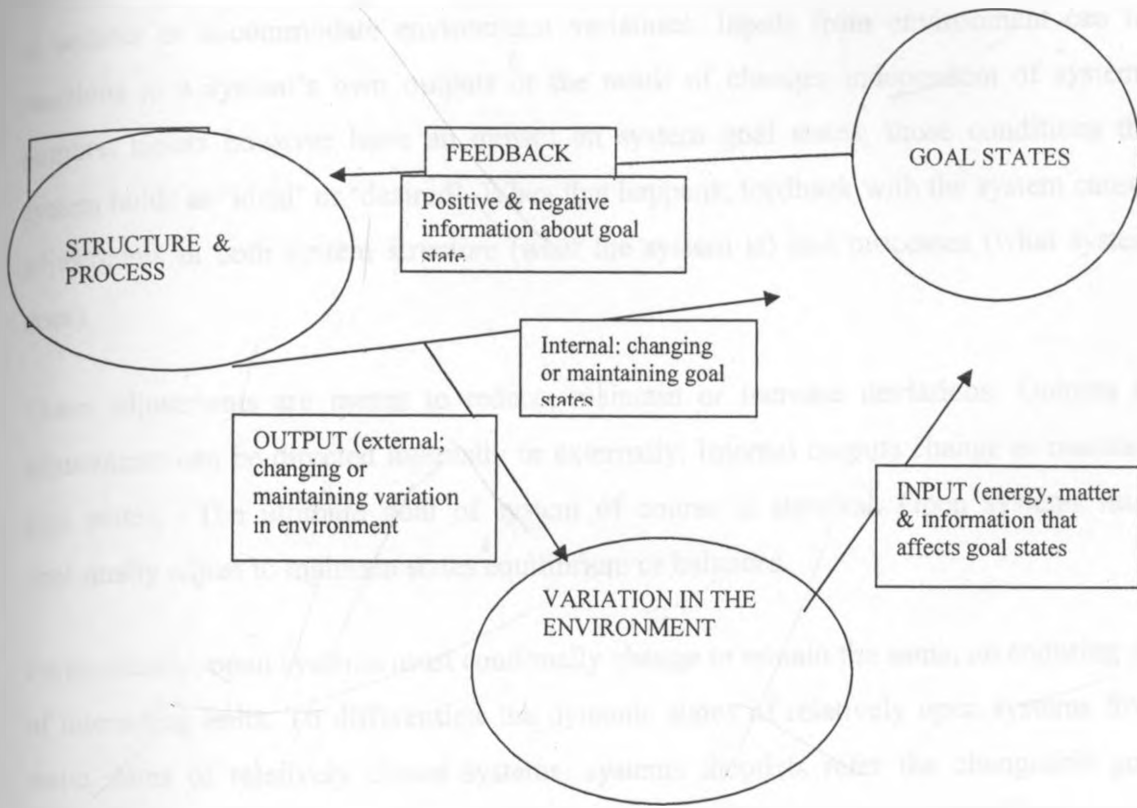


Source: Adopted from Cutlip, 1994 :2

Source: Adopted from Cutlip, Center, Bloom 1994 :237

Fig.1.3

Open Systems Model



Source:Adopted from Cutlip, Center, Bloom1994 :237

Open and Closed Systems

All systems mechanic, organic and social can be classified in terms of the nature and amount of interacting with their environments. Closed systems have impermeable boundaries so they cannot exchange matter, energy or information with their environment. Open systems on the other hand, exchange inputs and outputs through boundaries that are permeable.

Social systems however cannot be completely closed or totally open, so they are either relatively open or relatively closed. The extent to systems are closed is an indication of their insensitivity to their environments. Closed systems do not adapt to exchange and eventually disintegrate. On the other hand, open systems depend on interchange with its environment.

Peters and Waterman (Cutlip, 1994; pg. 212) noted this open tendency in successful corporations; concluded that innovative companies are especially adroit at continually responding to channel of any sort in their environments. Open systems adjust and adapt to counter or accommodate environment variations. Inputs from environment can be reactions to a system's own outputs or the result of changes independent of systems outputs. Inputs however have an impact on system goal states, those conditions the system holds as 'ideal' or 'desired'. When that happens, feedback with the system causes adjustments in both system structure (what the system is) and processes (what system does).

These adjustments are meant to reduce, maintain or increase deviations. Outputs of adjustments can be directed internally or externally. Internal outputs change or maintain goal states. The ultimate goal of system of course is survival. Open systems must continually adjust to maintain states equilibrium or balances.

Paradoxically, open systems must continually change to remain the same, an enduring set of interacting units. To differentiate the dynamic states of relatively open systems from static states of relatively closed systems, systems theorists refer the changeable goal states as homeostasis; the term is used to avoid the static connotation of equilibrium and bring out the dynamic, processual, potential-maintaining properties of basically unstable systems. According to theorists, the term homeostasis does not imply something set and immovable, as stagnation, but rather, "a condition which may vary". Homeostasis refers to goal states that, while relatively stable, are subject to change as a result of system inputs.

Structures and processes may change even if goal states do not and vice versa. Systems then can adjust and adapt their goals, structures and processes, depending on the kind and amount of feedback.

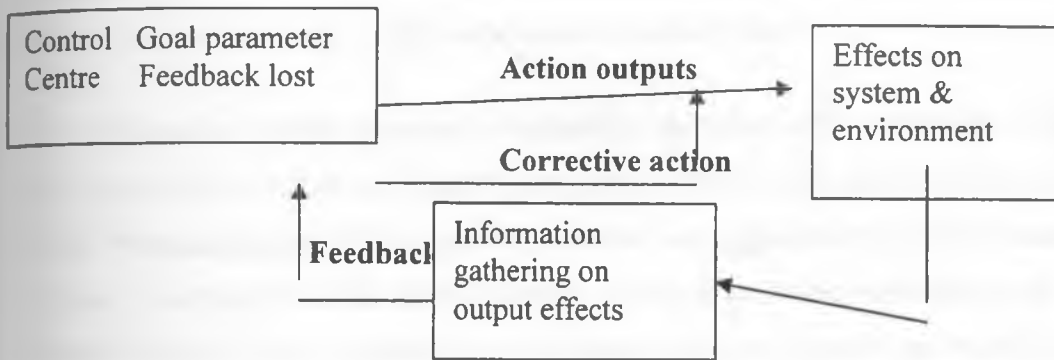
The study of this input-output self regulation process in systems is referred to as cybernetics. Buckley's general cybernetics model portrays what tends to occur or would occur (were it not for complicating factors) in goal seeking systems, Cutlip (1994pg.214).

The model contains the following elements;

- Goals established in a control centre
- Outputs related to the goals, which have impact on the state of the system and its environment
- Feedback to the control centre on the effects of the output
- A comparison of the new system states with the general state
- Control centre determination of the need for corrective output

Fig. 1.4

General Cybernetic Model



Source: Adopted from Walter Buckley: *Sociology and Modern Systems Theory* 1973:173

Morphogenesis refers to changes in the structure and process element in the open system model

Sophisticated open systems monitor and in some cases actively probe their environments to detect and predict changing conditions. Closed system approach and open system emphasize the primary role of communication in social system. As Buckley put it, "the interactions characterizing higher levels of systems come to depend more and more on the transmission of information, a principle fundamental to modern complex system analysis, (Cutlip, 1994:pg. 222).

According to Cutlip (1994), the open system model of PR calls for research skills to monitor publics and other environmental forces, as well as forces within organizations.

Shawn and Werner, based on their work for Bell Telephone Laboratories in the late 1940s, came up with a communication model that consists of information, source, message, signal, channel and receiver or destination. According to this model, "technical problems arise when the signal or channel limits or distorts the message being transmitted from the source to the sender.

Werner wrote, "the question to be studied in a communication system have to do with the amount of information, the capacity of the communication channel, the coding process that may be used to change a message into a signal and the effects of noise".

Technology is changing our notion of media especially concepts of "mass media". As one scholar concluded, "the net effect of these technologies was to make channels and the kind of content they carry, differently available to the public".

An organization's most important relationships are those with employees at all levels. The terms internal publics and employees public refers to both the supervisors as well as those being supervised. These publics represent an organizations greatest resource, its people. According to Alvie Smith, Director of Corporate Communication at the General Motors (Cutlip, 1994), two factors are changing employee communication and enhancing management's respect for this part of PR task;

- The value, the teamwork and commitment by employees in achieving bottom-line results. These positive aspects of worker behaviour are strongly influenced by effective, way of life interactive communication throughout the organization
- The need to build a strong manager communication network, one that makes every supervisor at every level accountable for communicating effectively with his or her employees. This needs to be more than just job-related information and should include key business and public issues affecting the total organization.

In Smith's view, organizations miss out on sizable share of their human resource potential because they do not put high priority on effective, two-way communication as the foundation for management employee relations and overall job performance.

"The ugly truth is that employee disloyalty, and lack of commitment to organizational goals may be costing American businesses more than \$50 billion a year," Cutlip, 1994: pg 261).

Apple Computer, for example sees employees communication as a key factor in maintaining a wide open progressive work environment as well as the most important channel of keeping a far-flung, empowered and decentralized organization aligned and co-ordinated.

"Effective employee communication develops a climate of trust working relationships characterized by at least several conditions; Candid information flowing freely up-down and sideways; Satisfying status and participation for each person; Continuity of work without strife; Healthful surroundings; Success for the enterprise; Optimism about the future

Opinion Research Corporation (ORC) has tracked employee opinion of organizational internal communication since 1950. "The goals of employee communication are to establish and maintain mutually beneficial relationships between an organization and the employees on whom its success and failure depends: Cutlip (1994)

ORC found that , large majorities consistently give their organizations Favourable scores on credibility, but less than half say their organizations do a good job of letting them know what is going on, or downward communication.

The Wyatt Company Survey of Corporate readers of it employee communication newsletter identified "help employees understand business direction/mission" as well as the number one objectives of employee communication programmes. Employee publics, bulletin boards, group meetings personal handbooks and memos are the most frequently used media for management communication directed to employees.

"Even in the age of fax, email and cellular phones, letters remain the backbone of internal and external communication: letters support line communication by ensuring accuracy of information, pointing out what is important and newsworthy in organizations affairs and adding importance to line communication," Cutlip (1994).

The normal flow of letters and memos constitute an important and influential means of communication, says Cutlip... According to Cutlip, grapevine will fill the information gaps left by inadequate communication programme. The informal, uncontrolled channels will take over where the formal, controlled channels stops. It is quickest but sometimes it is actually harmful. The word travels far beyond the local group, becoming more and more distorted as it spreads.

The job of staff officers is to advise top officials and support and assist line officers. Line staff management model originated in the military-line. Line functions-production and engineering, production and. Staff function-advises and assist line executives; finance legal human resource and PR.

Two-Step Flow Theory

The significance of this theory to this research project on communication using Circulars is the findings that, the two-step flow of message through diffusion from one person to another by word of mouth shows that there is a lot of distortion of messages. Studies in interpersonal diffusion of news (Senator Taft's death, Alaska's statehood, the Kennedy assassination) as they moved from the media to the secondary stage of the two step-flow and the Revere studies also revealed distortions. The significant factor being that when news moves from person to person, it is likely to be to be badly distorted. Hence the need to ensure that information contained in Circulars reach individual Civil Servant directly rather that through the grapevine.

Accordingly, if social diffusion is not accurate and reliable, the importance of direct contact with the medium by every member of the audience is obvious. This was the case with the simple medium used by the Revere studies. These findings form a justification for the need to explore whether Personnel Circulars emanating from management directly reach every member of the audience.

Most Personnel Circulars come with instructions such as "with sufficient copies for all Heads of Department/Sections" and is cascaded down the hierarchy with instructions such as "circulate among members of staff for information", etc. Many Circulars are addressed to Permanent Secretaries/Accounting Officers and often target workers

towards "improvement of their work performance and service delivery," as well as to "supercede all previous...Circulars." The majority of the Circulars, even those uploaded on the DPM websites are stamped "Confidential". Any new Circular issued to Civil Servants supercedes all previous ones with regard to the specific subject matter.

A Circular, signed by the PS Ministry of State for Public Service was released to the relevant Ministry/Department, who then forward it by cover letter to the Department/Section Heads for circulation to workers. The question then remains, how does this circulation proceed? Is there "direct contact with the medium by every member of the audience, (Shearon and DeFleur, 1995.)

Communication within the Civil Service, in the larger Public Service is also structured according to hierarchy. The Permanent Secretary, Secretary to the Cabinet and the Head of the Public Service is responsible for communication of Executive directives, COR (revised 2006).

Civil Service operations are governed by various policies, work procedures and guidelines, which have been developed and reviewed over time, and which, guide the Civil Service in its day-to-day operations. The regulations which guide the Human resource function are contained in several documents among them Personnel Circulars. This function is managed by the Public Service Commission of Kenya, the Directorate of Personnel Management (DPM), Treasury and Authorized Officers. One tool for enhancing performance in Civil Service is the Staff Performance Appraisal System in Civil Service, which is a function of the Public Service Commission. DPM principle role is to provide advice, policy guidelines and assistance to Ministries/ Departments on HR matters.

The accounting officers are responsible for ensuring that all officers in their ministries/departments who are charged with any accounting or financial duties have available to them a copy of these regulations and procedures and that they are fully acquainted with them in so far as they relate to their duties.

Whenever any of the regulations and procedures are amended or amplified, this is communicated via relevant Circulars, COR (2006). However, despite the recognition that

communication is vital to an organization, the only place where communication is covered in the Code of Regulations is under Section D- Correspondence: Publication and Printing, which actually only deals with general correspondence, press coverage broadcasts and communication , yet it does not mention internal communication to staff.

The focus of this study therefore is whether the use of Circulars especially to communicate new guidelines is effective at reaching the target audience.

Gate-keeping Theory

The Gate-keeping theory of mass communication, posited by Schramm, Shaw et al, argues that whenever communication is being transmitted through various channels. It passes through gates where the message is scrutinized hence altering it. .In this study, in the case of Personnel Circulars being issued to Civil Servants scattered all over the country, through the hierarchical bureaucracy of Civil Service, are there players who take on a 'gate-keeper's' role? In PR, most communication is mediated, although PR also uses direct media, where the content is wholly controlled. In the advent of new media however, it has now become possible to circumvent these channels, such as when information is posted directly onto an organization's website.

Do the officers who transmit the Circulars play a gate-keeping role? Does an officer's level or seniority have a relationship with access to Circulars? What other method do officers apply to get Circulars? Most studies have concentrated on the flow of communication rather than the communication effectiveness of channels.

Ecological Approach

This approach introduces the concept of ecology to Public Relations. This concept helps understand that PR deals with the interdependence of organizations and others in their environment. In this perspective, PR's essential role is to help organizations adjust and adapt to changes in their environments, Cutlip (1994).

Models of Communication

Harold Lasswell in 1948 in "The structure and Function of Communication in Society" gives the following functions of communication; Surveillance-where communication informs the community about threats and opportunities by scanning the immediate environment and faraway environment.

Correlation of the components of society in making a response to the environment. That the continued existence of a community depends on how effectively it can adapt to its

environment hence Civil Servants need communication to be able to adapt to the reforms being introduced into their environment.

