STRATEGY FORMULATION AND IMPLEMENTATION AT UNITED NATIONS HIGH COMMISSIONER FOR REFUGEES (UNHCR) KENYA

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A Research Project Submitted in Partial Fulfilment of the Requirements for the Award of the Degree of Master of Business Administration, School of Business, University of Nairobi

OCTOBER 2007
DECLARATION

This research project is my original work and has not been submitted for a degree course in this, or any other University.

Signed------------------ Date 06/11/07

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This research has been submitted for examination with my approval as a University supervisor

Signed------------------ Date 07/11/07

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DEDICATION

To my family and best friends, you are always there for me. That is the wonder of you.

This work is a product of many people's efforts. My sincere gratitude goes to all who contributed towards the completion of this project. My family will forever be grateful.

I especially want to thank my supervisor, Mr. Jackson Mshila, for his unwavering guidance throughout this project. Thanks to his constant advice and constructive criticism, this dissertation has been completed.

To my family, your support and kindness was overwhelming. Thank you for being there for me.

To the management team and staff at UNICEF Kenya, you took time to listen to me and gave me the much-needed information.
ACKNOWLEDGEMENTS

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ABSTRACT

This study sought to understand the process of strategy formulation and implementation at United High Commissioner for Refugees (UNHCR) Kenya and how the organization has responded to the challenges of formulating and implementing its strategies. The rationale of the study arose out of the realization that Not-for-Profit making Organizations especially those of international stature experience challenges in formulating and implementing their strategies. Coming up with a global strategy when each region is unique; conflicting objectives and differing cultures and; the fact that donors are not the direct beneficiaries, impacts greatly on the process. The donors impose which kind of programs they want to fund and in what country thus reducing the autonomy of the organization.

Each region is unique so the issue of context arises. UNHCR Kenya being in a developing country faces unique challenges in its operations like poor infrastructure, poor health and environmental conditions at the refugee camps and insecurity among others. This is not the case for other branches thus global strategies formulated from the head office bring a challenge during implementation because of these unique situations on the ground.

This research project was a case study of UNHCR Kenya. The three objectives of the study were: To establish the process of strategy formulation and implementation at UNHCR Kenya; to determine the challenges in the process of strategy formulation and implementation and; to identify the responses of UNHCR Kenya towards these challenges.

In order to meet these objectives, the pertinent primary and secondary data was collected. Primary data was obtained from personal interviews with the respondents who are responsible for strategy formulation and implementation at UNHCR Kenya. The same interviewees are responsible for implementation. Secondary data was obtained from articles and books about UNHCR. The data was then analyzed qualitatively.

The study established that strategy formulation process at UNHCR Kenya is all inclusive and that the mission statement and organization values play a major role making their strategies. Once formulated, the strategies are communicated to employees. The study
found out that donor influence represents the greatest impact in implementation of strategies at UNHCR Kenya. Not all strategies are implemented due to donor demands and failure to honour their pledges. Other challenges that surfaced include applying global strategies in a local context, lack of sufficient financial resources, poor infrastructure, cultural and religious factors among others.

According to the research findings, UNHCR Kenya has endeavoured to respond to the challenges posed by the process of strategy formulation and implementation at the organization. This is through decentralization of functions, changes in the organization’s structure through reduction of reporting lines, outsourcing, new fundraising strategies, use of technology, good leadership and improved communication within the organization among others.

This study was based on how UNHCR Kenya formulates and implements its strategies, the challenges of that process and how it has responded to those challenges. A further study can, therefore be carried out in form of a cross sectional survey covering the whole sector of Not-for Profit making Organizations of international stature to determine how they formulate and implement their strategies, the challenges they face in that process and how they have responded to those challenges. This then will allow for sector generalizations to be made.
# TABLE OF CONTENTS

| Declaration | 11 |
| Dedication  | 111 |
| Acknowledgement | IV |
| Abstract     | V  |

## CHAPTER ONE: INTRODUCTION

1.1 Background
   - 1.1.1 Concept of strategies management
   - 1.1.2 Background of UNHCR
1.2 Statement of the problem
1.4 Objective of study
1.5 Significance of the study

## CHAPTER TWO: LITERATURE REVIEW

2.1 Introduction

2.2 Strategic Management Process
   - 2.2.1 The concept of strategy
   - 2.2.2 Levels of strategy
   - 2.2.3 Functions of strategy

2.3 Strategy Formulation
   - 2.3.1 Views on strategy formulation
   - 2.3.2 Challenges of strategy formulation
   - 2.3.3 Strategic choice

2.4 Strategy Implementation
   - 2.4.1 Elements of effective strategy implementation
   - 2.4.2 Institutionalization of the strategy
   - 2.4.3 Challenges of strategy implementation
   - 2.4.4 Outcomes of strategy implementation
## CHAPTER THREE: RESEARCH METHODOLOGY

<table>
<thead>
<tr>
<th>Section</th>
<th>Title</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>3.1</td>
<td>Research Design</td>
<td>36</td>
</tr>
<tr>
<td>3.2</td>
<td>Data Collection</td>
<td>36</td>
</tr>
<tr>
<td>3.3</td>
<td>Data analysis and presentation</td>
<td>37</td>
</tr>
</tbody>
</table>

## CHAPTER FOUR: DATA ANALYSIS AND INTERPRETATION

<table>
<thead>
<tr>
<th>Section</th>
<th>Title</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>4.1</td>
<td>Introduction</td>
<td>38</td>
</tr>
<tr>
<td>4.2</td>
<td>Organization profile and Nature of Business</td>
<td>38</td>
</tr>
<tr>
<td>4.3</td>
<td>Strategy Formulation at UNHCR Kenya</td>
<td>42</td>
</tr>
<tr>
<td>4.3.1</td>
<td>Process of strategy formulation at UNHCR Kenya</td>
<td>43</td>
</tr>
<tr>
<td>4.3.2</td>
<td>Challenges of strategy formulation at UNHCR Kenya</td>
<td>47</td>
</tr>
<tr>
<td>4.3.3</td>
<td>Responses to challenges of strategy formulation at UNHCR Kenya</td>
<td>49</td>
</tr>
<tr>
<td>4.4</td>
<td>Strategy Implementation at UNHCR Kenya</td>
<td>52</td>
</tr>
<tr>
<td>4.4.1</td>
<td>Process of strategy implementation at UNHCR Kenya</td>
<td>53</td>
</tr>
<tr>
<td>4.4.2</td>
<td>Challenges of strategy implementation at UNHCR Kenya</td>
<td>57</td>
</tr>
<tr>
<td>4.4.3</td>
<td>Responses to challenges of strategy implementation at UNHCR Kenya</td>
<td>58</td>
</tr>
</tbody>
</table>

## CHAPTER FIVE: SUMMARY, CONCLUSION AND RECOMMENDATIONS

<table>
<thead>
<tr>
<th>Section</th>
<th>Title</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>5.1</td>
<td>Introduction</td>
<td>62</td>
</tr>
<tr>
<td>5.2</td>
<td>Summary of Findings</td>
<td>62</td>
</tr>
<tr>
<td>5.2.1</td>
<td>Strategy Formulation and Implementation at UNHCR Kenya</td>
<td>62</td>
</tr>
<tr>
<td>5.2.2</td>
<td>Responses of UNHCR Kenya to challenges of Strategy formulation and implementation</td>
<td>63</td>
</tr>
<tr>
<td>5.3</td>
<td>Suggestions for further research</td>
<td>66</td>
</tr>
</tbody>
</table>

## REFERENCES

## APPENDIX 1: INTERVIEW GUIDE

## APPENDIX 2: FOCUS GROUP DISCUSSION GUIDE
CHAPTER ONE: INTRODUCTION

1.1 Background

1.1.1 Concept of Strategic Management

Organizations are created in order to serve the needs of societies in which they operate. The existence of such organizations has created the need for management, that is, the process by which such organizations are run in order to achieve their goals. Strategy is an important element of this management process (Aosa, 1992). Johnson and Scholes (2002) define strategy as the direction and scope of an organization over the long term, which achieves advantage for the organization through its configuration of resources within a changing environment to meet and fulfill stakeholder expectations. On their part, Bartol and Martin (1991) assert that strategies are large-scale action plans for interacting with the environment in order to achieve long term goals. Strategy making brings into play the critical managerial issue of how to achieve the targeted results in the light of the organization’s situation and prospects. The strategic decisions in an organization are typically a blend of deliberate and purposeful actions aimed at matching the activities of the organization to the environment in which it operates.

The complexity and sophistication of strategic decision-making requires strategic management (Lynch, 1997). Strategic management has been defined as a set of decision and actions that result in the formulation and implementation of plans designed to achieve
organization’s objectives (Pearce and Robinson, 1997). Bartol and Martin (1991) define strategic management as the process through which managers formulate and implement strategies geared towards optimizing strategic goal achievement, given available environmental and internal conditions. Strategic management is different in nature from other aspects of management. This is because it is concerned with the complexity arising out of ambiguous and non-routine situations with organization wide rather than operation specific implications. The process of strategic management does not end when the organization makes a decision as to what strategy to pursue (Koske, 2003). It calls for consideration of several steps from formulating vision and objectives to their implementation (Pechlaner and Sauerwein, 2002). Strategic management has grown in importance over the last 30 years largely on account of the increasing complexity of modern business organizations (Porter, 1996)

1.1.2 Background of UNHCR and UNHCR Kenya

Just like the profit-oriented organizations, UNHCR is environment serving thus making it an open system. UNHCR’s success therefore depends on its ability to secure resources from the environment and maintenance of its social legitimacy. Happenings within the environment can lead to a shift in development partner’s funding patterns and focus in light of new realities. In this regard UNHCR as a Not-For-Profit making organization needs to think strategically, translate insights into effective strategies, and lay ground work for adopting and implementing its strategies so as to respond to such dynamic environment (Warsame, 2002).
Especially for such organizations, strategic management provides an excellent vehicle for developing and justifying requests for needed financial support (David, 1989).

UNHCR has a diverse source of funds and is not a direct beneficiary of the services offered. Influence from donors may be high in terms of the formulation of organizational strategies (Johnson and Scholes, 2002). As an organization of international stature, development of corporate strategy is further complicated by conflicting objectives, differing cultures and beliefs among others (Lynch, 1997). Coming up with what is a global strategy when each branch has a unique environment creates a challenge at implementation stage. Pechlaner and Sauerwein (2002) argue that strategic management remains ineffective if strategies cannot be implemented effectively.

The United Nations High Commissioner for Refugees (UNHCR) based in Geneva, Switzerland was created by the United Nations General Assembly. It began its work in January 1 1951. For many years it worked primarily within its mandate of protection of refugees, concentrating efforts in countries of asylum especially the European refugees of the Second World War. Over the following decades, as the number of uprooted people grew around the globe, its mandate was extended every five years (Johnson and Scholes, 1999). In December 2003 however, the United Nations General Assembly decided to remove the time limitation on UNHCR mandate. Further its mandate has over the years been widened in scope both geographically and areas of concern leading to creation of country offices in various countries.
The last decade of the 20th Century saw the number of Peoples 'of concern' to UNHCR rising rapidly due to major crises like the Gulf War, genocide in former Yugoslavia, Great Lakes region, Sudan, Liberia, Angola among others (Johnson and Scholes, 1999). By the year 2005, the figure had risen to 19.2 million people worldwide of which 9.6 million are refugees. Currently the agency has a workforce of 6,697 people of 185 different nationalities, 85% of who work in the 261 field offices located in 117 countries. The agency’s budget rose to $1.42 billion in 2005 (UNHCR Media Relations and Public Information Service, 2006).

The agency began its operations in Kenya in 1969 in effort to assist Sudanese asylum seekers in the country. By 1992, the peak of refugee emergency in Kenya, 15 refugee camps had been established to accommodate the over 420,000 refugees. Currently Kenya hosts a total of 237,000 refugees in 2 camps situated in Dadaab and Kakuma. These refugees come from 10 different nations in the region. Its total budget for 2004 stood at $19,519,807. (UNHCR March 2006)

Whereas protection of refugees remains UNHCR’s primary function, it offers other assistance programmes to affected population in form of food, shelter, health services, education, social welfare and income generating activities. Further the agency helps reintegrate the refugees in their countries of origin or third countries willing to accept them for resettlement.
1.2 Statement of the problem

Strategy formulation and implementation requires people in the organization to have a shared vision and shared values (Waruhu, 2004). However due to geographical, social, cultural and political diversity, issues of structure and control at the corporate level and relationship between branch units and the corporate centre are usually a major strategic issue for international organizations. Head office has immense influence on terms and conditions and hence strategy formulation and implementation in the organization. The implication of this is that the management and staff at the branches lack complete ownership of the strategy because they do not fully participate in the formulation process (Michael, 2004). This in turn creates impact on implementation because for success, ownership is critical. Further each region is unique and that creates a challenge in formulating and implementing what is a global strategy.

UNHCR’s first mandate was of limited geographical scope. However in the intervening decades, the problem of displaced people has become more complex and taken a global dimension. This led to opening of various country offices currently located in 117 countries Kenya included (UNHCR Media Relations and Public Information Service, 2006). This has resulted to challenges in strategy formulation and implementation. While strategies are formulated at the UNHCR head office in Geneva, branches are tasked with the responsibility of implementation thus creating discordance between the head office and the branches. Frustration has been growing among its field staff over the inefficiency of its centralized rule-based bureaucracy and the inflexibility of headquarter support Resource allocation from
head office does not always commensurate the branch office budget thus constraining implementation of programmes. About 98% of funding at UNHCR comes from discretionary donations from Government and private individuals (Johnson and Scholes, 1999). However UNHCR has not localized fundraising strategies. This makes it hard for branch office to initiate fundraising strategies that have local appeal and approach. Further challenges facing refugees in each region are unique in terms of the kind of assistance they need thus a global strategic response is not tenable.

Studies have been done on the subject of strategic management but the studies have tended to focus commercial companies (Koske, 2003; Ochanda, 2005; Machuki, 2005). Further the studies have only concentrated in implementation of strategy. Ochanda (2005) conducted a study on challenges of strategy implementation focusing on Kenya Industrial Estates Limited. Machuki (2005) and Koske (2003) did a similar research narrowing their study on CMC Motors and Telkom Kenya respectively. But how a strategy is formulated influences its implementation. Also the studies have only focused on Kenyan companies. International organizations have branches and since strategic management is context sensitive there is a challenge of implementing what is a global strategy when each region is unique. This study is based on the premise that strategy formulation and implementation in international Not-for-Profit making Organizations has been understudied.

My research aims at answering 3 questions:

- How are strategies formulated and implemented at UNHCR Kenya?
- What are the challenges of this process?
How has UNHCR Kenya responded to the challenges?

1.3 Objectives of the study

1. To establish the process of strategy formulation and implementation at UNHCR Kenya.

2. To determine the challenges in the process of strategy formulation and implementation at UNHCR Kenya.

3. Identify the responses of UNHCR Kenya towards these challenges.

1.4 Significance of the study

Benefits will accrue to various groups:

- Future scholars may use the results of this study as a source of reference. The findings of this study can be compared with strategic management in other sectors to draw conclusions on how various factors influence strategy formulation and implementation within different contexts.