Adaptation requires some form of response to the environment. For the response to be effective there must be a concerted effort from members of the community. There must be some agreement or consensus on what response should be and then some cooperation in carrying it out. According to Lasswell, communication accomplishes this. Accordingly, if the Government fails to communicate with the Civil Servants, the reforms cannot be successful.

Only through communication can the environmental problem be understood and consensus regarding the appropriate response is reached.

Third- transmission of the social inheritance- that for a community to survive, its members must share common values and must agree on what behaviours and roles are appropriate. The process by which members of a community are taught appropriate values, behaviours and roles is called socialization. Communication is necessary for socialization, as for example the Government to its polity, school to its students and for the purpose of this project, the Government to Civil Servants.

Laswell also analysed communication at the societal level and asked the question "what does communication do for a community? Communication is transactional. The communicator initiates and the receiver subsequently can decide whether to participate in the transaction. The major objective of the communicator is the preservation of its system. This relationship could be interpersonal, a social group or institution and its members, such as a Government and its employees. From the viewpoint of the receiver, the major objective is adaptation to the system and to maximize reward and minimize punishment. The receiver was long to an ongoing social system. Continued participation in that system (assuming there is a desire for such) will depend on how well the receiver can adapt to its requirements. (Alexis S. Tan, 1984: pg 71)

Different scholars have come up with various models over time. Their analysis vary depending on the approach taken. Some scholars have used Mathematical approach like Shannon Weaver. Others use Sociological Approach, Psychological Approach and

Combined and/or General Approaches. Here is an analysis of the commonly used models in analyzing the Communication process.

THE LASSWELL MODEL

One of the communication models which advocates for research in the medium of communication or channel is the Lasswell Model developed by Harold D. Lasswell in 1948. Harold Lasswell's "Who Says What In What Channel to Whom with What Effect?" Communication Research model with each component corresponding to a prime media research area, identifies medium analysis-channel credibility studies as a distinct area of communication research.

He argued that an act of communication should answer the following questions:

Who – communicator

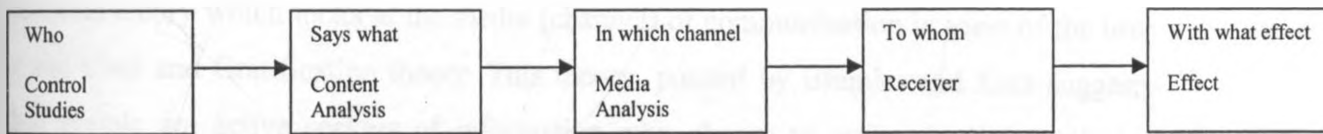
Says what – message

In what channel – medium

To whom – receiver

With what effect – effect

Fig.1.5



Source: Adopted from Lasswell:1948

This became known as the Lasswell formula. The formula can be used to point out distinct types of communication research e.g.

“Who”- control studies-source research, credibility studies-suggests that we should analyze the speaker, the reporter or medium owner.

“Says What” - content analysis-suggests that we should examine the content of the message being carried over a medium during the communication process.

“In What Channel” - media analysis-channel credibility studies, Gatekeeper studies-suggests that we should analyze the medium itself.

“To Whom” - audience analysis -suggests that we need to examine the audience for this particular content.

“With What Effect”- – effect analysis- Media effect studies- suggests that we should explore the impact the media exert on audiences and society.

Thus, as Laswell suggested, this study will analyse the media-channel of communication in the Civil Service, specifically the Circulars medium.

Communication Theory

According to Werner, Asby and Deutch (1952), communication theory is centered on information flow and structures as units of analysis. Concern was clarity of the channel that carries message from the sender to receiver. That various distortions can hinder flow. Karl Deutch and others were concerned with information as a basis of decision making in organizations argued, “...for the need of efficient external and internal communication structures to ensure a free flow of information.” That “organizations draw their nourishment from information”. They depend for their life on networks and systems of communication that makes it possible for many people to work in concert. It is this flow of information that binds an organization together into a single coherent unit’, Leavit et al (1973, pg. 57).

Uses and Gratification Approach

Another theory which looks at the media (channel) of communication in view of the user is the Uses and Gratification theory. This theory, posited by Blumler and Katz suggests that people are active seekers of information who choose to read or watch particular magazines or programmes because they expect that medium to supply them with a part of their actual needs. McQuail et al (1972) identifies these needs as falling into four categories; diversion, personal relationships, personal identity, surveillance. McQuire added that needs could be ‘cognitive’, ‘affective’, that audiences could be passive consumers of media, or may be driven by ‘internal’ or ‘external’ goals and that they may be seeking ‘growth’ or ‘stability’, McQuail (2000). PR practioners thus recognise that there is need to understand the complex and different ways which people use medium, and use this approach to think about the state of mind of the media user and try to match the medium and the message to meet their needs.

CHAPTER THREE

3.0 METHODOLOGY

3.1 Research Design

This project proposes to use the Survey methodology. The study is an exploratory survey as there are very few research studies in internal communication in the larger Public Service but none on internal communication in the Civil Service in Kenya. The study will also be descriptive in as far as it will attempt to collect data to answer questions concerning current status of the study subject, Mugenda & Mudgenda (2003:160)

According to Seitel (1987), most research in PR involves at least of the following techniques: fact finding, opinion survey, and motivational studies. Fact-finding consists primarily of reading and filling material that in any way realities to the industry. Surveys, however, go beyond mere fact finding and attempt to identify what people think about a firm, its employees or its products. Survey research attempts to expose real perceptions of a representative sample of publics. A motivational or attitude research explores in-depth why people feel the way they do. Paul H. Alvarez also concurs on the use of Survey methodology in PR, saying that the most popular methods of research are the Survey, the focus group and communication audits. The survey consists of the sample, the questionnaire, the interviews and the analysis of results.

“A research design is the arrangement of conditions for collection and analysis of data in a manner that aims to combine relevance to the research purpose with economy in procedure,” Kothari, 2004. This is the conceptual structure within which research is conducted and it constitutes the blueprint for the collection, measurement and analysis of data.

3.2 Population and Sampling Procedures

The target population are the Civil Servants, distributed in 27 Ministries and six (6) Government Departments, to whom the results will be generalized, The survey population were the 272 Civil Servants in the Cabinet Office, Office of the President,(Cabinet Office Strategic Plan2005-2009:13) and the study was carried out in its composite Departments. According to Mugenda and Mugenda (2003), large sample sizes

may be required where the “accessible population is highly heterogeneous on the variable under study.” Government Ministries/departments are largely homogeneous in terms of structures as well as on formal communication channels. A random sample of 100 Civil Servants was drawn from the departments in Cabinet Office. According to Mugenda and Mugenda (2003), ‘Gay suggests that for correlational research, 30 cases or more are required: for descriptive studies, ten percent of the accessible population is enough...’ Apart from the general Civil Servants in the rank and file, the questionnaires was also be administered to 20 Personnel Officers and Public Relations/Public Communications Officers in order to get a representative sample and ensure validity of results by reducing the sampling error (Mugenda&Mugenda2003:42), since normally a Ministry has one or two officers from this cadres. These groups of cadres are directly involved in internal communication in the Ministries by virtue of their duties and responsibilities and their responses was key to the findings. Being also responsible for communication their responses was interesting and this will avoid any biases by such interested parties from filtering into the responses of the general cadres. Two officers in each of these categories were interviewed to make a total of 6 respondents and their findings compared to the rest of Civil Servants.

This was a qualitative research that used a multistage sampling procedure as part of purposive sampling. Purposive sampling allows the researcher to use cases that have the required information with respect to the objectives of the study (Mugenda & Mugenda 2003:50). The sample was drawn from subjects within job groups H-R because these are the officers targeted in the Performance Appraisal reporting system. Purposive sampling was also used as part of multistage sampling procedure to select Public Relations Officers and Personnel Officers for the study. The sample was then drawn within these subjects range from across different cadres and different Job Groups in the accessible population. The purpose of the study was to get in-depth information. Random sampling was then used to obtain the actual sample cases.

3.3 Data Collection Procedures

There are two types of data; (i) Secondary Data and (ii) Primary Data

Primary data was collected from respondents using a self-administered questionnaire and discussions with key informants while secondary data was collected through literature

reviews of government publications, research in libraries and the internet. The questionnaire was pre-tested before it is administered to the respondents and the findings taken to account in doing the final questionnaire.

Secondary Data is data which, though applicable to the study at hand, were not originated for the purpose of the study but for some other purpose. The two main sources of secondary data are (i) internal sources, originating from the firm for which research is being done. For this study, this will include Government publications, file records, etc

(ii) External sources from literature, past researches, journals etc.

Primary Data is the data which was originated by this researcher for the purpose of investigating the internal communication channels in Civil Service, specifically Circulars. Unlike secondary data, primary data collection involves both observation and communication with the study units. For the purpose of this study, primary data was collected using questionnaires administered to the respondents. The questionnaire was structured and multiple choice given for ease of coding. In a few cases, space was provided for any alternatives, which may not be covered by the choices given.

Unit of analysis

The unit of analysis was the individual employee and the Circular as a communication channel.

Data Collection Tools

Data was collected using a structured or close-ended questionnaire, which was self-administered. The printed questionnaire was distributed randomly to the respondents. As discussed above, the respondents were purposively limited to Civil Servants in the managerial and technical levels, and support staff, that is, from Job Group 'H' and above. However, Officers at Policy level, starting from Job Group 'S' and above, including PS's were not interviewed as these are the Authorized Officers and policy makers and in whose responsibility internal communication is vested. The other levels are chosen because the Performance Appraisals Forms, GP 247 (Revised 2006) which is used to appraise the performance of Public Servants, as part of the reforms, is currently being applied to Officers in Job Groups 'H' and above in Civil Service in the initial stages of the

implementation of the Performance Appraisal System in Public Service, (Guide to the Performance Appraisal System GP 247 (Revised 2006) in the Public Service).

3.4 Data Analysis Procedures

Data was coded and presented in terms of frequencies and percentages as per the categories of respondents against the variable and analyzed by statistical methods specifically using the Statistical Package for the Social Sciences (SPSS.) Findings from the questionnaire were augmented by face to face interviews with key informants in the selected Ministries and secondary data obtained through library and research on the internet.

3.5 Data Presentation

Qualitative data once collected was summarized and presented by use of quantitative statistical methods including percentages, frequencies, tables and graphs. Findings from the research questions were discussed. Descriptive statistics was used to describe the sample results and the findings generalized to the rest of the population.

3.5 Site Selection and Description

The research was carried out in the Cabinet Office, Office of the President based in Nairobi, at headquarters and respective departmental among the Civil Servants. From other ministries, 10 Public Relations Officers and 10 Personnel Officers were also interviewed. Questionnaires were hand delivered and later collected from among Staff in these offices.

CHAPTER FOUR

4.0 DATA ANALYSIS, PRESENTATION

4.1 Introduction

Presented in this chapter are the findings of the data analyzed together with their interpretations. The data presented in this chapter were processed thematically and organized into subtopics that reflect the different questions that were posed to respondents. Demographic and other general information about respondents who participated in the study are presented first, followed by findings on the research objectives as given by the different respondents who participated. The results from this study were very many and it will not be possible to present every result (Mugenda & Mugenda 2003: 150). Accordingly only the main results with regard to the research objectives and research questions are presented and a summary of the key findings given. Respondents are divided into two categories: the key informants and the general respondents. These two categories were asked different questions and this research presents the findings differently commencing with information given by general respondents and giving the insight by key informants at the end of the results section. The researcher considered three different key informants, HRM/Personnel, Administrators and Public Relations Officers.

In the study, 92 respondents participated. A total of 120 questionnaires were distributed, 92 were returned. The response rate was 71 per cent which is over and above 50 per cent regarded as desirable by Babbie (1990).

The Survey was carried out in the Cabinet Office for a period of three weeks during which questionnaires were hand delivered and collected.

The survey took into account such details as length of employment, gender, age, working station, seniority and line of work or designation.

The questionnaire was pre-tested among a few subjects drawn from the accessible population, revised and then distributed to Civil Servants between Job Group H and R, leaving out policy level Government Officials and lower levels' staff in the month of September, 2007.

4.2 RESPONDENTS' DEMOGRAPHIC DATA

The demographic data from the 92 respondents is summarized in the table below; The study established that the majority of staff in Cabinet are men representing 60 % (Table 1). The study also revealed that most of the staff are between the ages of 31-50 years, with 42% aged 31-40 and 46% aged 41-50 years (Table 2). The purpose of finding out the age variable is that this is important especially in preference and adoption of new channels of communication.

Table 1: Age Distribution of respondents in years

		Age			
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	21-30	5	5.4	5.4	5.4
	31-40	39	42.4	42.4	47.8
	41-50	42	45.7	45.7	93.5
	Over 50	6	6.5	6.5	100.0
	Total	92	100.0	100.0	

Source: Primary Data 2007

Table 2: Gender distribution of respondents

		Gender			
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Male	55	59.8	59.8	59.8
	Female	37	40.2	40.2	100.0
	Total	92	100.0	100.0	

Source: Primary Data 2007

The study revealed that out of the 92 respondents, most, 30% or 28 respondents had degrees, followed by diploma holders 28% or 26 respondents, 15% had masters, 14% secondary education while 1 respondent had elementary education, (Table 3.)

Table 3: Respondents distribution per highest level of education

		Highest Level of Education			
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Elementary/Primary	1	1.1	1.1	1.1
	Secondary School	13	14.1	14.1	15.2
	High School	10	10.9	10.9	26.1
	Diploma	26	28.3	28.3	54.3
	Degree	28	30.4	30.4	84.8
	Masters	14	15.2	15.2	100.0
	Total	92	100.0	100.0	

Source: Primary Data 2007

Findings further indicated that most of the respondents had worked for over 20 years 32% or 29 out of 92 respondents, followed by those who had worked between 16-20 years 25% or 23 respondents. The least had worked for less than 5 years, 10 respondents or 11%, (Table4).

Table 4: Respondents distribution as per length of service

		How Long have you worked in the Civil Service			
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Less than 5 years	10	10.9	10.9	10.9
	5 to 10 years	12	13.0	13.0	23.9
	11 to 15 years	18	19.6	19.6	43.5
	16 to 20 years	23	25.0	25.0	68.5
	Over 20 years	29	31.5	31.5	100.0
	Total	92	100.0	100.0	

Source: Primary Data 2007

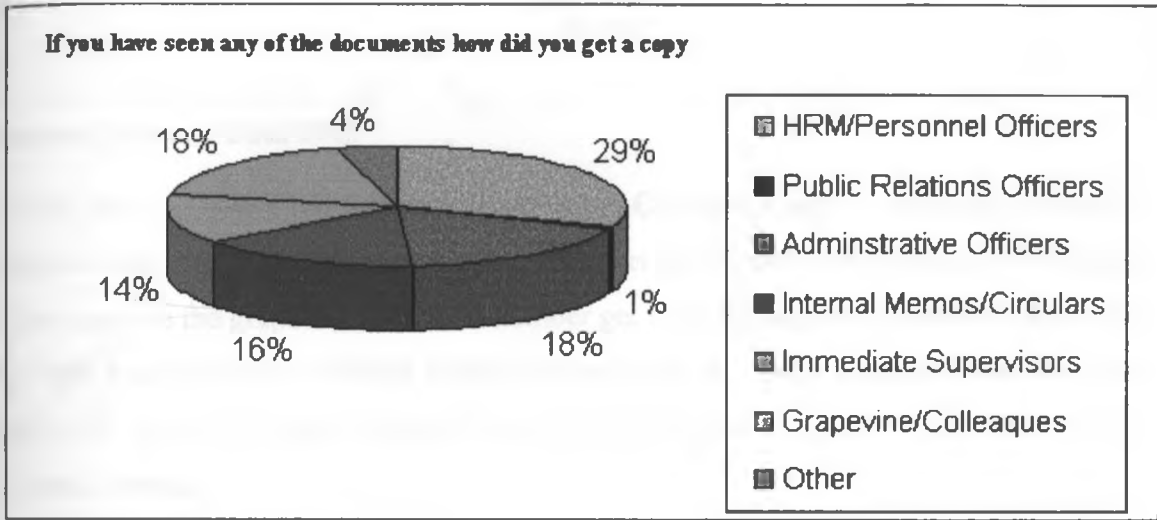
The study revealed that 50% of respondents were based at the headquarters, 36 % at departments within the headquarters while 14% were based outside the headquarters. The purpose of this was to establish whether physical location was a variable in receiving Circulars.

4.3 COMMUNICATION FLOWS AND GAPS

4.3.0 FLOW OF PERSONNEL CIRCULARS

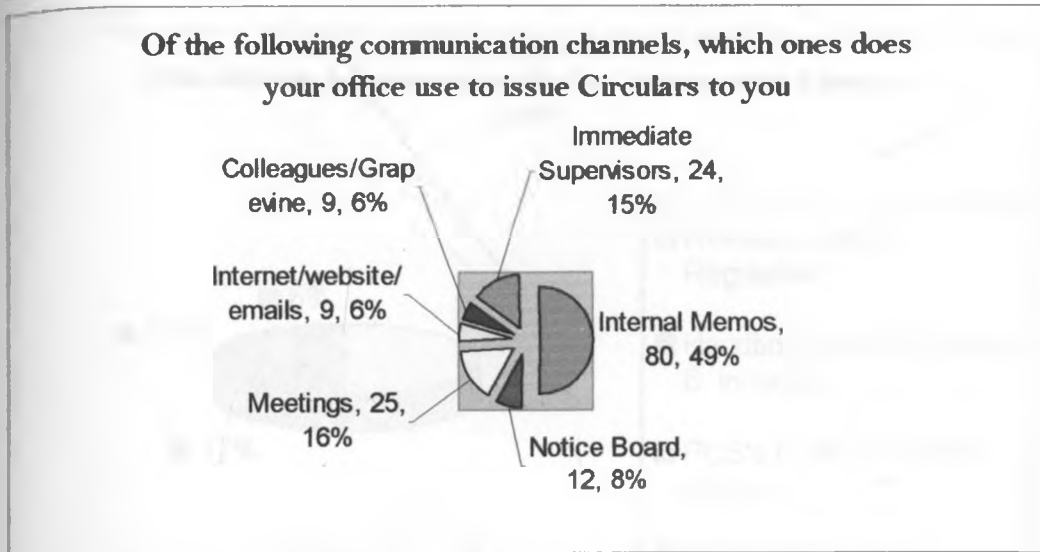
The study established that Circulars flow to Civil Servants downwards through the following officers; HRM/Personnel Officers, 29%, followed by Administrative Officers 18%, Grapevine/Colleagues 18%, Internal Memos/Circulars 16%, Immediate Supervisors 14%, Other (including library) 4% while only 1% got them through Public Relations Officers Chart 2.

Chart 1: Respondents on how they get copies of Circulars



Source: Primary Data 2007

Chart 1 (a) : Respondents on which channels are used in their offices to issue Circulars

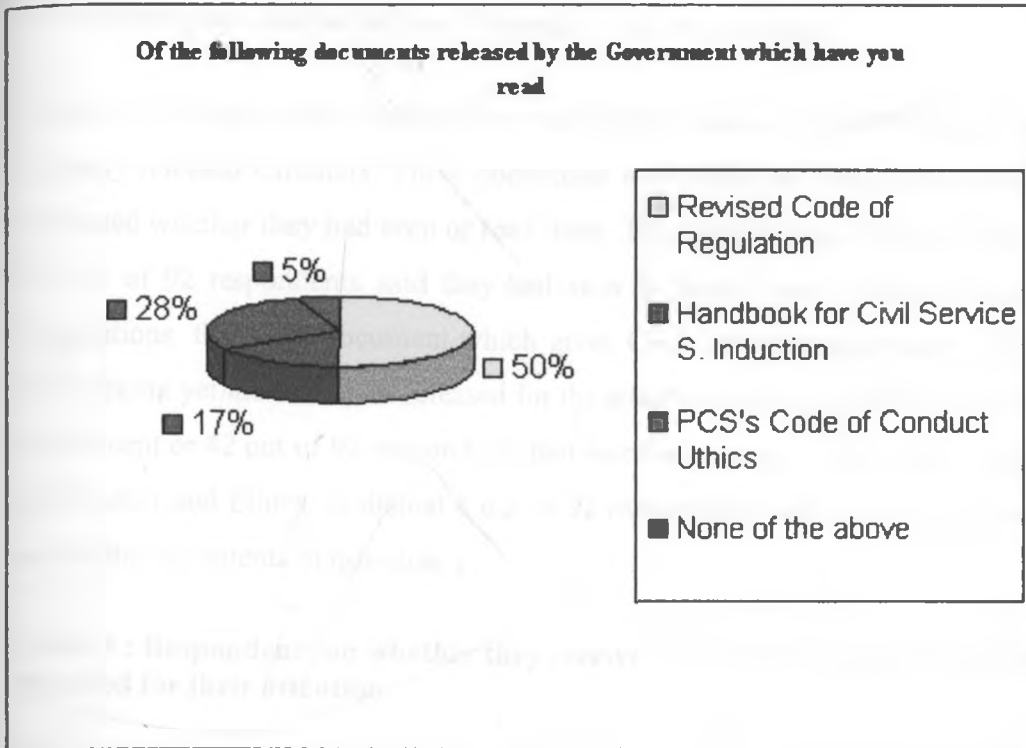


Source: Primary Data 2007

On the issue of how Civil Servants get selected Circulars Chart 2 , findings in Chart 1 revealed that only about 29 per cent, or a third get them from HRM/Personnel Officers , 18 percent use the grapevine, the same number get them through Administrators followed by 14% who get them through immediate supervisors . Only 1 percent said they get copies of circulars through Public Relations Officers and the rest 4% use other means such as libraries.

The study revealed that only 16% get these documents through Circulars/Memos/letters. The study looked at specific Circulars in **Chart 2**, and sought to know hoe staff got copies of these documents. This means that there are gaps in the process of Circulars cascading down to staff, and this is filled in by an evidently active grapevine, which makes up 18% of the sources Chart 2.

Chart 2: Respondents on which documents released by the Government they had read/seen



Source: Primary Data 2007

The study found out that 50% had seen/read the Revised Code of Regulations compared to 28% who had seen/read the Public Service Code of Conduct and Ethics, 17%, Handbook for Civil Service Induction and 5% who said they had seen none of the publications.

4.3.1 GAPS IN COMMUNICATION

Findings from the study indicate that there exists gaps in the communication process and flow of Circulars to Civil Servants. **Table 5** below, shows that the majority of the respondents 40% or 37 of the 92 respondents and a similar number asked if they receive all Circulars released by DPM and intended for their attention answered in the negative ('No") and 'sometimes', while only 12% said 'yes' and 8% said they were not sure.

These sentiments seem to be confirmed findings in **Chart 3** whereby only 44% said they learn of release of new Circulars through Memos/Circulars with 21% learning of it through the grapevine/colleagues, 8% media, and 4% websites.

Chart 2 discussed earlier, shows what respondents said on whether they had seen or read recently released Circulars. Three documents were cited and respondents were asked to indicate whether they had seen or read them. The study revealed that only 83 percent or 76 out of 92 respondents said they had seen or read a copy of the Revised Code of Regulations, the basic document which gives Civil Servants guidelines and procedures for working yet the book was released for the attention of all Civil Servants. Further, only 48 per cent or 42 out of 92 respondents had seen/read a copy of the Public Servants Code of Conduct and Ethics. A dismal 8 out of 92 respondents said they had not seen or read any of the documents in question.

Table 5 : Respondents on whether they receive all Circulars released by DPM and intended for their attention

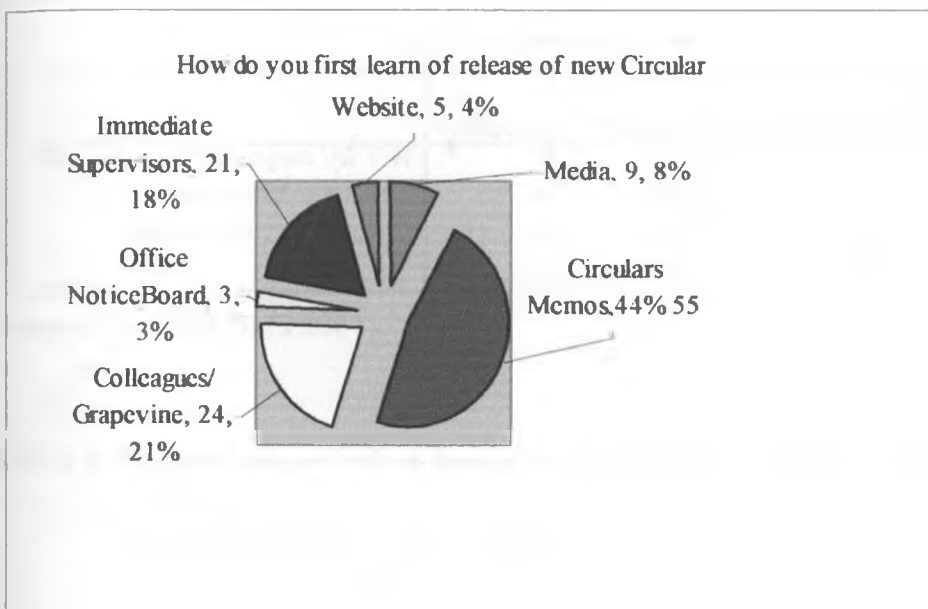
Do you receive all Circulars released by DPM and intended for your attention

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Yes	11	12.0	12.0	12.0
No	37	40.2	40.2	52.2
Sometime	37	40.2	40.2	92.4
Not Sure	7	7.6	7.6	100.0
Total	92	100.0	100.0	

Source: Primary Data 2007

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Chart 3: Respondents on how they first learn of release of a new Circular.



Source: Primary Data 2007

Table 5 shows there is a gap in the communication process as messages sent via Circulars do not reach all Civil Servants.

On the issue of how Civil Servants got cited Circulars, **Chart 1** only about 32%, or a third get them from Personnel Officers , 19% use the grapevine, the same number get them through administrators followed by immediate supervisors . Only 1% said they get copies of circulars through Public relations Officers and the rest use other means such as libraries.

The study revealed that only 16% get these documents through Circulars/Memos/letters.

4.3.2 THE GRAPEVINE IN CIVIL SERVICE

Findings in Chart 2 discussed earlier shows that 18% of the respondents said they got copies of the Revised Code of Regulations, Handbook for Civil Service induction and the Public Service Code of Conduct and Ethics through the grapevine or colleagues. Another 21%, Chart 3, said they also first learn of the release of a new Circular through the grapevine/colleagues.

4.4 INTERNAL COMMUNICATION PROCESS AND THE ORGANIZATIONAL STRUCTURE

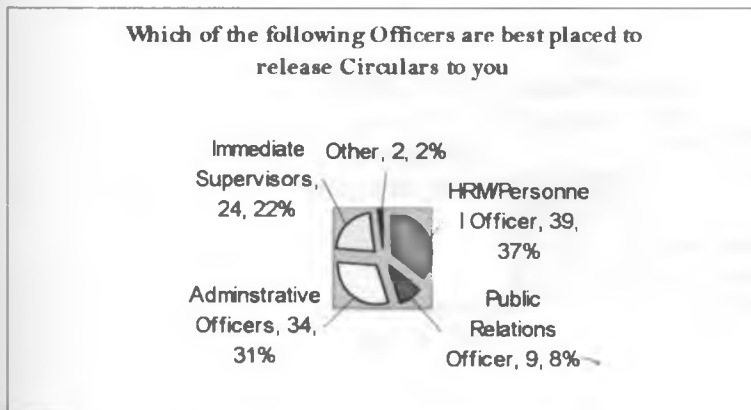
Table 6: Respondents distribution as per seniority or rank in the hierarchy

Job Group Branding Level

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Senior Managers 'JG' P-R	8	8.7	8.7	8.7
Technical Staff 'JG' K-N	46	50.0	50.0	58.7
Support Staff 'JG' G-J	38	41.3	41.3	100.0
Total	92	100.0	100.0	

Source: Primary Data 2007

Chart 4: Respondents on who is best placed to release Circulars to them

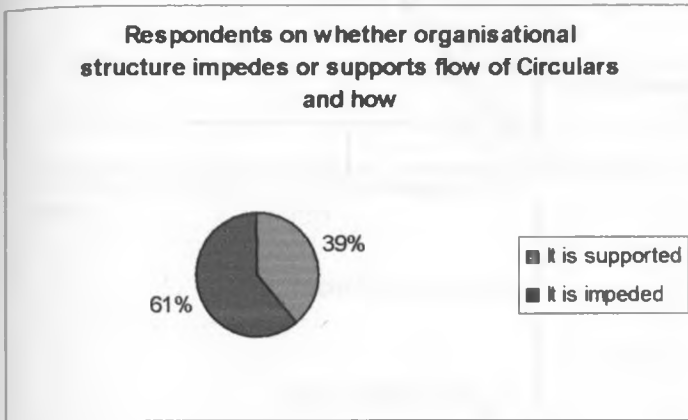


Source: Primary Data 2007

Findings in Chart 4 reveal that the majority of respondents 37% preferred HRM/Personnel officers as best placed to release Circulars to them, followed by Administrative Officers 34%, immediate supervisors 22% and only 8% preferred Public Relations Officers releasing Circulars to them.).