- Management teams of international organizations who will draw lessons on the challenges of strategy formulation and implementation and what can be done to achieve success. Further policy makers in UNHCR will be able to obtain documented information on the challenges
facing the organization in its endeavours to come up with strategies and their implementation.

It will benefit management consultants who endeavour to provide assistance to successful running of organizations in formulation and implementation of strategies.
CHAPTER TWO: LITERATURE REVIEW

2.1 Introduction

This chapter presents the literature review on the area of strategic management. The facets of strategic management espoused in this chapter include the concept of strategy, strategy formulation and strategy implementation. Though these facets are not divorced from each other in practical, they have been subdivided to aid this study.

2.2 Strategic Management Process

Strategic management has been viewed as a process. The implication of this is three fold: that any change in any component within an organization will affect several or all other components; that strategic formulation and implementation are sequential a process that begins with development or reevaluation of the organization mission; and the necessity of feedback from institutionalization, review and evaluation (Pearce and Robinson, 1997). Managers need to recognize that components of the strategic management process are changing thus should view strategic management as a dynamic system.

2.2.1 The concept of Strategy

Strategy is an important element of management process. Strategy can be defined as the establishment of the long-term goals and objectives of an organization including the taking
actions and allocation of resources for achieving these goals (Chandler, 1962). On their part, Hill and Jones (2001) define strategy as an action an organization takes to attain one or more of its goals. For most if not all organizations the most overriding goal is to achieve superior performance. Strategy is about winning. Strategy is not a detailed plan or programme of instructions; it is a unifying theme that gives coherence and direction to the actions and decisions of an individual or the organization. Though its primary purpose is to guide management decisions towards superior performance through establishing competitive advantage, strategy also acts as a vehicle of communication and coordination within the organization (Grant, 1998). Due to scarcity of resources, the strategy that is chosen should be one that optimizes these resources in the pursuit of the organizational goals and objectives.

A well formulated strategy enables the organization to marshal and allocate its resources in a unique way on the basis of its relative internal competences and limitations, expected changes in the environment and contingent actions by competitors (Quinn, 1980). Further a strategy needs to be well defined since it would determine and communicate the direction in which the organization will move, and the level of performance it will achieve (Kiptugen, 2003). Strategies that are conducive to success exhibit four characteristics: Goals that are simple, consistent and long-term; profound understanding of the competitive environment; objective appraisal of resources; and effective implementation (Grant, 1998).

Hax and Majluf (1996) postulates various dimensions of the concept of strategy: strategy as a means of establishing the organizational purpose in terms of its long term objectives, action programmes and resource allocation priorities; strategy as a definition of the competitive
domain of the firm; strategy as a response to external opportunities and threats, and internal strengths and weaknesses, in order to achieve a sustainable competitive advantage; strategy as a way to define managerial task with corporate, business and functional perspectives; strategy as a coherent, unifying and integrative pattern of decisions; strategies as a definition of the economic and non economic contribution the firm intends to make to its stakeholders; strategy as an expression of strategic intent; strategy as a means to develop the core competencies of the organization; and strategy as a means to develop the capabilities that assure a sustainable advantage.

The concept of strategy embraces the overall purpose of an organization. It is not surprising therefore, that many dimensions are required for its proper definition (Hax and Majluf, 1996). The multiplicity of definitions given on strategy suggests that strategy is a multidimensional concept.

### 2.2.2 Levels of strategy

Strategy in an organization is viewed from 3 levels: Corporate, business and functional. The characteristics of strategic management vary with the level of strategic activity considered (Pearce and Robinson, 2002). This threefold distinction of strategy is clearly discernible in large companies that are involved in several businesses (Aosa, 1992)

At corporate level there is the Chief Executive, Board of Directors and top administrative officers. The concern is setting of objectives and formulating strategies that span the whole
organization. Decisions at corporate level tend to be more value oriented, more conceptual, and less concrete than decisions at the other levels (Pearce and Robinson, 1997). In business organizations, this level is responsible for the firm's financial performance, achievement of non-financial goals and determining which business the firm should be involved in.

According to Grant (1998) corporate strategy defines the scope of the firm in terms of the industries and markets in which it competes. Corporate strategy decisions include investment in diversification, vertical integration, acquisitions and new ventures, the allocation of resources between different businesses of the firm.

The middle category is business level whose role is to translate statements of direction and intent generated at corporate level into concrete objectives and strategies for individual business divisions (Pearce and Robinson, 1997). This level helps bridge decisions at the corporate and functional levels. In business organization, business strategy is concerned with how the firm competes within a particular industry or market. It is also referred to as competitive strategy (Grant, 1998)

Functional level is tasked with development of annual objectives and short-term strategies. The principal responsibility is to implement or execute the organization's strategic plans. Functional level decisions address efficiency and incur modest costs (Pearce and Robinson, 1997). In business organizations functional strategies are elaboration and implementation of business strategies through individual functions such as production, Research and Development, marketing, Human Resources and Finance (Grant, 1998)
The ideal strategic management process is developed and governed by a strategic management team. The strategic management team includes decision makers from the three levels of corporate, business and functional (Mintzberg and Quinn, 1996). Note that whereas we have a visualized these levels of strategies are distinct, they all fit together to form a consistent, unified and integrated whole for the organization.

2.2.3 Functions of strategy

Organizations spend time, effort and scarce resources in order to develop strategy. Once developed, the strategy performs various functions in the organization. Strategy helps to provide long-term direction for the organization, thus the organization is able to perform current activities while at the same time viewing them in terms of their long-term implications to the organization.

According to Pearce and Robinson (1997), strategy enables the organization to focus on their resources and effort. This in turn helps managers to identify critical tasks that need to be performed while ensuring that organization resources are allocated focusing on the critical tasks. In this way, resources are allocated to purposive activities thus avoiding wastage.

Strategy helps in achieving a more effective organization. The structure of the organization follows the strategy of that organization (Chandler, 1962). Different strategies are best implemented if certain organizational structures are in place. If an organization has developed an appropriate strategy, this becomes a good guideline in designing an appropriate
structure to carry out the strategy. This inter relationship between strategy and structure helps in developing appropriate organizational structures.

Another critical function of strategy is that it helps organizations to cope with change. The external environment in which the organization operates is constantly changing (Pearce and Robinson, 1997). Organizations have to respond to these changes all the time and strategy can help guide the pattern of responses of such organizations to the changes that are taking place. In a situation where the management can anticipate such changes, they can provide for them in advance. Finally strategy can help an organization develop a competitive advantage in the market thus out performing their competitors (Porter, 1980).

According to Grant (1998) strategy is viewed as a vehicle for achieving 3 key managerial purposes: Strategy as decision support, as a vehicle for coordination and communication and strategy as a target. As a decision support, strategy establishes a set of guidelines and criteria how individual decisions will be made. Also strategy as a vehicle for coordination and communication helps achieve consistency in decision over time and across departments and individuals within the organization. One key vehicle of communicating strategy is the mission statement: a summary statement of the essence of the organization’s strategy and purpose. Finally, strategy as a target implies that it links with mission and vision in defining where the organization wants to be in the future. The purpose of such goal setting not only seeks to establish a direction to guide the formulation of strategy but it also sets aspirations for the organization.
2.3 Strategy Formulation

According to Hill and Jones (2001) strategy formulation refers to the task of analyzing the organization's external and internal environment and then selecting appropriate strategy. Strategy formulation guides executives in defining the business their organization is in and the means it will use to accomplish those ends (Pearce and Robinson, 1997). Strategy formulation combines a future oriented perspective with concern for the firm's internal and external environments. Strategy formulation includes a business mission; identification of organization's external opportunities and threats; determining internal strengths and weaknesses; establishing long term objectives; generating alternative strategies; and choosing particular strategies to pursue.