4.5 IMPEDIMENTS TO COMMUNICATION

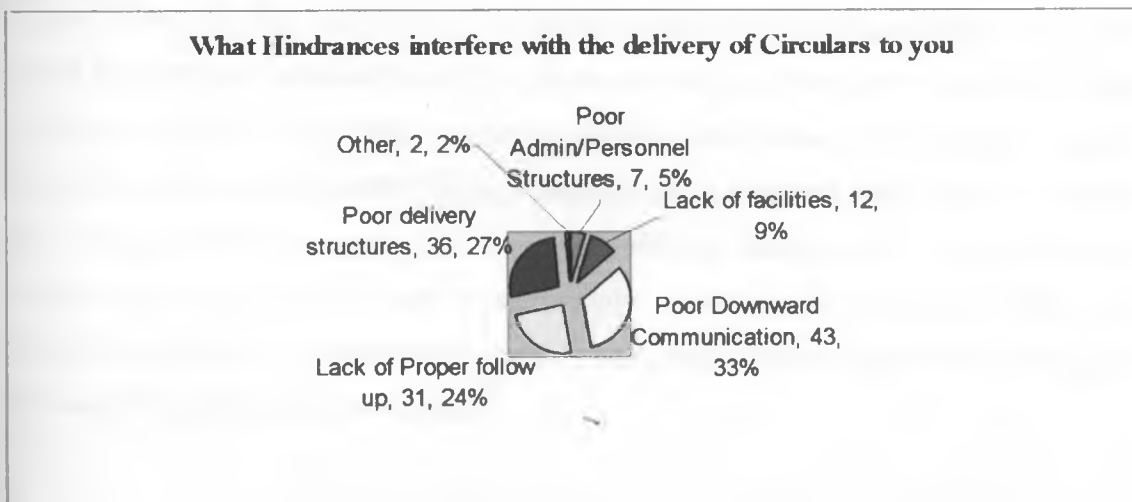
Chart 5: Respondents on whether organizational structure/hierarchy supports or impedes the flow of Circulars



Source: Primary Data 2007

The study revealed that 61% of the respondents believed that the organizational structure/hierarchy impedes the flow of Circulars while 39% said it supported.

Chart 6: respondents on hindrances that interfere with delivery of Circulars to Civil Servants



When we looked at what the respondents thought were the hindrances to the delivery of Circulars to them, findings in Chart 6 revealed that poor downward communication was identified as a major hindrance by 33% of the respondents, followed closely by poor delivery structures 27%, lack of follow-up, 24%. Other variables such as lack of facilities accounts

for 9%, followed by poor administrative/Personnel structures and others factors accounted for 2%.

Table 7: Respondents on whether they receive all Circulars released by DPM intended for their attention (per Job Group Banding level)

		Do you receive all Circulars released by DPM and intended for your attention				Total
		Yes	No	Sometime	Not Sure	
Job Group Banding Level	Senior Managers 'JG' P-R	0 .0%	1 2.7%	5 13.5%	2 28.6%	8 8.7%
	Technical Staff 'JG' K-N	8 72.7%	17 45.9%	18 48.6%	3 42.9%	46 50.0%
	Support Staff 'JG' G-J	3 27.3%	19 51.4%	14 37.8%	2 28.6%	38 41.3%
Total		11 100.0%	37 100.0%	37 100.0%	7 100.0%	92 100.0%

Findings revealed that among the respondents none of the Senior managers said they receive all Circulars, compared to 73% of Technical level who said they do and 27% of support level who also said 'yes'. The highest number 51% of respondents at the lower levels Support staff followed by 46% of technical staff said they don't get all Circulars compared to only 3% of senior managers. Among those who said they don't receive Circulars sometimes 14% were Senior managers, 49% technical staff and 38% support staff. Among senior managers, 29% were not sure they receive all Circulars, 43% were technical officers and 29% support staff. Only a fraction of the senior officers for example said they don't receive all circulars compared to more than half of all support level and 46% of technical level staff.

4.6 EFFECTIVENESS INTERNAL COMMUNICATION CHANNELS

Table 8: Respondents on whether they thought Circulars are effective as an employee communication channel

Do you think Circulars are effective as an employee communication channel

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Yes	68	73.9	73.9	73.9
No	24	26.1	26.1	100.0
Total	92	100.0	100.0	

Source: Primary Data 2007

The findings in Table 8 revealed that the majority, 74% or 68 out of 92 respondents thought Circulars are effective as a communication channel, while 26% or 24 respondents said that Circulars.

Table 9: Respondents on whether Circulars are clear or they have to seek more information or interpretation

Are Circulars clear or do you have to seek more information or interpretation

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid They are clear	46	50.0	50.0	50.0
Need clarifications	46	50.0	50.0	100.0
Total	92	100.0	100.0	

Source: Primary Data 2007

This question was meant to confirm whether information reaching the respondents was clear. The annual appraisal period covers the government Financial year June-July and is a report on various activities undertaken within the performance period. Only 60% of the respondents were informed of this, 25% seemed unaware that the system had changed from the old method, while 15% said they were not sure.

Table 10: Respondents on how they rate internal communication in Civil Service

How do you rate internal communication in Civil Service

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Excellent	5	5.4	5.4	5.4
	Very Good	11	12.0	12.0	17.4
	Good	40	43.5	43.5	60.9
	Fair	24	26.1	26.1	87.0
	Poor	12	13.0	13.0	100.0
	Total	92	100.0	100.0	

Source: Primary Data 2007

Findings in Table 10 indicate that respondents rated internal communication positively with 44% rating it 'good', 12% "very good" and 5% excellent. A smaller percentage of respondents, 26% rated it 'fair', while only 13% rated it 'poor' on a scale of 1-5.

4.6.0 CIRCULARS REACH

Table 11: Respondents on whether they receive all Circulars released by DPM and intended for their attention

Do you receive all Circulars released by DPM and intended for your attention

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	11	12.0	12.0	12.0
	No	37	40.2	40.2	52.2
	Sometime	37	40.2	40.2	92.4
	Not Sure	7	7.6	7.6	100.0
	Total	92	100.0	100.0	

Source: Primary Data 2007

The findings reveal in Table 11 reveal that most respondents said either they don't receiver all Circulars, 40% or 37 out of the 92 respondents, or receive them some times, a similar number at 40%, while 8% said they were not sure.

Table 12: Distributions of respondents in work stations

		Work Station			
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Ministry headquarters	46	50.0	50.0	50.0
	Department/Section	33	35.9	35.9	85.9
	Department Away from Headquarters	13	14.1	14.1	100.0
	Total	92	100.0	100.0	

Source: Researcher

The study findings in Table 12 revealed that 50% of respondents were based at the headquarters, 36 % at departments within the headquarters while 14% were based outside the headquarters. The purpose of this was to establish whether physical location was a variable in receiving Circulars.

Table 13: Respondents (per work station) on whether they receive all Circulars released by DPM intended for their attention

		Do you receive all Circulars released by DPM and intended for your attention				Total
		Yes	No	Sometim e	Not Sure	
Work Station	Min. HQs	7	21	16	2	46
		63.6%	56.8%	43.2%	28.6%	50.0%
	Dept./Sect.	4	10	16	3	33
		36.4%	27.0%	43.2%	42.9%	35.9%
	Dept.Away from HQs	0	6	5	2	13
		.0%	16.2%	13.5%	28.6%	14.1%
Total		11	37	37	7	92
		12.0%	40.2%	40.2%	7.6%	100.0%

Source: Primary Data 2007

Findings in Table 13 reveals that there are differentiations in receiving of Circulars depending on location of offices. Most respondents based at headquarters for example reported that they receive all Circulars from DPM (64%) compared to 36% in departments/sections based at headquarters. None of the respondents in departments/section based away from headquarters reported that they receive all circulars and instead, the majority of these officers, said they were not sure.

4.7 COMMUNICATION EFFECTS ON WORK PERFORMANCE, STAFF MORALE CIVIL AND SERVICE REFORMS

Table 14: Respondents on whether Circulars have an effect on their work performance

Do Circulars have an effect on you perform at work

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Yes	88	95.7	95.7	95.7
No	4	4.3	4.3	100.0
Total	92	100.0	100.0	

Source: Primary Data 2007

The findings of this study Table 14, indicate that 96% of respondents said Circulars had an effect on their work performance while only 4% said they had not effect.

Table 15: Respondents on whether they felt that they would perform better if all directives in such as Circulars reached them directly

Do you feel that you would perform better if all directives such as Circulars reached you directly

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Yes	84	91.3	91.3	91.3
No	4	4.3	4.3	95.7
Not sure	4	4.3	4.3	100.0
Total	92	100.0	100.0	

Source: Primary Data 2007

The findings in Table 15 reveal that 91% of the respondents said that they would perform better if all directives reached them directly, 4% did not agree while another 4% said they were not sure.

Table 16: Respondents on how they perform a given task or implement a directive when a newly issued Circular reaches them directly

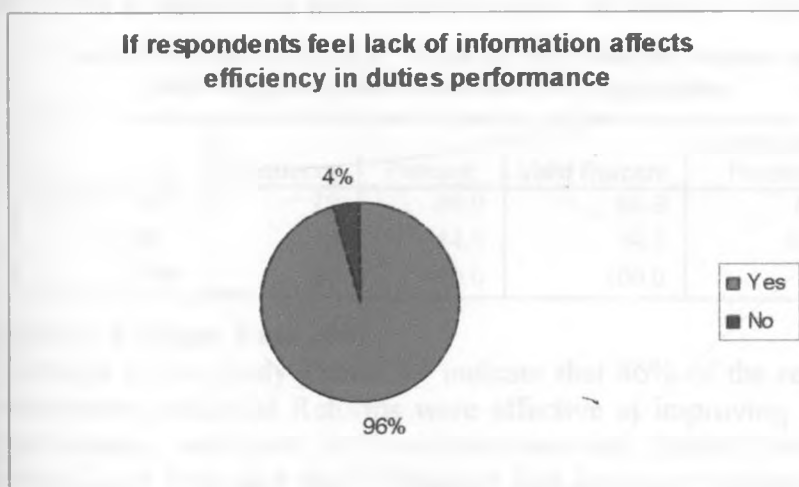
How do you perform a given task of implement a directive when a newly issued Circular reaches you directly

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Very Well	48	52.2	52.2	52.2
	Fairly well	36	39.1	39.1	91.3
	Fairly	6	6.5	6.5	97.8
	Poorly	2	2.2	2.2	100.0
	Total	92	100.0	100.0	

Source: Primary Data 2007

Findings of the study table 16 revealed that respondents felt they would perform a given task or implement a directive very well, 52%, if Circulars reach them directly, 39% said fairly well, 7% would perform fairly while only 2% said they would perform poorly.

Chart 7: Respondents on whether they feel that lack of information or limited information affects their efficiency when performing their duties

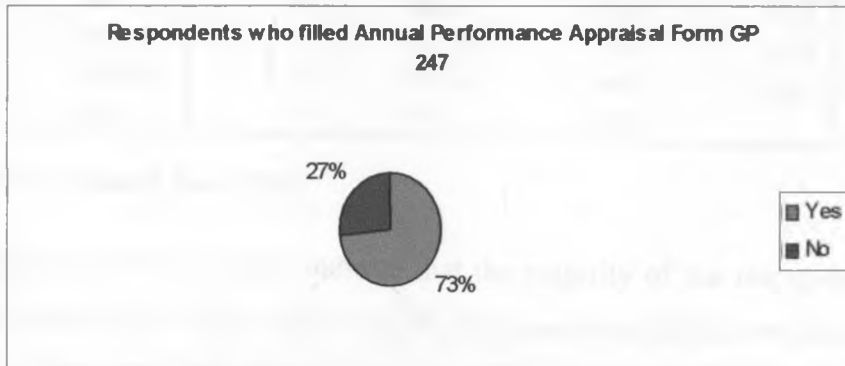


Findings earlier discussed and Chart 7 on whether communication via Circulars have an effect on work performance and what kind of effect it has revealed the that a large

percentage of the respondents, 96% or 88 out of 92 respondents felt that lack of information or limited information affects their efficiency when performing their duties.

4.8 COMMUNICATION AND REFORMS

Chart 8: Respondents on whether they had filled in the annual appraisal reports



Source: Primary Data 2007

Findings Chart 8 above reveal that 73% had filled in the Annual Performance Appraisal report while 27% had not filled them in. This shows a gap in the upward communication flow of information from employees to management.

Table 17: Respondents on whether they thought ongoing Civil Service Reforms are effective at improving work performance and service delivery

Do you think the ongoing Civil Service Reforms are effective at improving work performance and service delivery

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Yes	79	85.9	85.9	85.9
No	13	14.1	14.1	100.0
Total	92	100.0	100.0	

Source: Primary Data 2007

Findings of this study Tables 19 indicate that 86% of the respondents or 79 out of 92 respondents said that Reforms were effective at improving service delivery and work performance, while only 14% said they were not. Table 20 reveals that a majority of the respondents 74% said their efficiency had improved following the introduction of the RRs, and only 8% said it didn't and 19% said they were not sure. 86% of the respondents said they were happy with their work performance while 8% said they were unhappy while 7% said they were not sure.

Table 18: Respondents on whether their efficiency had improved following introduction of RRI

Has your work efficiency improved following the introduction of RRI

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Yes	68	73.9	73.9	73.9
No	7	7.6	7.6	81.5
Not Sure	17	18.5	18.5	100.0
Total	92	100.0	100.0	

Source: Primary Data 2007

Findings in table 18 above indicate that the majority of the respondents 74% believed their efficiency had improved following introduction of RRIs compared to 8% who said 'no' and 19 % who said they were 'not sure'.

Table 19: Respondents on whether they were happy with their work performance

Are you happy with your work performance

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Happy	79	85.9	85.9	85.9
Unhappy	7	7.6	7.6	93.5
Not sure	6	6.5	6.5	100.0
Total	92	100.0	100.0	

Source: Primary Data 2007

Findings in Table 19 reflect what respondents said in Table 20, whereby a majority, 86% said they were happy with their work performance, 8% said they were unhappy, while 7% said they were not sure. Despite there being impediments to communication by Circulars Chart 9 with 33% rating Internal memos/Circulars first position, staff generally rated internal communication highly. They also gave a positive rating for Internal communication in Civil Service of Circulars, Table 24 below, on a n interval scale of 1-5 from excellent to poor, 50% rated it 'good'.

4.9 JOB LEVEL AND ACCESS TO INFORMATION

Table 20: Respondents on whether they receive all Circulars released by DPM and intended for their attention answered according to job level

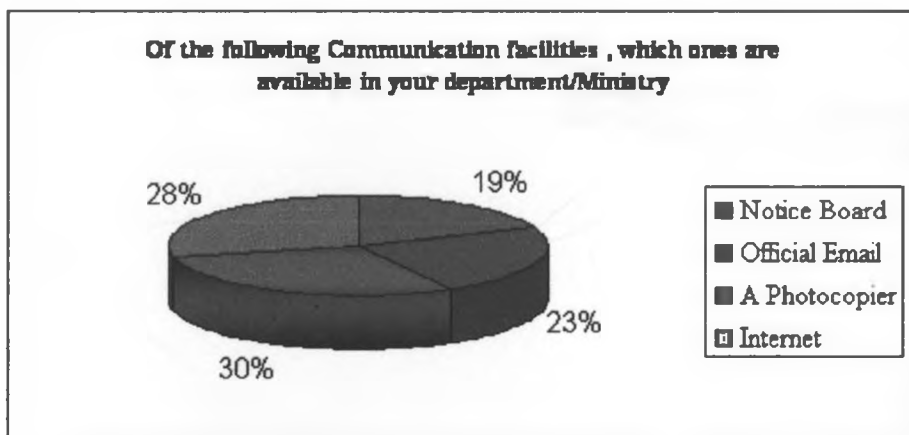
		Do you receive all Circulars released by DPM and intended for your attention				Total
		Yes	No	Sometime	Not Sure	
Job Group Branding Level	Senior Managers 'JG' P-R	0	1	5	2	8
		.0%	2.7%	13.5%	28.6%	8.7%
	Technical Staff 'JG' K- N	8	17	18	3	46
		72.7%	45.9%	48.6%	42.9%	50.0%
	Support Staff 'JG' G-J	3	19	14	2	38
		27.3%	51.4%	37.8%	28.6%	41.3%
Total		11	37	37	7	92
		100.0%	100.0%	100.0%	100.0%	100.0%

Source: Primary Data 2007

Respondents were asked whether they receive all Circulars released by DPM and intended for their attention Table 20. Among those who said 'Yes', 73% were Technical Staff (K-N), 27% were Support Staff (G-J) while none of the Senior Managers said 'Yes'. Among those who said 'No', meaning they don't receive all Circulars, 51% were Support Staff, 46% Technical Staff and 3% were Senior Managers.