The first component of strategic management process is to define mission and major goals of the organization. The two provide the context within which strategies are formulated. According to Johnson and Scholes (2002), a mission statement is a generalized statement of overriding purpose of an organization. It addresses: the vision, which is a beacon in the distance towards which an organization strives; position the organization wishes to attain; clarity on the main intentions and aspirations of the organizations; and the statement of the key values of the organization.

It is through the mission statement that the organization determines the basic goals and philosophies that will shape its strategic posture (Pearce and Robinson, 1997). It identifies the scope of its operation and it embodies the business philosophy of the organization's
strategic decision makers. Mission statement is a broadly framed but enduring statement of the organization and it implies the image the organization seeks to project.

According to David (1989) and Pearce and Robinson (1997) the mission is designed to accomplish several outcomes: ensure unanimity of purpose within the organization; provide basis for motivating the use of organization’s resources; develop standards for allocating organizational resources; establish general tone or organizational climate; serve as a focal point for those who can identify with the organization’s purpose and direction; to facilitate translation of objectives and goals into work structure; and to specify organizational purposes and the translation of these purposes into goals in such a way that cost, time and performance parameters can be assessed and controlled. On their part, Hill and Jones (2001) argue that most corporate mission statements are built around 3 main elements: a declaration of the overall vision or mission of the organization; a summing up of the key philosophical values that managers are committed to and that influence the decisions they make; and articulation of the key goals that management believes must be adhered to in order to attain vision or mission and that are consistent with the values to which managers are committed.

Every organization has a unique purpose of being. This uniqueness should be reflected in a statement of mission. Being the first step in strategic management, the mission statement provides direction for all planning activities (David, 1989) A well designed mission statement is essential for formulating, implementing and evaluating strategy. Effective mission statements stand the test of time.
2.3.1 Views on strategy formation.

There are 2 main approaches to strategy: the rationalists “Design school” of strategy and the behaviourist “Process school” (Grant, 1998). The design school view strategic decision making as a logical process in which strategy is formulated through rational analysis of the organization, its performance and the external environment. The strategy is then communicated to the organization and implemented down through successful organizational layers. However, such a picture has been disputed as fiction because in reality the process is less structured, more diffused, and the dichotomization of formulation and implementation is less apparent (Grant, 1998).

Henry Mintzberg and his colleagues at McGill University identified several stages of the strategy process: Intended strategy, Realized strategy and Emergent strategy. Intended strategy is the strategy as conceived by the top management team. Even here rationality is limited, and the intended strategy is the result of the process of negotiation, bargaining and compromise, involving individuals within the organization. Realized strategy is that strategy that we observe which tends to be 10-30% of the intended (Grant, 1998). The primary determinant of the organization’s realized strategy is Emergent strategy. These are patterns of decisions that emerge from individual managers adapting to changing external circumstances and the way in which the intended strategy was interpreted.

According to Johnson and Scholes (2002), development and management of strategy can be viewed through the lenses of Design, Experience and Ideas. Design lens view strategy
development as the deliberate positioning of the organization through a rational, analytic structured and directive process. According to Design lens, strategic development is seen as a systematic thinking and reasoning. Thus analytic thinking precedes and governs actions. In this case it is possible to forecast, predict and build scenarios about future impacts such that managers can think through the conditions in which their organization is likely to operate. This analysis permits the matching of organizational strengths and resources with the environment of the organization so as to take advantage of opportunities and overcome and circumvent threats. It is therefore the responsibility of the top management to plan the destiny of the organization and come up with strategies, which are then cascaded down. All this is done logically and objectives are clear and explicit.

The Experience lens view strategy development as the outcome of individual and collective experience of individuals and the taken-for-granted assumptions. It suggests that more typically strategies develop in an adaptive fashion building on existing strategy and changing gradually. To this lens strategy is better understood in terms of continuity: once an organization has adopted a particular strategy, it tends to develop from within that strategy, rather than fundamentally changing direction (Johnson and Scholes, 2002). The strategy may not be pre-planned in some grand fashion. It can develop on the basis of series of strategic moves, each which make sense in terms of previous moves. According to this view no organization could function effectively if it were to undergo major revisions of strategy. Any shift therefore is incremental and is seen as adaptation to the opportunities that arise in a continually changing environment.
The third lens is the Idea lens which views strategy as emergence of order and innovation from a variety and diversity that exists in and around organizations. The two lenses so far tend to emphasize on conformism. New strategies relate quite closely to the old strategy. They do not explain how novel strategies came about.

2.3.2 Challenges of strategy formulation

Strategy formulation is a critical phase in strategic management process. Organizations are faced with numerous challenges in their bid to formulate strategies within their organizations. Organizational culture is one aspect that presents a challenge to most organizations. Every organization is a unique culture- its own history, its way of approaching problems and conducting activities, its own mix of managerial personalities and styles, its own patterns of “how we do things here”, its own set of war stories and heroes, and its own experiences of how changes have been instituted (Thompson and Strickland, 1996). A strong corporate culture founded on ethical business principles and moral values is a vital driving force behind successful strategy formulation process. (Sterling: in Michael, 2004). The management team has a responsibility of realizing the challenge of striking a balance between the formulation process and the organization’s culture (Thompson and Strickland, 1996).

Strong leadership is essential element in effective strategy formulation process. According to Pearce and Robinson (2002), the role of the Chief Executive Officer (CEO) and the assignment of key managers is critical to the success of strategy formulation. The CEO represents an important source of clarification, guidance and adjustment during formulation.
On their part, Thompson and Strickland (1996), assert that the strategy manager has many different leadership roles to play: chief entrepreneur and strategist, chief administrator, crisis solver, task master, figure head, head cheerleader, consensus builder, mentor, among others.

Another challenge is balancing between the resources available and the strategy that is being formulated. Resource allocation is the process of ensuring that all necessary time, financial resources, skills and knowledge are made available for effective execution of strategy formulation process. If the organization wants to employ external experts or consultants, adequate resources should be made available and in good time an aspect that presents a challenge to most organizations. Various units should have adequate resources in order to carry out their respective parts of the strategic plan.

According to Thompson and Strickland (1996), assembling a capable management team is also part of the formulation task. It needs to be strengthened by promoting qualified people or bringing skilled managers from outside. Talent base, personal chemistry and mix of skills need to be appropriate for the chosen strategy. Also a policy needs to be in place that allow for recruitment or utilization of experts and involvement of all stakeholders in the formulation process. This increases sense of ownership and acceptance of the strategy at implementation stage. Organizational politics can present a challenge in the formulation process if personal motives take precedence over the organization objectives. The challenge lies in pooling the various interests to be able to have a unified group at formulation stage. Pay and reward systems in place should enhance the organization’s strategic effectiveness.
An organization can be viewed as an open system with respect to the environment in which it operates. The environment represents a source of both opportunities and threats (Michael, 2004). For successful strategy formulation, an organization should understand the impact of the external environment on the process, as well as the internal resources and competencies. According to Thompson and Strickland (1996), the organization exists in the context of a complex political, economic, social, technological and legal world. There is continuous change in the environment and it is more complex for some organizations than others. On their part, Johnson and Scholes (1999) argue that it is important for the organization to understand the historical and environmental effects as well as expected potential changes in the environmental variables if the strategy formulation process is to be successful.

Grant (1998) argues that for a strategy formulation process to be successful, it must be consistent with the firm’s goals and values, with its external environment, its resources and capabilities and its organization and systems. Lack of consistency between the strategy pursued by a firm and its external and internal environment can cause discontent and thus failure of the process. Other challenges include aligning the, strategy with the organization’s mission and core values, the organization’s structure and policy on who participates in the formulation process among others.