4.9.0 CHANNELS AND STRATEGIES OF INTERNAL COMMUNICATION IN THE CIVIL SERVICE

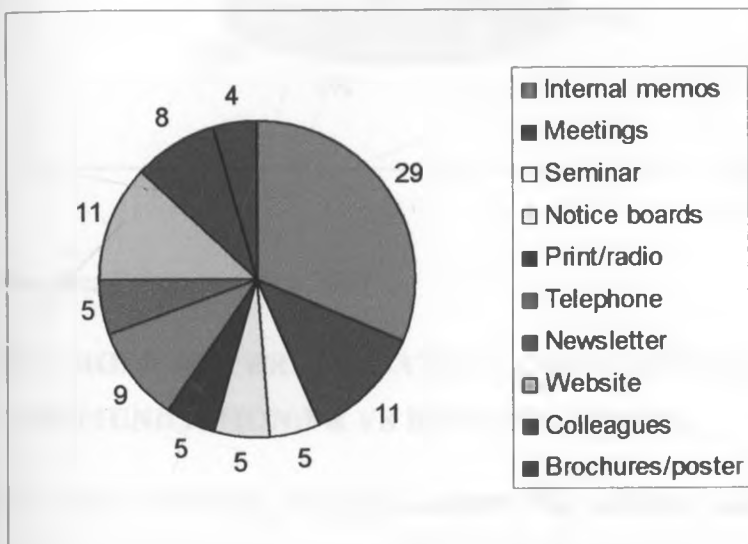
Chart 9: Respondents on Communication facilities available in Civil Service



The study revealed that there are various communication channels used in Civil service as shown on **Chart 9** above and **Chart 10** below. The study also revealed that the Government uses different cadres for internal communication, that this role is divided between the Supervisors, HRM/Personnel Officers as well as administrative officers, **Chart 1**.

The study however revealed that most of the staff have access to communication facilities such as notice boards 19%, official emails 23%, photocopiers 30% and internet 28%, **Chart 9** and **Chart 11** below.

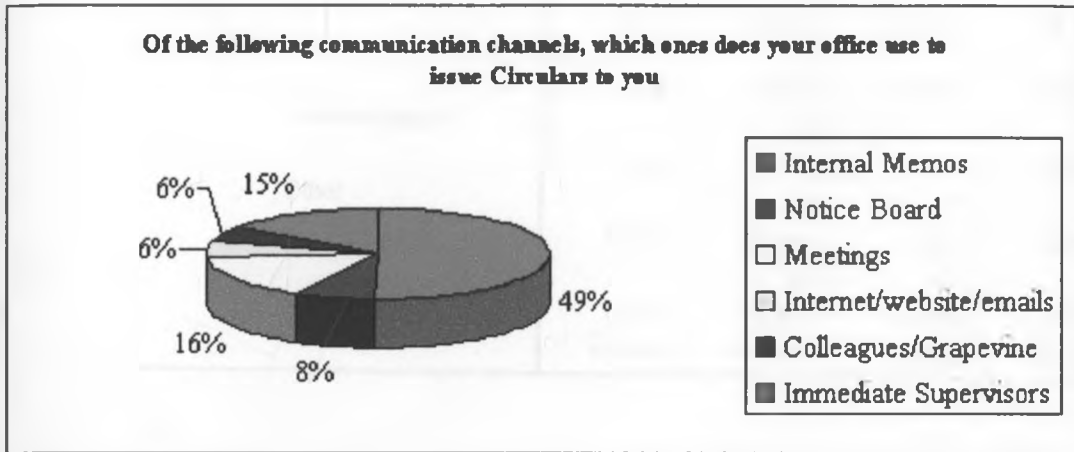
Chart 10: Internal Communication Channels in Civil Service



Source: Primary Data 2007

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Chart 11: Respondents on Channels used to issues Circulars



Source: Primary Data 2007

4.9.1 ROLE DIFFERENTIATION AND DIVISION OF LABOUR IN INTERNAL COMMUNICATION; PR VS HRM/PERSONNEL

As earlier discussed, findings indicate that different cadres are used to carry out the internal communication role in the Civil Service Chart 1.

Table 21: Respondents (designation) on whether they receive all Circulars released by DPM intended for their attention

		Do you receive all Circulars released by DPM and intended for your attention				Total
		Yes	No	Sometime	Not Sure	
Dept.Sect.	Admin.	6	11	11	1	29
		54.5%	29.7%	29.7%	14.3%	31.5%
	Persn.	0	3	5	0	8
		.0%	8.1%	13.5%	.0%	8.7%
	PR/Infor./Comm.	1	12	7	1	21
		9.1%	32.4%	18.9%	14.3%	22.8%
	Sec.	1	5	6	2	14
	9.1%	13.5%	16.2%	28.6%	15.2%	
	Clerical/Support	1	2	1	1	5
		9.1%	5.4%	2.7%	14.3%	5.4%
	Other	2	4	7	2	15
		18.2%	10.8%	18.9%	28.6%	16.3%
Total		11	37	37	7	92
		12.0%	40.2%	40.2%	7.6%	100.0%
		100.0%	100.0%	100.0%	100.0%	100.0%

Findings above Table 21, indicate also that differentiation in whether specific cadres receive all Circulars intended for them with 55% of Administrators saying 'Yes', compared to HRM/Personnel officers where none said they do. Only 9% of PROs, Secretarial and Clerical/Support cadres answered in the affirmative, while 18% of all other cadres said 'yes'. None of the Personnel officers said they were not sure whether they receive Circulars compared to an equal 14% Administrators, PROs and Clerical/Support staff and an equal number of Secretarial and other cadres, 29% who said they were not sure. It is instructive that a large percentage of PROs 32% said they don't receive all Circulars compared to only 8% of HRM/Personnel Officers.

4.9.2 GOVERNMENT COMMUNICATION REGULATIONS, PROCEDURES AND GUIDELINES.

Table 22: Respondents on when the contents of the Official Secrets Act were last drawn to their attention

When were the contents of the Official Secrets Act drawn to your attention last

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid This Year	14	15.2	15.2	15.2
At the time of employment	62	67.4	67.4	82.6
Regularly, at least once a year	16	17.4	17.4	100.0
Total	92	100.0	100.0	

Source: Primary Data 2007

The findings in **Table 22** revealed that 67% of the respondents or 62 out of the 92 respondents said they had the contents of the Official Secrets Act drawn to their attention at the time of employment. Only 15% said the same was done this year while 16 respondents or 17% said the contents were drawn to their attention regularly, at least once a year, which is the requirement as per laid down procedures.

Table 23 below also confirms this shows only 60% of the respondents seem aware of the performance reporting procedures as contained in the GP 247 (2006) and which they are expected to fill in annually.

Table 23: Respondents on the period covered in the performance Appraisal Report.

Which period does the Performance Appraisal Report Form GP 247 (Revised 2006) Cover

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid From January to December (Calender Year)	23	25.0	25.0	25.0
July to June (Financial Year)	55	59.8	59.8	84.8
Not sure	14	15.2	15.2	100.0
Total	92	100.0	100.0	

Source: Primary Data 2007

Table 24: Respondents on whether they knew where they could get past copies of Circulars

Do you know where you can get copies of past circulars

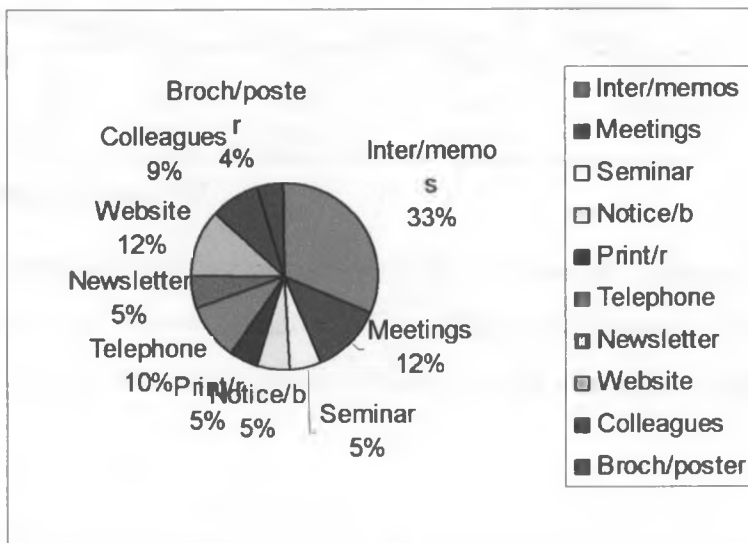
	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Yes	52	56.5	56.5	56.5
No	40	43.5	43.5	100.0
Total	92	100.0	100.0	

Source: Primary Data 2007

Findings from respondents in presented in Table 23 indicate a total of 40% of respondents were not aware of the reporting period for the Staff Performance Appraisal. A large percentage, 44% , table 24, do not also know where they could get past copies of Circulars.

4.9.3 RATING OF INTERNAL COMMUNICATION IN THE CIVIL SERVICE

Chart 12: Respondents ranking of communication channels on a scale 1-10.



Source: Primary Data 2007

Respondents ranked internal memos and Circulars highest at 33% Chart 12, and brochures as the lowest internal communication channel. Although electronic media has is still in the introductory stages in the Civil Service, it was ranked second tied in with meetings at 12%.

Table 25: How respondents rated communication by use of Circulars in Civil Service

How do you rate communication by use of Circulars in civil service

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Excellent	7	7.6	7.6	7.6
	Very Good	11	12.0	12.0	19.6
	Good	46	50.0	50.0	69.6
	Fair	20	21.7	21.7	91.3
	Poor	8	8.7	8.7	100.0
	Total	92	100.0	100.0	

Source: Primary Data 2007

Table 26: Respondents on whether they thought Circulars the best channel for communicating new directives

Do you think Circulars are the best channel for communication new directives

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	61	66.3	66.3	66.3
	No	31	33.7	33.7	100.0
	Total	92	100.0	100.0	

Source: Primary Data 2007

Findings on respondents rating of communication by use of Circulars, Table 25, on a n interval scale of 1-5 from excellent to poor, 50% rated it 'good', 21% said 'fair', 12% said communication was 'very good', 8% said it was 'excellent' and 9% said it was 'poor'.

Table 26: Respondents on whether they thought Circulars play a major function in internal communication in the Civil Service

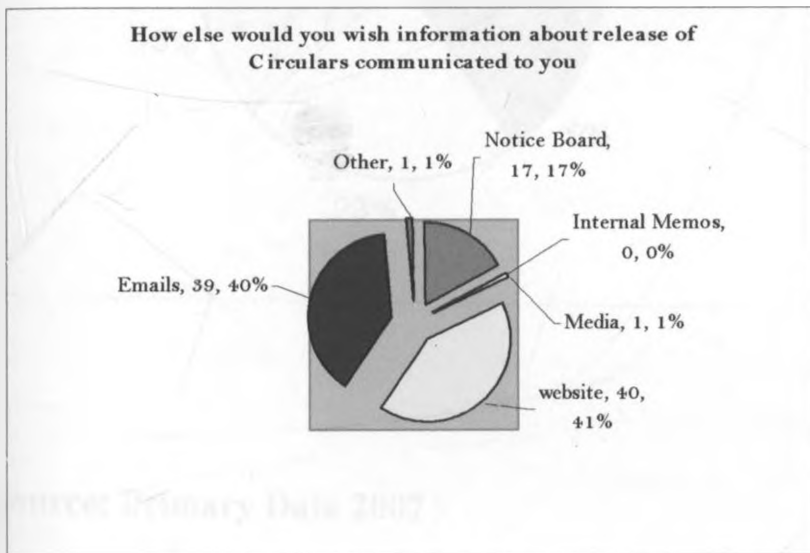
Do you think Circulars play a major function in internal communication in the Civil Service

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Yes	86	93.5	93.5	93.5
No	6	6.5	6.5	100.0
Total	92	100.0	100.0	

Source: Primary Data 2007

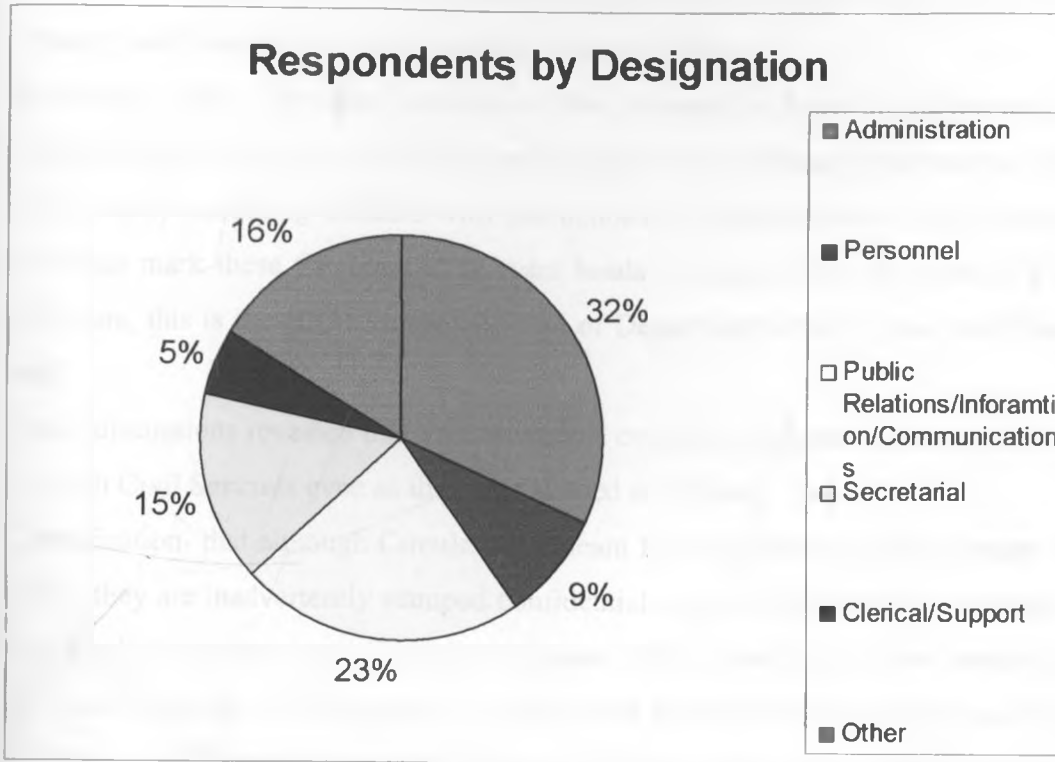
4.9.4 RECOMMENDATION IMPROVEMENTS IN INTERNAL COMMUNICATION POLICIES AND STRATEGIES IN THE CIVIL SERVICE.