2.3.3 Strategic choice

Strategic choice is core to strategic management. Strategy develops in quicks and start, creating many dilemmas amongst which the strategist must make their choices (Waruhiu,
In making strategic choices, the strategists make their decisions based on past information as well as the insight on the future direction of the organization. Strategic choice includes identifying the bases of strategic choice and generation of strategic options that determine the strategic direction (Waruhiu, 2004). Factors influencing strategic choices include method of strategic development in the organization, evaluation and selection of strategic options, acceptability by stakeholders, the fit between the strategy and resource capability of the organization and the environment in which the organization operates (Pearce and Robinson, 1997).

Success of strategy rests upon the degree of support it receives from the organizational culture. Culture provides an explanation for the difficulties an organization encounters when it attempts to shift its strategic direction (David, 1989). If supportive culture does not exist and not cultivated, then strategy changes may be ineffective.

All organizations are political (David, 1989). Unless it is managed, political maneuvering consumes valuable time, subverts organizational objectives and diverts human energy. Sometimes political biases and personal preferences get unduly embedded in strategy choice decisions (David, 1989). Internal politics affect the choice of strategies in all organizations. This is because coalitions of individuals often form around key strategy issues that face the organization and in the absence of objectivity, political factors sometime dictate strategies.
2.4 Strategy Implementation

Strategy implementation is the next logical step after strategy formulation. It implies translation of the chosen strategy into action. Strategies are of no value to the organization unless they are effectively translated into action. Strategic implementation requires a good strategic architecture of the organization and should therefore take into account how various parts of the organization work together in a manner that optimizes resource utilization (Johnson and Scholes, 2002). Without effective implementation the best-laid strategies are of little use. A well-formulated strategy must take into account the process through which it will be implemented and it is through implementation that strategies are formulated and reformulated (Grant, 1998).

To make the strategy operational, the organization needs annual objectives, functional strategies and policies (Michael, 2004). According to Lynch (1997) strategy implementation includes consideration of who will be responsible for strategy implementation and the most suitable organizational structure that would support the implementation. Institutionalizing the strategy requires the organization to ensure a fit between the chosen strategy and its structure, leadership, culture among other factors. Poor implementation of an appropriate strategy may cause that strategy to fail (Michael, 2004). The mandate of each department should be spelt and the information systems be put in place to monitor progress and resource planning (Pearce and Robinson, 1997).
Strategy implementation entails converting the organization’s strategic plan into action and then into results. It depends on leading, motivating and working with and through others to create strong fit between how the organization performs its core business activities and the requirements for good strategy execution. It is the job of the whole management team as the process of implementation typically impacts every part of the organizational structure (Thompson and Strickland, 1996)

2.4.1 Elements of effective strategy implementation

Once strategies have been developed, they need to be implemented. Without successful implementation, the organization will not obtain the result it intended. A well-developed strategy will have to be executed well for success and this can be done by first institutionalizing the strategy and then operationalizing it. Tools for successful implementation include annual objectives, policies and functional strategies.

Annual objectives serve as guidelines for action, directing and channeling efforts and activities of organization’s members. They serve as standards of performance and as such give incentives for managers and employees to perform (Koske, 2003). Importance of annual objectives is postulated by the fact that they; represent the basis for allocation of resources; act as primary mechanisms for evaluating managers; establish organizational, divisional and departmental priorities; and are a major instrument for monitoring progress towards achieving long term objectives (David, 1997). According to Pearce and Robinson (1997), these objectives if well developed, provide clarity; act as a powerful motivator and facilitator
of effective strategy implementation. It is important for annual objectives to be compatible with employees and managers’ values and should be supported by clearly stated policies (Tregoe and Tobia, 1991).

Policies refer to specific guidelines, methods, procedures; rules, forms and administrative practices established to support and encourage work towards stated goals (David, 1997). According to Pearce and Robinson (1997) policies are broad, precedent-setting decisions that guide or substitute for repetitive managerial decision-making and therefore are directives designed to guide the thinking, decisions and actions of managers and their subordinates in implementing the organization’s strategy. Policies set boundaries, constraints and limits on the kinds of administrative actions and also let employees and managers know what is expected of them (Koske, 2003). This in turn increases the chance that the strategy will be implemented successfully.

The final tool for successful strategy implementation is functional strategies. Functional strategies are short-term activities that each functional area within the organization must undertake in order to implement the grand strategy (Pearce and Robinson, 1997).

2.4.2 Institutionalization of the strategy

Institutionalization of strategy entails internal realignment of the organization to accommodate the new strategy. It is of critical importance that the organization’s daily activities and work efforts directly relate to accomplishing the strategic plan. For strategic
implementation to be successful there is need for congruence between two main elements: structure and process (Learned et al, 1969). On the one hand, structure defines the configuration of the organization showing relationships that exist between various parts of the organization while on the other hand process elements include leadership, culture and other administrative procedures. According to Pearce and Robinson (1997), four organization elements provide fundamental long-term means for the strategy to be fully implemented: structure, leadership, culture and rewards.

Organizational structure plays a crucial role in defining how people relate to each other and in influencing the momentum of change (Clarke, 1994; Dawson, 1994). The structure of the organization should be consistent and compatible with the strategy being implemented. If there is incongruence here adjustment will be necessary either for the structure or the strategy itself (Aosa, 1992). The choice of organization structure does make a difference in how an organization performs since not all of organization structures are equally supportive in implementing a given strategy. It is through structure that strategists attempt to position the organization so as to execute its strategy in a manner that balances internal efficiency and overall effectiveness. The structural design of the organization helps people pull together in their activities that promote effective strategy implementation. An inconsistency between structure and strategy will lead to disorder, friction and malperformance. Chandler (1962) qualifies this by arguing that structure follows strategy. On their part, Hax and Majluf (1996) suggest that strategy and structure interact. Strategy does influence structure but the latter also constraints strategy alternatives.
For effective implementation of strategy, there is need for adequate leadership in the organization. Members of same organization need to focus their effort in the same direction. Such unity of direction is critical for successful strategy implementation. The major role of leadership in an organization is to create an appropriate strategy-culture fit (Kazmi, 2002).

The Chief Executive should be at the forefront in providing leadership by providing vision, initiative, motivation and inspiration. Leadership therefore plays a critical role in the success or failure of an organization. Adequate leadership is needed for effective strategy implementation for this will ensure that all organization efforts are united and directed towards organizational goals (Pearce and Robinson, 1997).

Organizational culture refers to the set of common values and beliefs that organization members share in common. These are often unstated and they give the members a sense of how to behave and act. Since culture affects how managers behave and the decisions they make, it can be strength or a weakness. Culture as strength facilitates communication, decision-making, control and creates cooperation and commitment. When culture influences the action of employees to support current strategy, implementation is strengthened. As a weakness culture can obstruct smooth implementation of strategy by creating resistance to change (Pearce and Robinson, 1997). It is important that the culture of an organization be compatible with the strategy being implemented (Aosa, 1992) As part of leadership tasks, once strategy has been developed managers need to bring the organization’s culture into alignment with strategy and keep it there. This is because lack of compatibility between strategy and culture can lead to high organizational resistance to change and demotivation, which can frustrate the strategy implementation effort.
The strategy being implemented should be realistic given the resources available in the organization. It is impossible to implement a strategy that imposes resource requirements that cannot be met by the organization (Thompson, 1990).