Chart 13: Respondents on how they wished information about release of Circulars was communicated to them



The study revealed that the flow of Circulars faced hindrances as shown in Chart 6 discussed earlier. In the findings of this research, Chart 13, respondents also revealed a preference for a medium which they could access directly other than the Internal Memos which normally flow down the hierarchy. One interesting finding is that the respondents choose new media such as website 41 percent, emails 40 percent as the other way they wished release of Circulars communicated to them. 17 percent also choose notice boards, which are also an open channel accessible to all.

Chart 14: Respondents by Designation



Source: Primary Data 2007

Findings revealed that the majority of the respondents were in Administration 32%, followed by Public Relations/Information/Communication Officers. Personal Officers made up 9% of the respondents followed by Secretarial, 15%. The Clerical/Support staff were 5% and others made up 16%.

4.9.5 KEY INFORMANT DISCUSSIONS

The researcher held discussions with key informants, specifically HRM/Personnel Officers as well as Administrative Officers. Findings from these discussions revealed that there is a laid down procedures for downward communication of Circulars.

Origination: This flow starts from the relevant Government Ministry/Department; Personnel Circulars and General letters originate from DPM, Finance Circulars from treasury and Presidential Circulars from the Cabinet Office.

Downward Flow: All these Circulars are then released to down the hierarchy from the Head of the Civil Service to all PSs and Heads of Government Departments, who are t Authorised/Accounting Officers with instructions for distribution to Civil Servants. The PSs then mark these Circulars to relevant heads of departments, in cases of Personnel Circulars, this is the HRM/Personnel Head of Department who releases the Circulars to staff.

These discussions revealed that various factors could be attributed to failure for Circulars to reach Civil Servants even as they are released as follows;

Classification- that although Circulars are meant for circulation to all concerned, often at times, they are inadvertently stamped confidential and this hinders their circulation since classified documents have limited circulation. This classification also means that the document only gets to the senior level and is then put away or filed as the no officer will circulate a confidential document generally without taking into cognizance clearance levels for recipients as this is prohibited in the Code of Regulations.

Discussions with HRM/Personnel officers on how Circulars flow from them to staff also revealed that these officers play a gate-keeping role. The HRM/Personnel officers reported that the 'need-to-know' principle is applied when cascading contents of Circulars to staff. In cases when Circulars are meant for implementation, such as a Circular on salary increment, it is deemed that there is no need for officers to see the actual Circular and action is taken without circulating the Circular itself to staff.

The other instances where the 'need-to-know' principle is applied is when the officer deems that the Circular contains information, such as references to earlier discussion, and

will just write a memo informing the staff of the contents of the new Circular without releasing the copy as it is.

These findings concur with the Gate-keeping theory of mass communication, posited by Schramm, Shaw ,et al, which argues that whenever communication is being transmitted through various channels it passes through gates where the message is scrutinized hence altering it.

The other problem is the culture of secrecy that is inherent in the Civil Service where officers instinctively tend to view all information as secret, and that senior officers view information as not meant for the lower cadres. This has the net effect of information being filed away when it gets to Heads of Section. The hierarchical structure of the Civil Service also has a negative effect on the flow of circulars in that sometimes circulars are only given only to officers who Head Sections. This leaves out other senior officers on a parallel level to Head of Personnel, and who do not Head sections especially. This came out in Table 22 discussed earlier where none of the 8 senior level management answered 'Yes' on whether they received all Circulars released by DPM. Scholarly thinking on this issue supports these findings as Theaker (2004:166) says that in Structured organizations, management "emphasizes downward communication and discourages horizontal communication between groups of employees."

It also emerged that in the Civil Service, Public Relations Officers are perceived to have no role to play in internal communication. The view of the PROs is that they are facilitators of communication with the external publics who include the media, general public and stakeholders. The general perception of the communication roles of the PROs is that they are a cadre that only handles communication of the offices of the Permanent Secretary and Ministers with external publics and have no interactions with the internal public. In cases where PROs issue information it is mainly limited to IEC interventions and rarely will the PR communication channels such as websites and staff newsletters issue or highlight or report news such as issuance of new Circulars.

CHAPTER 5

5.0 INTRODUCTION

In this chapter, findings of the research will be discussed in view of the literature review. Scholarly thinking which concurs or differs with the findings will be highlighted. Discussions were also held with key informants and this will also be discussed.

5.1 COMMUNICATION FLOWS AND GAPS

5.1.0 FLOW OF PERSONNEL CIRCULARS

These findings in Chart 2 concur with , Shirley Harrison, (2000) who posited that in organizations where the structure is typically hierarchical, with the management at the top of the pyramid, communication flows downward, in the form of instructions and information and there may be an upward flow through suggestions schemes or some other form of feedback to management, (Harrison, 2000)

This means that there are gaps in the process of Circulars cascading down to staff, and this is filled in by an evidently active grapevine, which makes up 18% of the sources Chart 2.

According to Harrison Shirley (2000), information flows, around organizations, whether or not they try to control it. The study also established that the grapevine is active in the Civil Service concurring with Harrison, 2000, that the grapevine, which flourishes in every organization, ensures that information, accurate or not, reaches every outpost.

This is especially important in looking at the answer to the question on which documents released to Civil Servants in form of Circulars actually were seen or read. The study found out that 50% had seen/read the Revised Code of Regulations compared to 28% who had seen/read the Public Service Code of Conduct and Ethics, 17%, Handbook for Civil Service Induction and 5% who said they had seen none of the publications. This

points out to the fact that the 50% who had seen the COR may have sought out the information

Katz et al (1974) as quoted by McQuail and Windahl (1981:75), describes the underlying logic of investigations into media uses and gratification as being concerned with the social and psychological or obtaining gratifications or need fulfillment.

It is also evident in that the Code of Regulations (COR), which is essentially contains the workplace guidelines for Civil Service was the most read/seen 50%, compared to Public Service Code of Conduct and Ethics, 17%, Handbook for Civil Service Induction and 5% 5% who said they had seen none. The COR spells out regulations, guidelines, benefits which meets a need among the users.

These findings also seem to support Kotler (1984) quoted by Harrison(2000:35) who lists barriers to effective communication; selective attention, selective distortion and selective recall, also quoted Schramm's view that the likelihood of attention is a function of reward, punishment and expenditure of effort. That in essence, if your message is easy to understand and offers high rewards to the receiver, you are more likely to get the receivers' attention.

5.1.1 GAPS IN COMMUNICATION

Findings from the study indicate that there exists gaps in the communication process and flow of Circulars to Civil Servants. **Table 5**, shows that the majority of the respondents 40% or 37 of the 92 respondents and a similar number asked if they receive all Circulars released by DPM and intended for their attention answered in the negative ('No') and 'sometimes' , while only 12% said 'yes' and 8% said they were not sure.

These sentiments seem to be confirmed findings in **Chart 3** whereby only 44% said they learn of release of new Circulars through Memos/Circulars with 21% learning of it through the grapevine/colleagues, 8% media, and 4% websites.

Chart 2 discussed earlier, showing that 83% or 76 out of 92 respondents said they had seen or read a copy of the Revised Code of Regulations, the basic document which gives Civil Servants guidelines and procedures for working yet the book was released for the attention of all Civil Servants. While 8 out of 92 respondents said they had not seen or read any of the documents in question. This is evidence of a gap in that not all information released through Circulars was reaching the target audience. From a systems perspective, it is evident that the Civil Service remains a relatively closed organization in the internal communication area confirming that scholarly views that "...relatively closed systems do not adapt to changing circumstances..." Theaker (2004:55).

5.2 THE GRAPEVINE IN CIVIL SERVICE

The grapevine is evidently very active in the Civil Service giving evidence of a communication gap. For example findings in Chart 2 discussed earlier shows that 18% of the respondents said they got copies of the Revised Code of Regulations, Handbook for Civil Service induction and the Public Service Code of Conduct and Ethics through the grapevine or colleagues. Another 21%, Chart 3, said they also first learn of the release of a new Circular through the grapevine/colleagues. In the Civil Service, most Circulars are released through a confidential cover, and so such a percentage learning through the grapevine before official communication reaches them means the grapevine is active and is evidence of a communication gap.

Khandwalla (1977 p. 256) states that it (grapevine) exists because of excessive structuring of formal work flows and the excessive channeling of information flows.

Scholarly thinking traced to scholars such as Koenig (1985), a sociologist who studies rumors, believes that people listen to and pass a rumor because it satisfies some need. He gives one of the needs as... "... fill in the gaps to make sense and provide explanations for what is going on".

5.3 INTERNAL COMMUNICATION PROCESS AND THE ORGANIZATIONAL STRUCTURE

Findings in Chart 4 support scholarly thinking that a PR professional can either play the role of be a manager (problem solver) or a technician, McElreath (1996) as quoted by Johana Fawkes (Theaker 2004:6). Grunig and Hunt (1984) posit that PR practitioners in organizations that practice the public Information model of PR play a technicians role, conveying information to external publics without advising on policies.

According to Porter and Roberts (1977), communication in organizations is influenced by the several fundamental aspects of the nature of organizations which research must take into account; one being the concept of Division of labour affects the pattern of interactions and the frames of references in organizations that in turn at least partially determines the meaning work group members attach to various messages they receive.

If functions are differentiated then mechanisms must be developed to coordinate them in the interest of goal achievement. "Organizational activities cannot be co-coordinated without communication among the parts of the organization", (Porter and Roberts, 1977).

5.4 IMPEDIMENTS TO COMMUNICATION

The study revealed that 61% of the respondents believed that the organizational structure/hierarchy impedes the flow of Circulars while 39% said it supported. These findings concur with Harrison (2000), a communication audit of internal communication should include a report on how staff currently perceives the culture of the organization and the way in which it communicates. The findings of this study concur with Grunig and Hunt, (Theaker, 2004:166, 167) who, giving four kinds of management, asserted that the structure and environment of an organization affects employee communications.

When we looked at what the respondents thought were the hindrances to the delivery of Circulars to them, findings in Chart 6 revealed that poor downward communication was identified as a major hindrance, followed closely by poor delivery and lack of follow-up. Quoting Lindenmann's report on a case of a client who launched an expensive publicity campaign

that produced little use of the materials sent to the media. A poll of the media found that the materials were not being used because the right people were not receiving them. "Even the most effectively written materials have no chance of impact if they are not available to the intended publics," Cutlip, (1994).

This supports the evidence of an active grapevine since there was a great feeling that Circulars do not flow down well to the staff.

Findings revealed that among the respondents none of the Senior managers said they receive all Circulars, compared to 73% of Technical level who said they do and 27% of support level who also said 'yes'. This means there is a distinct difference in access to Circulars among the different cadres depending on ones level in the organizational hierarchy. Only a fraction of the senior officers for example said they don't receive all circulars compared to more than half of all support level and 46% of technical level staff supporting scholarly thinking that channels of communication open to an individual member are determined by the **hierarchy** in the organization (Tan 1984).

According to Werner, Asby and Deutch (1952), communication theory is centered on information flow and structures as units of analysis. Karl Deutch and others were concerned with information as a basis of decision making in organizations argued, "...for the need of efficient external and internal communication structures to ensure a free flow of information." They argued that "organizations draw their nourishment from information". That they depend for their life on networks and systems of communication that makes it possible for many people to work in concert. It is this flow of information that binds an organization together into a single coherent unit', Leavit et al (1973, pg. 57).

5.5 EFFECTIVENESS INTERNAL COMMUNICATION CHANNELS

The findings in Table 8 revealed that the majority, 74% or 68 out of 92 respondents thought Circulars are effective as a communication channel, while 26% or 24 respondents said that Circulars. This findings support common findings, that "messages presented in written form are the most easily understood," Tan(1984:169) Communication scholars

have been interested in evaluating the relative effectiveness of written, audio taped and videotaped messages in persuasion and education. This area of research, sometimes referred to as “communication modality”, Tan, (1984), the main question is “Which medium or communication modality is most effective in enhancing attitude change and learning of the message- print (written or visual only), radio (audio or aural only), or television (video or combination of visual and aural”, Tan, (1984 pg 169).

This question was meant to confirm whether information reaching the respondents was clear. The annual appraisal period covers the government Financial year June-July and is a report on various activities undertaken within the performance period. Only 60% of the respondents were informed of this, 25% seemed unaware that the system had changed from the old method, while 15% said they were not sure.

Theaker (2004) quoting Burgoon et al (1994) suggest another concept is *noise*-which interferes between elements in a communication, and can mean technical interference (like static on the line), semantic interference (where the meaning is unclear), and psychological interference (where the receiver is unable to understand the message because of their mind of state or personality).

According to Werner, Asby and Deutch (1952), communication theory is centered on information flow and structures as units of analysis. Concern was clarity of the channel that carries message from the sender to receiver.

5.6 CIRCULARS REACH

The findings reveal in Table 11 reveal that most respondents said either they don't receiver all Circulars, 40% or 37 out of the 92 respondents, or receive them some times, a similar number at 40%, while 8% said they were not sure.

These findings indicates that the channel is not effective at reaching the target Civil Servants. Two electronic Engineers Shannon and Weaver (1949), who published 'The Mathematical Theory of Communication' came up with Mathematical Model which was

mainly concerned with the mechanical transmission of messages from one point to another.

To them perfect communication is when the amount of information transmitted by the channel equals that received at the destination. When the two amounts are equal, the channel is capable of transmitting the information or there are sources of noise, which is not the case with the Circulars under this study.

Findings in Table 13 reveals that there are differentiations in receiving of Circulars depending on location of offices. Most respondents based at headquarters for example reported that they receive all Circulars from DPM (64%) compared to 36% in departments/sections based at headquarters. None of the respondents in departments/section based away from headquarters reported that they receive all circulars and instead, the majority of these officers, said they were not sure.

These findings are supported by scholars who posit that as organizations size increases, control and co-ordination of members, and distribution of information takes more time and effort in larger organizations compared to smaller organizations, Tan (1984).

According to Seitel (1987), research helps in identifying areas of insufficient information among target audience segments; levels of awareness and understanding of a product predicting the probable effects of a proposed course of action; analyzing the effect of a planned expansion or diversification.

5.7 COMMUNICATION EFFECTS ON WORK PERFORMANCE, STAFF MORALE CIVIL AND SERVICE REFORMS

The findings of this study Table 14, indicate that 96% of respondents said Circulars had an effect on their work performance while only 4% said they had not effect.

These findings supports the “theory” that “(organizations) depend for their life on networks and systems of communication that makes it possible for many people to work in concert. It is this flow of information that binds an organization together into a single

coherent unit', Leavit et al (1973, pg. 57). That "organizations draw their nourishment from information", concurs Werner, Asby and Deutch (1952).