2.4.3 Challenges of strategy implementation

Strategy implementation involves managing numerous intangible variables such as motivation and commitment of people, values and culture, organizational behaviour and power relationships. In this sense, it represents the "soft" side of strategic management. In addition implementing a strategy also entails such "hard" elements as developing functional policies, determining the organization's structure and designing reward systems. According to Burnes (1996), many organizational characteristics like structure, culture, policies and managerial style can act to constrain strategy implementation. The challenges include:

Coupling strategy development and implementation: Assumption that top management can plan strategy implementation at the top and then cascade it down is not tenable. They should be cognizant of the fact that how top management conceive strategy is not the same as how those in lower cadre conceive of them (Johnson and Scholes, 2002) Further strategy development and implementation should be seen together hence persons who will implement the strategy should be involved in its formulation (Pearce and Robinson, 1997)
Strategy and resource allocation: It should be possible to implement the chosen strategy with the resources available. These comprise of physical, financial, human and technological resources (Thompson, 1990). Resource allocation is central management activity that allows for strategy execution. It is not possible to implement a strategy that requires more resources than can be made available by the organization. Strategic management enables resources to be allocated according to priorities established by annual objectives. Budgetary allocations indicate that management is committed to the strategic plan. According to David (1997), lack of sufficient knowledge, overprotection, organizational politics, too much emphasis on short run financial criteria among others can hinder effective resource allocation.

Matching the strategy with structure: Changes in strategy brings about internal problems which require new structure if the strategy is to be successfully implemented. According to Johnson and Scholes (2002), organizations can be captured by their structures and systems because structure dictates how policies and objectives are established. Further resource allocation is dependent on the kind of structure the organization has. Whilst there is no one optimal organizational structure or design for a given strategy or type of organization, it is important to note that when the organization changes its strategy, the existing organizational structure may become ineffective (Pearce and Robinson, 1997)

Strategy and supportive culture: As noted earlier, culture can hinder or facilitate strategy implementation. Strategists should strive to preserve and build upon aspects of an existing culture that support the proposed new strategies (Koske, 2003). In some cases,
culture may be a factor that drives the strategy rather than the other way round (Kazmi, 2002) If the existing culture is antagonistic to a proposed strategy then it should be identified and changed. People can be captured by their collective experience rooted in the past success and organizational and institutional norms (Johnson and Scholes, 1999). Changing the organization’s culture to fit the new strategy is usually more effective than changing a strategy to fit existing culture (David, 1997)

*Linking performance, rewards and pay to strategies:* According to Johnson and Scholes (1999), efforts to link organization’s reward system to strategic performance can result to effective strategy implementation. Incentives such as salary raises, fringe benefits, promotions, praise, recognition, increased job autonomy among others can encourage managers and employees to push hard for successful strategic implementation.

According to Thompson (1997) the organization exists in the context of a complex commercial, political, economic, social, technological, environmental and legal world. This environment changes and is more complex for some organizations than others. To ensure successful strategy implementation it is imperative for the organization to understand historical and environmental effects as well as expected or potential changes in the environmental variables (Johnson and Scholes, 1999). Resources and competences of the organization make up its strategic capability, which enables success in implementation of chosen strategies.
Barriers to strategy implementation include: key implementation tasks and activities not sufficiently defined; advocates and supporters of the organization leaving during implementation; responsibility of key employees not being defined clearly; overall goals not sufficiently understood by employees; surfacing of major problems which had not been identified earlier; implementation time taking longer than expected among others (Al-Ghamdi, 1998). Koske (2003) identified further barriers to strategy implementation as: inappropriate resource allocation; separation of strategy formulation from implementation; lack if coordination between reward systems and strategic performance; lack of fit between strategy and the organization culture.

Besides negative factors that hinder strategy implementation, there positive factors that contribute to successful execution of the chosen strategy. Three organizational elements provide the fundamental, long-term means for institutionalizing the firm strategy: structure, leadership and culture (Pearce and Robinson, 2002). Factors influencing strategy implementation can be classified into organizational factors and environmental factors. Organizational factors encompass organizational structure, culture, leadership, resource allocation, people and communication within the organization, among others (Thompson and Strickland, 1996). From the analysis of the framework discussed above, eleven factors can be identified. These are: strategy development; environmental uncertainty; organizational structure; organizational culture; leadership; operational planning; communication; people; resource allocation; control; and outcome.
**Organizational structure:** It refers to the shape, division of labour, job duties and responsibilities, the distribution of power and decision making procedures within the organization (Okumus, 2003). Hax and Majluf (1996), argue that strategy and structure interact. Pearce and Robinson (2002) assert that structure of an organization should be compatible with the chosen strategy. According to Thompson and Strickland (1996) matching structure to strategy require making strategy critical activities and organizational unit the main building blocks in the organization structure. They further qualify that in order to fit structure to strategy, there is need to: pinpoint key functions and tasks necessary for successful strategy execution; provide coordination among various organizational units; group activities intro organizational units; and determine the degree of authority to give to each unit.

**Organizational culture:** Every organization is a unique culture (Thompson and Strickland, 1996). They add that each organization has its own history, its way of approaching problems and conducting activities, its own mix of managerial personalities and styles, its own patterns of “how we do things here”, its own set of war stories and heroes, and its own experiences of how changes have been instituted. A strong corporate culture founded on ethical business principles and moral values is a vital driving force behind continued strategic success (Sterling: in Michael, 2004). It is the strategy maker’s responsibility to select a strategy that is compatible with the “sacred” or unchangeable parts of the prevailing corporate culture (Thompson and Strickland, 1996). They further assert that it is the strategy implementer’s task, once strategy is chosen, to bring corporate culture into close alignment with the strategy and keep it there. Aligning culture with strategy however presents a strong challenge.
Leadership: Strong leadership is essential element in effective strategy implementation. According to Pearce and Robinson (2002), two leadership issues are of fundamental importance: the role of the Chief Executive Officer (CEO) and the assignment of key managers. The CEO is the catalyst in strategic management: he is the most closely identified with and ultimately responsible and accountable for a strategy’s success. The CEO represents an important source of clarification, guidance and adjustment during implementation. Key managers also have to be in the right positions for the new strategy to be successfully implemented. On their part, Thompson and Strickland (1996), assert that the strategy manager has many different leadership roles to play: chief entrepreneur and strategist, chief administrator and strategy implementer, crisis solver, task master, figure head, resource allocator, head cheerleader, consensus builder, mentor, among others.

Resource allocation: It is the process of ensuring that all necessary time, financial resources, skills and knowledge are made available (Okumus, 2003). For effective execution of strategy, it requires optimal utilization of all its resources: human, financial and technical. Various units should have adequate resources in order to carry out their respective parts of the strategic plan.

People: According to Thompson and Strickland (1996), assembling a capable management team is also part of the implementation task. It needs to be strengthened by promoting qualified people or bringing skilled managers from outside. Talent base, personal chemistry and mix of skills need to be appropriate for the chosen strategy. Also a policy needs to be in
place that allow for recruitment of new staff as per requirements of the new strategy. Pay and reward systems in place should enhance the organization's strategic effectiveness.

*Environmental factors:* An organization can be viewed as an open system with respect to the environment in which it operates. The environment represents a source of both opportunities and threats (Michael, 2004). For successful strategy implementation, an organization should understand the impact of the external environment on the strategy, as well as the internal resources and competencies. According to Thompson and Strickland (1996), the organization exists in the context of a complex political, economic, social, technological and legal world. There is continuous change in the environment and it is more complex for some organizations than others. On their part, Johnson and Scholes (1999) argue that it is important for the organization to understand the historical and environmental effects as well as expected potential changes in the environmental variables if the strategy is to be implemented successfully.

Grant (1998) argues that for a strategy to be successful, it must be consistent with the firm's goals and values, with its external environment, its resources and capabilities and its organization and systems. Lack of consistency between the strategy pursued by a firm and its external and internal environment is a common source of failure.
2.4.4 Outcomes of strategy implementation

This is the intended and unintended result of the implementation process, which can be intangible or tangible. It is important to consider whether the new strategy has been implemented according to plan and whether the objectives have been achieved. Further there is need to verify if the organization has learned anything from the process (Johnson and Scholes, 1999). The success or failure of strategies will be related to 3 main success criteria namely: suitability, acceptability and feasibility (Johnson and Scholes, 1999).