The findings in Table 15 reveal that 91% of the respondents said that they would perform better if all directives reached them directly, 4% did not agree while another 4% said they were not sure. These findings also concurs with Skinner et al (2001), (that) the better employees are informed about products, policies and programmes, the better that they will perform their tasks.

The study findings Tables 11 and 12, concurs with other Communication Scholars who have also noted that, "properly managed internal communication systems will improve staff motivation and help build morale," Shirley, (2001.)

Findings of the study table 16 which revealed that respondents felt they would perform a given task or implement a directive very well if Circulars reach them directly indicate a positive influence on work performance when Circulars reach staff directly.

These findings are in concurrent with Harrison Shirley (2000:pg. 119), who posited that "staff are more likely to perform effectively if they are clear about what their jobs are, how to do them, who to report to, what constitutes good or poor work and how they can improve their performance."

These findings supports Lowery and DeFleur (1995) who posited that "Under the right circumstances, the right message, delivered to the right people at the right time can profoundly alter the course of history".

Findings earlier discussed and Chart 7 on whether communication via Circulars have an effect on work performance and what kind of effect it has revealed the that a large percentage of the respondents, 96% or 88 out of 92 respondents felt that lack of information or limited information affects their efficiency when performing their duties.

According to Skinner et al (2001), the better employees are informed about products, policies and programmes, the better that they will perform their tasks. Harrison Shirley (2000:pg. 119), concurs that "staff are more likely to perform effectively if they are clear

about what their jobs are, how to do them, who to report to, what constitutes good or poor work and how they can improve their performance.”

5.8 COMMUNICATION AND REFORMS

Findings Chart 8 above reveal that 73% had filled in the Annual Performance Appraisal report while 27% had not filled them in. This shows a gap in the upward communication flow of information from employees to management

Findings of this study Tables 19 indicate that 86% of the respondents or 79 out of 82 respondents said that Reforms were effective at improving service delivery and work performance, while only 14% said they were not. These findings reflected in Table 20 are an indication that there were other avenues of communication, other than Circulars used to disseminate information on reforms.

Findings in table 18 above indicate that the majority of the respondents 74% believed their efficiency had improved following introduction of RRI compared to 8% who said 'no' and 19 % who said they were 'not sure'.

Findings in Table 19 reflect what respondents said in Table 20, whereby a majority, 86% said they were happy with their work performance, 8% said they were unhappy, while 7% said they were not sure. Despite there being impediments to communication by Circulars Chart 9 with 33% rating Internal memos/Circulars first position, staff generally rated internal communication highly. They also gave a positive rating for Internal communication in Civil Service of Circulars, Table 24 below, on a 5 interval scale of 1-5 from excellent to poor, 50% rated it 'good'.

These findings concur with systems theory which gives equifinality, as one attribute conducive to all open systems (organizations, being social systems, are open). The principle being is that a system can get to the same end (or goal) through various different routes. That is the same inputs can result in the same output by different processes, Littlejohn (1983).

Respondents were asked whether they receive all Circulars released by DPM and intended for their attention Table 20. Among those who said 'Yes', 73% were Technical Staff (K-N), 27% were Support Staff (G-J) while none of the Senior Managers said

'Yes". Among those who said 'No', meaning they don't receive all Circulars, 51% were Support Staff, 46% Technical Staff and 3% were Senior Managers.

The study sought to establish whether there was a relationship between an officers job level, defined in terms of banding levels, and access to information specifically Circulars.

5.9 CHANNELS AND STRATEGIES OF INTERNAL COMMUNICATION IN THE CIVIL SERVICE

The study revealed that there are various communication channels used in Civil service, which is a relection of internal communication channels identified in scholarly works as shown on **Chart 9** above and **Chart 10** below. The study also revealed that the Government uses different cadres for internal communication, that this role is divided between the Supervisors, HRM/Personnel Officers as well as administrative officers, **Chart 1**.

The study however revealed that most of the staff have access to communication facilities such as notice boards 19%, official emails 23%, photocopiers 30% and internet 28%, **Chart 9 and Chart 11** below.

5.2.0 ROLE DIFFERENTIOATION AND DIVISION OF LABOUR IN INTERNAL COMMUNICATION;PR VS HRM/PERSONNEL

As earlier discussed, findings indicate that different cadres are used to carry out the internal communication role Service Chart 1. And although many scholars believe that internal communication is part of a PR practitioners role, it is evident that in Civil service, PROs do not focus on the internal publics. Role conflict between PR and HR departments is evident, Theaker (2004: 64) since HRM practitioners seen to be the main players in internal communication.

Findings above Table 21, indicate also that differentiation in whether specific cadres receive all Circulars intended for them with 55% of Administrators saying 'Yes',

compared to HRM/Personnel officers where none said they do. Only 9% of PROs, Secretarial and Clerical/Support cadres answered in the affirmative, while 18% of all other cadres said 'yes'. None of the Personnel officers said they were not sure whether they receive Circulars compared to an equal 14% Administrators, PROs and Clerical/Support staff and an equal number of Secretarial and other cadres, 29% who said they were not sure. It is instructive that a large percentage of PROs 32% said they don't receive all Circulars compared to only 8% of HRM/Personnel Officers.

According to Porter and Roberts (1977) the concept of Division of labour affects the pattern of interactions and the frames of references in organizations that in turn at least partially determines the meaning work group members attach to various messages they receive.

These findings concur with systems theorists on "throughput" activity, which is the fourth characteristic of an organization. These activities were defined by Farace, Monge and Russell as "...passage of materials, energy, and information from point to point within the organization, up to exit," Tan (1984),

According to these scholars, coordination is achieved by making each member of the organization perform specific tasks in harmony with others

5.2.1 GOVERNMENT COMMUNICATION REGULATIONS, PROCEDURES AND GUIDELINES.

The findings in **Table 22** revealed that 67% of the respondents or 62 out of the 92 respondents said they had the contents of the Official Secrets Act drawn to their attention at the time of employment. Only 15% said the same was done this year while 16 respondents or 17% said the contents were drawn to their attention regularly, at least once a year, which is the requirement as per laid down procedures.

Studies revealed that procedures for communication of the Official Secrets Act were not followed since the Act requires that their contents are drawn to the Civil Servants at least once a year. The study revealed that the laid down communication procedures were not

always implemented even where they exist. **Table 22** below also confirms this malpractice in that only 60% of the respondents seem aware of the performance reporting procedures as contained in the GP 247 (2006) and which they are expected to fill in annually.

Findings from respondents in presented in Table 23 indicate a total of 40% of respondents were not aware of the reporting period for the Staff Performance Appraisal. A large percentage, 44% , table 24, do not also know where they could get past copies of Circulars indicating a general lack of awareness of current procedures of communication

5.2.2 RATING OF INTERNAL COMMUNICATION IN THE CIVIL SERVICE

Respondents ranked internal memos and Circulars highest at 33% Chart 12, and brochures as the lowest internal communication channel. Although electronic media has is still in the introductory stages in the Civil Service, it was ranked second tied in with meetings at 12%. This seems to closely reflect and agree with the findings of a study conducted. On an ordinal –level, a rank or placement is assigned to variables. Numbers are assigned for ranking purposes only, or simply to demonstrate where respondents believe the item to fall (Dantzker and Hunter, 2006:83) mainly in attitudinal and perceptual surveys.

Unisys (Cutlip, 1994), which revealed that almost six out of ten employees access the company's electronic newsletter. Surprisingly, employees ranked the Unisys News Network as their preferred information sources, ranking it over their bosses, over printed newsletters and even over the ever-popular grapevine. The study also concurs with Quirke (1995) as quoted by Theaker (2004:168), who saw need reflected in the shift from a limited number of internal communication techniques such as notice boards, memos...to more interactive media such as meetings, forums, video conferences and email.”

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meetings at 12%. On an ordinal –level, a rank or placement is assigned to variables. Numbers are assigned for ranking purposes only, or simply to demonstrate where respondents believe the item to fall (Dantzker and Hunter, 2006:83) mainly in attitudinal and perceptual surveys.

Findings on respondents rating of communication by use of Circulars, Table 25, on a n interval scale of 1-5 from excellent to poor, 50% rated it ‘good’, 21% said ‘fair’, 12% said communication was ‘very good’, 8% said it was ‘excellent’ and 9% said it was ‘poor’.

For a 5-point rating scale, Symonds (1931) recommended using the labels POOR, FAIR, GOOD, VERY GOOD and EXCELLENT. The standard interpretation (commonly used by pollsters including the Harris Poll and Ipsos Reid) of excellent-good-only fair-poor is to categorize excellent and good together as positive and only fair and poor together as negative, (Lisa Dropkin, Edge Research, 2002). Thus communication by Circulars received a positive ranking by 70% of the respondents (excellent-good) and a negative ranking by 30% of the respondents (fair-poor). This was confirmed by findings on whether Circulars are the best channel of communication, Table 25, where a majority, 66% said ‘yes’ while 34% said ‘no’.

5.2.3 KEY INFORMANT DISCUSSIONS

The researcher held discussions with key informants, specifically HRM/Personnel Officers as well as Administrative Officers. Findings from these discussions revealed that there is a laid down procedures for downward communication of Circulars.

Origination: This flow starts from the relevant Government Ministry/Department; Personnel Circulars and General letters originate from DPM, Finance Circulars from treasury and Presidential Circulars fro the Cabinet Office.

Downward Flow: All these Circulars are then released to down the hierarchy from the Head of the Civil Service to all PSs and Heads of Government Departments, who are t Authorised/Accounting Officers with instructions for distribution to Civil Servants. The PSs then mark these Circulars to relevant heads of departments, in cases of Personnel Circulars, this is the HRM/Personnel Head of Department who releases the Circulars to staff.

These discussions revealed that various factors could be attributed to failure for Circulars to reach Civil Servants even as they are released as follows;

Classification- that although Circulars are meant for circulation to all concerned, often at times, they are inadvertently stamped confidential and this hinders their circulation since classified documents have limited circulation. This classification also means that the document only gets to the senior level and is then put away or filed as the no officer will circulate a confidential document generally without taking into cognizance clearance levels for recipients as this is prohibited in the Code of Regulations.

Discussions with HRM/Personnel officers on how Circulars flow from them to staff also revealed that these officers play a gate-keeping role. The HRM/Personnel officers reported that the 'need-to-know' principle is applied when cascading contents of Circulars to staff. In cases when Circulars are meant for implementation, such as a Circular on salary increment, it is deemed that there is no need for officers to see the actual Circular and action is taken without circulating the Circular itself to staff.

The other instances where the 'need-to-know' principle is applied is when the officer deems that the Circular contains information, such as references to earlier discussion, and will just write a memo informing the staff of the contents of the new Circular without releasing the copy as it is.

These findings concur with the Gate-keeping theory of mass communication, posited by Schramm, Shaw ,et al, which argues that whenever communication is being transmitted through various channels it passes through gates where the message is scrutinized hence altering it.

These findings concur with systems theorists Tan (1984), on "throughput" activity, which is the fourth characteristic of an organization. These activities were defined by Farace, Monge and Russell as "...passage of materials, energy, and information from point to point within the organization, up to exit."

According to these scholars, control processes 'regulate how and when throughput activities are performed and include processes such as assigning work, implementing quality standards, and detecting and correcting errors.'

The other problem is the culture of secrecy that is inherent in the Civil Service where officers instinctively tend to view all information as secret, and that senior officers view information as not meant for the lower cadres. This has the net effect of information being filed away when it gets to Heads of Section. The hierarchical structure of the Civil Service also has a negative effect on the flow of circulars in that sometimes circulars are only given only to officers who Head Sections. This leaves out other senior officers on a parallel level to Head of Personnel, and who do not Head sections especially. This came out in Table 22 discussed earlier where none of the 8 senior level management answered 'Yes' on whether they received all Circulars released by DPM. Scholarly thinking on this issue supports these findings as Theaker (2004:166) says that in Structured organizations, management "emphasizes downward communication and discourages horizontal communication between groups of employees."

It also emerged that in the Civil Service, Public Relations Officers are perceived to have no role to play in internal communication. The view of the PROs is that they are facilitators of communication with the external publics who include the media, general public and stakeholders. The general perception of the communication roles of the PROs is that they are a cadre that only handles communication of the offices of the Permanent Secretary and Ministers with external publics and have no interactions with the internal public. In cases where PROs issue information it is mainly limited to IEC interventions and rarely will the PR communication channels such as websites and staff newsletters issue or highlight or report news such as issuance of new Circulars.

CHAPTER SIX

6.0 SUMMARY CONCLUSION AND RECOMMENDATIONS

6.1 Summary of Key findings

This study analyzed internal communication channel specifically Personnel Circulars and tried to identify the processes as well as impediments and gaps in their flows. It also attempted to establish the effectiveness of this medium of communication in administering the Civil Service Reforms.

The key findings of this study are that there exists gaps in the flow of Circulars from DPM to Civil Servants. The study also established that not all Circulars released by DPM intended for them actually reach the Civil Servants. It also emerged that even in cases of laid down practices, procedures and guidelines for internal communication, these were either not being implement or Civil Servants were not adequately informed. Awareness of the same was also low or even lacking in some cases.

This study also established that Civil Servants viewed Circulars as a key medium of communication and they felt that lack of information would adversely affect their work performance.

The study also revealed that adoption of new technology in form of emails and website for government communication to its internal publics-Civil Servants would be a solution to create a direct link and eliminate impediments or barriers to effective internal communications.

It also emerged that the respondents think the Circular was an effective channel of communication. This study established that organizational structures and processes are more to blame for poor communication in Civil Service other than the medium itself.

The study also revealed that communication in Civil Service is mainly downwards, in written format flowing from management to employees.

6.2 CONCLUSION

In view of the changes being implemented in the management systems in the Civil Service in form of service delivery from a process oriented system to a results-based system, it is the conclusion of this research project that the government needs to adopt a strategic and integrated approach to internal communication. The other conclusion of this study is that barriers to effective internal communication in the Civil service are more to do with the processes and structures of communication in the hierarchical system of downward communication than the medium itself. In the line with the changing scenario where officers are expected to account for their work performance by signing performance contracts, it is the conclusion of this study that a more decentralized and less structured communication system needs to be adopted.

The study showed that the Government needs to put in place a specific internal communication policy directive to ensure that the parts are co-ordinated for effective communication and that it is necessary for internal communication to be factored in various strategic plans in Government Ministries.

6.3 .0 RECOMMENDATIONS

Accordingly, this study makes the following recommendations from the findings;

6.3.1 Internal Communication Policy

- Ensure that the function of Internal/Staff communication procedures are factored and captured in revised editions of the Code of Regulations (COR) as a separate section from correspondence.
- That internal communication, employee communication component be addressed in all Ministerial/departmental Strategic plans and Service Charters.
- That on appointment, all Civil Servants are issued with a copy of the Code of Regulations That on appointment, Civil Servants are issued with the Official Secrets Act and not just the declaration form.