Suitability is concerned with whether the strategy addresses the circumstances in which the organization operates. Acceptability is concerned with the expected performance outcomes of the strategy and the extent to which this will be in line with expectations. Finally feasibility is concerned with whether the strategy can be made to work in practice. It is important to assess the organization’s capability to deliver a strategy in terms of all the resources and competences needed to succeed (Koske, 2003).

The job of strategy implementation is to translate plans into actions and achieve the intended results. The test of successful strategy implementation is whether actual organizational performance matches or exceeds the targets spelled out in strategic plan. Shortfall in performance is a signal of a weak strategy, weak implementation or both.
CHAPTER THREE: RESEARCH METHODOLOGY

This chapter details the research design used to achieve the objectives of the study, which are to establish the process of strategy formulation and implementation in UNHCR Kenya, challenges of the process and how UNHCR Kenya has responded to those challenges.

3.1 Research Design

This study employed a case design. A case study involves a careful and complete observation of a social unit— a person, institution, family, cultural group, or an entire community— and emphasizes depth rather than the breadth of a study (Kothari, 1990). According to Bryman (1989), most qualitative research is in fact a form of case study and these studies have a strong emphasis on context. A case study is a very powerful form of qualitative analysis that drills down rather than casts wide (Kothari, 1990). This design was chosen because the objectives of the study required an in depth understanding of the process of strategy formulation and implementation at UNHCR Kenya, the challenges of the process and how UNHCR Kenya has responded to those challenges.

3.2 Data collection

This study utilized both secondary and primary data. Secondary data was drawn from internal circulars, Journals, newsletters and articles written about UNHCR and UNHCR Kenya. More secondary data was drawn from websites of both UNHCR and UNHCR Kenya. Primary data was obtained through personal interviews and focus group discussions. The focus group
involved 4 members drawn from the 4 departments namely: Human Resources, Finance, Programs and Protection. Personal interviews involved 11 respondents drawn from the management and other members of staff. According to Cooper and Schindler (2001) this kind of data is appropriate as it ensures that all data used is comprehensive. The interview process was guided by pre-prepared questionnaires so as to facilitate in-depth coverage.

3.3 Data Analysis and Presentation.

The data analysis sought to establish how strategies are formulated and implemented in UNHCR Kenya, the challenges the organization faces in the process and how it has responded to those challenges. Being a qualitative study, qualitative data analysis was used. This method constitutes content analysis, which is best suited for this kind of data collected.

4.2 Organization profile and Nature of Business

Thematic factors for formulation process were the role of mission statement in strategy formulation, organizational politics and donor influence. In implementation process thematic factors were leadership, organizational structure, culture and politics, resources and donor influence among others. This type of analysis has been used for similar studies in the past by Kiptugen (2003), Kombo (1997) and Njau (2000)
CHAPTER FOUR: DATA ANALYSIS AND INTERPRETATION

4.1 Introduction

This chapter documents the findings of the study. Data was collected mainly through personal interviews with management team and members of staff from 4 main departments/sections. The interview involved 11 interviewees from the 4 departments/sections. The sections are Human Resources, Finance, programs and Protection. Secondary data was obtained from various articles written about UNHCR Kenya, circulars, memos, internal publications, newspaper articles, books, departmental briefs among others. Data obtained was analyzed using content analysis.

4.2 Organization profile and Nature of Business

UNHCR is one of the agencies of the United Nations Organization (UNO). Based in Geneva, Switzerland, the agency began its work in January 1951 with a five year mandate and statutory responsibility for seeking permanent solutions for the problem of refugees. For many years it worked within its mandate for protection, concentrating efforts in countries of asylum. With the increase of refugee crises in the Middle East, Great Lakes Region, Former Yugoslavia and Liberia among others, UNHCR branches have grown to 255 field offices located in 118 countries (Johnson and Scholes, 2002). The agency began its operations in Kenya in 1969 in effort to assist Sudanese asylum seekers in the country. By 1992, the peak of refugee emergency in Kenya, 15 refugee camps had been established to accommodate the
over 420,000 refugees. In implementation of its activities and programs, the agency works with other UNO agencies, non-governmental organizations, government departments.

Figure1. Chart showing link between UNHCR Kenya and the United Nations Organization

![Diagram showing UNHCR Kenya and the United Nations Organization](image)

Source: Refugees (2005) Volume 4 number 141, pp 17

According to the respondents, UNHCR Kenya operations are coordinated from 3 offices, that is, the Branch Office Nairobi, Sub Office Dadaab and Sub Office Kakuma. The Branch Office Nairobi is engaged in overall oversight of the refugee programme as well as liaising with the Government of Kenya, Police, Immigration, the donor community and other partners to enhance effectiveness of refugee assistance and promote adherence to refugee rights. The Branch Office has 96 members of staff. Sub Office Dadaab manages operations in the 3 Dadaab camps; Ifo, Dagahaley and Hagadera engaging 54 members of staff while Sub Office Kakuma with 49 members of staff coordinates operations in Kakuma camp (Office of Communications, UNHCR Kenya)
The study established that UNHCR Kenya has 4 main levels in its organizational structure.

The office of the representative is the link the Kenya office and the head office. The organization is divided into four main sections while there are 2 field offices.

**Figure 2: Chart showing UNHCR Kenya structure**

![UNHCR Kenya Structure Chart]

**Source:** Office of Communications, UNHCR Kenya

The respondents were asked to briefly explain the nature of business of United Nation’s High Commissioner for Refugees (UNHCR) Kenya. UNHCR Kenya is a branch of the UNHCR which is mandated by the United Nations to lead and coordinate action for the worldwide protection of refugees and resolution of refugees’ problems. A refugee is a person who “owing to a well-founded fear of persecution or for reasons of race, religion, nationality,
membership of a particular social group, or political opinion is unable to, or owing to such fear is unwilling avail himself of the protection of that country” . Or a person who “ owing to external aggression, occupation, foreign domination or events seriously disturbing public order in either part or the whole country of origin, is compelled to leave his place of habitual residence in order to seek refuge in another place outside his country of origin” (Daily Nation On the Web).

The primary purpose is to safeguard the rights and well-being of refugees. To achieve this, UNHCR Kenya strives to ensure that everyone can exercise the right to seek asylum and find safe refuge in another state and return home voluntarily. Further, it supports people who have been internally displaced and people who are stateless. The Kenya Government is a signatory of the United Nations High Commissioner for Refugees’ 1951 convention and the 1967 protocol related to the status of the refugees. It is also a signatory of the Organization of Africa Unity Convention on Refugees. This signifies that the Kenya Government has accepted the terms and regulations set by United Nations regarding hosting of asylum seekers.

In its efforts to protect refugees and to promote solutions to their problems, UNHCR Kenya works in partnership with the Government, regional organizations, international and Non-Governmental Organizations. The respondents stated that UNHCR Kenya is committed to the principle of participation, that is, it believes that refugees and others who benefit from the organization’s activities should be consulted over decisions which affect their lives. The respondents also pointed out that by virtue of its activities on behalf of refugees and displaced people, UNHCR Kenya also endeavours to promote the purposes and principles of the wider United Nations Charter: maintaining international peace and security; developing
friendly relations among nations; and encouraging respect for human rights and fundamental freedoms.