- That a standard manual or list of all regulations governing the Civil/Public Service is issued to all officers on appointment

6.3.2 Circulars Communication Structures

- The government should ensure that communication flow structures and procedures are captured in the revised Code of Regulations to cover staff to staff, staff to supervisor and supervisor to staff communications

6.3.3 Organizational Structures and Roles

- Ensure that the Government defines the internal communication role
- That the government enacts a clear role differentiation and labour division for communication with internal publics amongst officers such as PROs, HRM/Personnel Officers, Administrators. “Organizational activities cannot be co-ordinated without communication among the parts of the organization”, (Porter and Roberts, 1977).
- That the internal communication is defined a duty and responsibility and the same be allocated relevant officers in their job descriptions. According to Porter and Roberts (1977), if functions are differentiated then mechanisms must be developed to coordinate them in the interest of goal achievement.
- That DPM establishes a follow up and feedback communication system for Civil Servants to ensure that Circulars reach target staff.
- PROs in Civil Service should play a key role in gathering and interpreting information from the internal environment and presenting it as strategic intelligence

6.3.4 Eliminating Communication Barriers

- Ensure that all staff are well informed of which officers issue different types of Circulars and where to get copies
- Circulars should be delivered on a ledger book and all staff made to sign that they received or read them

- The regular staff returns reports should also indicate which Personnel Circulars were received in a given quarter and whether staff received them.
- Immediate supervisors should ensure that staff who were away on leave or absent from the office also receive copies of the Circulars

6.3.5 Channels of communication

- Ensure that all internal Communication facilities are available in all offices
- Ensure that regular staff meetings are held between the supervisors including heads of Departments at least monthly
- The PS should meet the general staff at least once a year
- Ensure all staff are taken for workshops where they are inducted to any new management systems are introduced in Government
- That it be part of Supervisors requirement to confirm that the staff were inducted into any new management system introduced in the Civil Service in a specific part of the Staff Appraisal Reporting System (GP247)
- Ensure that Notice boards, which are lockable, are set up in all offices in Government Ministries and Departments
- Ensure that important memos, notices and adverts are put up in the notice boards and that the notice board contents are updated regularly and old or irrelevant notices are removed.

6.3.6 Use of New Technology in internal communication

- Ensure that the government starts using official emails allocated to all Civil Servants by the e-Government to issue Circulars
- That a news alert is issued in Ministries websites and officers informed how and where they can get copies
- Creation and adoption of the intranet for internal communication to make information available to all employees on an internal website

6.4 FUTURE RESEARCH

This research study focused on the internal communication in Civil Service and did an appraisal of the use of Personnel Circulars medium/channel in administering Civil Service Reforms. The instrument used to gather data was a close-ended questionnaire. It would be interesting to see the results of a similar study carried out using the Focus Group discussion methodology since questionnaires are limiting to respondents.

The research scope could also be extended to management of the internal communication especially roles or labour division between Public Relations and HRM/Personnel Officers in internal communication in the Civil Service. The study could also explore the upward communication flows in the Civil Service from employees to management.

A study of public perceptions of Government communications, that is communication directed at the external publics is also a significant area of study. This study would establish whether Government communications to the external public meets their information needs to enable them participate in development programmes and projects.

CHAPTER SIX

6.0 SUMMARY CONCLUSION AND RECOMMENDATIONS

6.1 SUMMARY

6.1.0 Summary of Key findings

This study analyzed internal communication channel specifically Personnel Circulars and tried to identify the processes as well as impediments and gaps in their flows. It also attempted to establish the effectiveness of this medium of communication in administering the Civil Service Reforms.

The key findings of this study are that there exists gaps in the flow of Circulars from DPM to Civil Servants. The study also established that not all Circulars released by DPM intended for them actually reach the Civil Servants. It also emerged that even in cases of laid down practices, procedures and guidelines for internal communication, these were either not being implement or Civil Servants were not adequately informed. Awareness of the same was also low or even lacking in some cases.

This study also established that Civil Servants viewed Circulars as a key medium of communication and they felt that lack of information would adversely affect their work performance.

The study also revealed that adoption of new technology in form of emails and website for government communication to its internal publics-Civil Servants would be a solution to create a direct link and eliminate impediments or barriers to effective internal communications.

It also emerged that the respondents think the Circular was an effective channel of communication. This study established that organizational structures and processes are more to blame for poor communication in Civil Service other than the medium itself.

The study also revealed that communication in Civil Service is mainly downwards, in written format flowing from management to employees.

6.4 CONCLUSION

In view of the changes being implemented in the management systems in the Civil Service in form of service delivery from a process oriented system to a results-based system, it is the conclusion of this research project that the government needs to adopt a strategic and integrated approach to internal communication.

The other conclusion of this study is that barriers to effective internal communication in the Civil service are more to do with the processes and structures of communication in the hierarchical system of downward communication than the medium itself.

In the line with the changing scenario where officers are expected to account for their work performance by signing performance contracts, it is the conclusion of this study that a more decentralized and less structured communication system needs to be adopted.

The study showed that the Government needs to put in place a specific internal communication policy directive to ensure that the parts are co-ordinated for effective communication and that it is necessary for internal communication to be factored in various strategic plans in Government Ministries.

6.5 RECOMMENDATIONS

Accordingly, this study makes the following recommendations from the findings;

6.3.0 Internal Communication Policy

- Ensure that the function of Internal/Staff communication procedures are factored and captured in revised editions of the Code of Regulations (COR) as a separate section from correspondence.

- That internal communication, employee communication component be addressed in all Ministerial/departmental Strategic plans and Service Charters.
- That on appointment, all Civil Servants are issued with a copy of the Code of Regulations That on appointment, Civil Servants are issued with the Official Secrets Act and not just the declaration form.
- That a standard manual or list of all regulations governing the Civil/Public Service is issued to all officers on appointment

6.5.2 Circulars Communication Structures

- The government should ensure that communication flow structures and procedures are captured in the revised Code of Regulations to cover staff to staff, staff to supervisor and supervisor to staff communications

6.3.2 Organizational Structures and Roles

- Ensure that the Government defines the internal communication role
- That the government enacts a clear role differentiation and labour division for communication with internal publics amongst officers such as PROs, HRM/Personnel Officers, Administrators. “Organizational activities cannot be co-ordinated without communication among the parts of the organization”, (Porter and Roberts, 1977).
- That the internal communication is defined a duty and responsibility and the same be allocated relevant officers in their job descriptions. According to Porter and Roberts (1977), if functions are differentiated then mechanisms must be developed to coordinate them in the interest of goal achievement.
- That DPM establishes a follow up and feedback communication system for Civil Servants to ensure that Circulars reach target staff.

6.3.2 Eliminating Communication Barriers

- Ensure that all staff are well informed of which officers issue different types of Circulars and where to get copies
- Circulars should be delivered on a ledger book and all staff made to sign that they received or read them
- The regular staff returns reports should also indicate which Personnel Circulars were received in a given quarter and whether staff received them.
- Immediate supervisors should ensure that staff who were away on leave or absent from the office also receive copies of the Circulars

6.3.3 Channels of communication

- Ensure that all internal Communication facilities are available in all offices
- Ensure that regular staff meetings are held between the supervisors including heads of Departments at least monthly
- The PS should meet the general staff at least once a year
- Ensure all staff are taken for workshops where they are inducted to any new management systems are introduced in Government
- That it be part of Supervisors requirement to confirm that the staff were inducted into any new management system introduced in the Civil Service in a specific part of the Staff Appraisal Reporting System (GP247)
- Ensure that Notice boards, which are lockable, are set up in all offices in Government Ministries and Departments
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ANNEXE 1

SURVEY QUESTIONNAIRE

This questionnaire has been constructed to learn more about the use of Personnel Circulars in administering the Civil Service Reforms; how the Circulars flow down the hierarchy, how employees view internal communication in Civil Service and especially the use of Circulars as a channel of communication, and how communication affects their work performance. This questionnaire is part of Miss Beatrice N. Kung'u Masters research project at the School of Journalism, University of Nairobi. The insights that you contribute will enhance the body of knowledge about internal communication in Civil Service specifically communication using Personnel Circulars, and especially whether these Circular reach the target group, Civil Servants, who are the target and users of the information.

This study will be of tremendous help in Miss Kung'u's pursuit of a Masters of Arts in Communication Studies. The information collected in the study is for academic research purposes only and your response will remain anonymous. Participation is voluntary and no one in the organization will ever know even whether you responded. Your answers will be treated with the utmost confidentiality. If you choose to give your name, it is entirely optional. Please try to answer every question, even if you are not sure about it or confident of your answer. To answer each item tick the box that corresponds mostly with your opinion or fill in the provided space.

Thank you in advance for completing this questionnaire. Many thanks for committing your time to respond to the questionnaire.

SECTION A

1. Gender

- a) Male b) Female

2. Age

- a) Below 20 years b) 21-30 years
c) 31-40 years d) 41-50 years e) Over 51 years

3. Work Station

- a) Ministry Headquarters
b) Department/Section (based at Headquarters)

- c) Department/Section (away from Headquarters)
- d) Field Station

4. Department/Section

- a) Administration
- b) Personnel
- c) Public Relations/Information/Communications
- d) Secretarial
- e) Clerical/ Support
- f) Other (please specify).....

5. Highest level of Education.

- a) Elementary/Primary
- b) Secondary School
- c) High School
- d) Diploma
- e) Degree
- f) Masters
- g) PhD

6. How long have you worked in the Civil Service?

- a) Less than 5 years
- b) 5 to 10 years
- c) 11 to 15 years
- d) 16 to 20 years
- e) Over 20 years

7. Job Group Banding Level/ 'Job Group'

- a) Senior Managers 'JG' P-R
- b) Technical Staff 'JG' K-N
- c) Support Staff (Middle) 'JG' G-J

SECTION B

8. Have you filled in the revised Annual Performance Appraisal System GP 247 (Revised 2006)?

- a) Yes
- b) No

9. Of the following documents released by the Government, which have you read/seen?

- a) Revised Code of Regulations (2006)
- b) Handbook for Civil Service Staff Induction (2006)
- c) Public Service Commission's Code of Conduct and Ethics (2004)

d) None of the above

10. If you have seen to any of the above documents, how did you get a copy of the document? Through...

a) HRM/Personnel Officers

b) Public Relations Officers

c) Administrative Officers

d) Internal Memos/Circular

e) Immediate Supervisor

f) Grapevine/Colleagues

g) Other (please specify).....

11. Of the following courses/seminars, which have you attended??

a) Induction course on joining the Civil Service

b) Public/Civil Service Reforms

c) Training in Computers

12. When were the contents of the Official Secrets Act drawn to your attention last?

a) This year

b) At the time of employment

c) Regularly, at least once a year

13. Of the following communication facilities, which ones are available in your ministry/department/section? Tick appropriate answers

a) A Notice Board

b) Official e-mail

c) A photocopier

d) Internet

14. Are Circulars put up in your office's Notice Board when they are issued?

a) Yes

b) No

c) Sometimes

15. How do you first learn of release of a new Circular? Through....

a) Media (Newspapers/Radio)

b) Circulars/Memos

c) Colleagues/Grapevine

d) Office Notice Board

e) Immediate Supervisor

f) Website

g) Other (Please specify).....

16. Which officers are responsible for communicating/releasing the Circulars to you?

- a) HRM/Personnel Officers
- b) Public Relations Officer
- c) Administrative Officers
- d) Immediate Supervisor
- e) Other (please specify).....

17. Which of the following Officers are best placed to release Circulars to you?

- a) HRM/Personnel Officers
- b) Public Relations Officer
- c) Administrative Officers
- d) Immediate Supervisor
- e) Others (specify).....

18. How else would you wish information about release of Circulars communicated to you?

- a) By Notice Boards
- b) By internal memos/letters
- c) Through the media
- d) Internet/Websites
- e) Emails
- f) Others (specify).....

19. How would you rate the following channels communication in Civil Service in terms of effectiveness? Please rank the given choices from 1-10 in terms of most effective to least effective.

- a) Internal Memo/Letters/Circulars
- b) Meetings
- c) Seminars/Workshops
- d) Notice Boards
- e) Print/Radio
- f) Telephone
- g) Newsletter
- h) Website/Emails/Intranet

i) Colleagues/Grapevine

j) Brochures/Posters

20. Of the following communication channels, which ones does your office use to issue Circulars to you?

a) Internal Memos

b) Notice Boards

c) Meetings

d) Email/Website/intranet

e) Colleagues/Grapevine

f) Immediate Supervisor

g) Others (please specify).....

21 Do Circulars have any effect on how you perform your work?

a) Yes

b) No

22. How do you perform a given task or implement a directive when a newly issued Circular reaches you directly?

a) Very well

b) Fairly well

c) Fairly

d) Poorly

23. Do you feel that lack of information or untimely information affects your efficiency when performing your duties?

a) Yes

b) No

24. How do you rate internal communication in Civil Service?

a) Excellent

b) Very Good

c) Good

d) Fair

e) Poor

25. In your own opinion, do you think the organizational structure/hierarchy in Civil Service affects the flow of Circulars and how is it affected?

a) It is supported

b) It is impeded

c) Others (please specify).....

26. Do you think the ongoing Civil Service Reforms are effective at improving work performance and service delivery?

a) Yes

b) No

27. Has your work efficiency improved following the introduction of the Rapid Results Initiatives (RRI), strategic plans and work plans?

- a) Yes b) No c) Not sure

<28. Do you feel that you would perform better if all directives such as Circulars reached you directly?

- a) Yes b) No c) Not sure

<29. Are you happy with your work performance?

- a) Happy b) Unhappy c) Not sure

30. Are Circulars clear or do you have to seek more information or interpretation?

- a) They are clear b) Need clarifications
c) Others (please specify).....

31. The Performance Appraisal Report form GP 247 (Revised 2006) is filled in steps. Who of the following fill in the forms? Tick appropriate answers.

- a) Appraiser b) Supervisor
c) Second Supervisor d) Do not know/Not sure

32. Which period does the Performance Appraisal Report Form GP 247 (Revised 2006) cover?

- a) From January to December (Calendar year)
b) From July to June (Financial year)
c) Not sure

33. Do you think Circulars are effective as an employee communication channel?

- a) Yes b) No

34. In you answered "No" to the above, what improvements do you think are needed to make it more effective? Please tick appropriate answers.

- a) Change in mode of delivery
b) Availing photocopying facilities
c) Speed up downward communication
d) Other (please specify).....

35. How do you rate communication by use of Circulars in Civil Service?

- a) Excellent b) Very Good
c) Good d) Fair
e) Poor

36. What hindrances interfere with the delivery of Circulars to you? Tick appropriate answers.

- a) Poor Administrative/Personnel structures
b) Lack of facilities for making copies
c) Poor downward communication
d) Lack of proper follow up
e) Poor delivery structures
f) Others (please specify).....

37. Do you know where you can get copies of past Circulars?

- a) Yes b) No

38. Do you think Circulars play a major function or role in internal communication in the Civil Service?

- a) Yes b) No

39. Do you think Circulars are the best channel for communicating new directives?

- a) Yes b) No

40. Do you receive all Circulars released by DPM and intended for your attention?

- a) Yes
b) No
c) Sometimes
d) Not sure