The study established that Dadaab and Kakuma camps are home to 237,000 refugees mostly from Somalia and Sudan. The renewed fighting in Somalia has sent another 40,000 people fleeing into Kenya since mid 2006. The organization has also the role of providing the refugees but also other basic needs like food, shelter, health services, education and social welfare among other needs. Having been displaced from their homeland most refugees can only depend on UNHCR Kenya for their basic needs. The agency in collaboration with other governments and agencies like the International Organization for Migration (IOM) also helps to reintegrate the refugees in their countries of origin or third countries willing to accept them for resettlement. Over 240,000 refugees have voluntarily returned home while over 40,000 have been resettled in third countries. (Daily Nation on the Web)

4.3 Strategy formulation at UNHCR Kenya

This section highlights the data obtained about the process of strategy formulation at UNHCR Kenya, the challenges of the process and how UNHCR Kenya has responded to those challenges.
4.3.1 Process of strategy formulation at UNHCR Kenya

A strategy is about a destiny of an organization and it calls for vision and mission. UNHCR Kenya is no exception. The respondents were asked if UNHCR Kenya has a mission statement. The response obtained was that UNHCR Kenya uses the general mission statement of the UNHCR. The mission is the fundamental unique purpose that sets an organization apart from other organizations of its type and identifies the scope of its operations, that is, its business. It provides a unifying theme for the organization and communicates a sense of what is to be achieved. For most organizations, the mission addresses the organization's business, the relationship between the organization and its stakeholder, its broad goals and expected performance (Hax and Majluf, 1996).

The respondents were further asked to state the role of the mission statement. The study found out that the mission statement espouses the organizational core values, defines its scope and mandate, guides formulation of strategies and spells its primary purpose and core activities. The mission statement postulates the core value that UNHCR is an impartial organization, offering protection and assistance to refugees and others on the basis of their needs irrespective of their race, religion, political opinion or gender. The mission statement further spells out that in all its activities, UNHCR pays particular attention to the needs of children and seeks to promote the equal rights of women and girls.

The study established that the mission statement espouses the UNHCR mandate which is to lead and coordinate international action for the worldwide protection of refugees and the
resolution of refugee problems. It spells out terms of involvement with other groups like former refugees who have returned to their homeland; internally displaced people; and people who are stateless or whose nationality is disputed. In addition, it spells UNHCR’s primary purpose which is to safeguard the rights and well-being of refugees and to reduce situations of forced displacement by encouraging states and others institutions to create conditions that are conducive to protection of human rights and peaceful resolution of disputes. It also seeks to consolidate the reintegration of returning refugees in their countries of origin thereby averting recurrence of refugee producing situations. Further, the mission statement provides a link with the United Nations Organization’s Charter which is to maintain international peace and security; developing friendly relations among nations; and encouraging respect for human rights and fundamental freedoms (Office of Communications, UNHCR Kenya).

The respondents said that the mission statement plays a role in formulation of strategies since UNHCR is committed to the principle of participation, believing that refugees and others who benefit from the organization’s activities should be consulted over decisions which affect their lives. The mission statement stipulates that UNHCR in its efforts to protect refugees and to promote solutions to their problems works in partnership with governments, regional organizations, international and non governmental organizations. On strategy formulation process the respondents noted that UNHCR Kenya uses bottom-up approach, that is, the views of the refugees, other stakeholders (Government, local hosts, donors) and members of staff in the field are sought and discussions and brainstorming sessions held at respective levels of management. The UNHCR Kenya management team is involved in the
strategy formulation at the head office and they represent the views and opinions of the refugees, other stakeholders and members of staff. This is a departure from the pre 1995 when the internal structure was centralized and employed a rigid top-down hierarchy. The original structure often resulted to constant battle between headquarters, regional bureaux and field based representatives (Johnson and Scholes, 2002).

**Figure 3: Chart showing UNHCR approach to strategy formulation**

![UNHCR Approach Chart]

Source: Office of Communications, UNHCR Kenya

The interviewees were asked to respond as to whether brainstorming, quality circles, suggestion system and departmental briefs are used to collect opinions on strategy formulation at UNHCR Kenya. The study established that brainstorming, quality circles, suggestion system and departmental briefs are the most commonly participatory tools used to obtain views. During strategy and policy formulation, weekly brainstorming meetings are
held at the field and country office so as to assess views from the stakeholders. Departmental briefs and suggestion system are continuous participatory tolls where by members of staff exchange information and give opinions on matters of policy and planning. According to the respondents, members of staff have gotten used to tackling problems and giving their opinions, they are more critical and integrated workforce who exhibit ownership of strategy and policy formulation in the organization.

The respondents were asked to state if strategies are communicated to all employees. The study established that the 3 most common methods of communicating strategies to employees are through departmental meetings, bulletins and notices. Departmental meetings are held weekly, while bulletins and notices are continuous. Notices are placed in strategic places and most are logged into the intranet for easy access. The research established that the organization places emphasis on communication as the key to maintaining contact with the members of staff.

The respondents were asked to state if UNHCR Kenya is proactive or reactive in its approach to strategy formulation. The study found out that the organization has become more proactive in its approach to strategy formulation and programs. This is because the level of resources available for funding has remained largely static whilst the number of humanitarian organizations has been on the increase thus plunging UNHCR Kenya into head on competition for funding. Further, the organization is putting in place programs that emphasize on prevention, containment and seeking solutions to the root causes of refugee crises rather than merely reacting to the crises. According to the respondents the organization
is finding ways of improving conditions in the refugee countries of origin thus the emphasis is to address the root cause of refugee problem.

4.3.2 Challenges of strategy formulation at UNHCR Kenya

The interviewees were asked to identify external factors that influence strategy formulation at UNHCR Kenya. The study found out that the donors represent the greatest influence followed by Government. The government of Kenya has acceded to all the three major regional and international instruments on refugees, namely the 1951 Geneva Convention relating to the status of refugees, its 1967 protocol and the 1969 Organization of African Unity convention governing refugee problems in Africa. However the government is yet to institute the national refugee legislation which will provide the structure for systematic and organized application of obligations and principles enshrined in the international instruments in a national context. This legislation will provide a coherent framework for refugee management thus reducing potential conflicts with law as a result of new strategy formulation.

Technology, security and infrastructure at times present a challenge in strategy formulation since UNHCR Kenya has to factor in the level of development in Kenya in terms of technology, infrastructure and security. According to the respondents, technology represents minimal influence since over the years technology has reduced the challenge of communication and management. This has been achieved through a global electronic
communications network, asset management and records management systems that were introduced in 1994.

The respondents identified donor demands, organizational politics and culture, organizational structure and communication as the main challenges facing UNHCR Kenya in strategy formulation process. Donor demands presents the single most challenge since the donors have earmarked funding which the UNCHR Kenya has to respond to in its strategy formulation process. Annual funds from these discretionary donors come with conditionalities on which program to undertake and in what country. These conditionalities impacts greatly on strategy formulation process and annual plans of the organization. Also, most donors do not honour their pledges at all and those that honour sometimes remit their contributions late.

Though UNHCR and consequently UNHCR Kenya is committed to the principle of participation, that is, believing that refugees and others who benefit from the organization’s activities should be consulted over decisions which affect their lives, there is some challenge in ensuring that all stakeholders views are utilized. This is because there is no clear laid down procedure to achieve this thus it entirely lies on the good will of the people in the field and the management to consolidate the views from the stakeholders (Government, local hosts, and donors).

Organizational politics and culture is mostly felt at the management level while leadership is more felt at the head office. The Commissioners appointed usually come with their own
agenda which affects how strategies are formulated. According to the respondents, the
appointment of Sadako Ogata as the high commissioner in 1991 saw UNHCR make changes
in the organization structure resulting to a ‘slimmer, trimmer organization’. She presented a
3-year strategic plan for UNHCR in general where devolution of administration and support
resources to the field offices was key component. The focus was to give the representatives
more capacity to take more strategic decisions locally.

4.3.3 Responses to the challenges of strategy formulation at UNHCR Kenya

The respondents were asked to explain how UNHCR Kenya has responded to the challenges
of strategy formulation at the organization. Most respondents felt that UNHCR Kenya has
responded adequately to the challenges faced by the organization in its strategy formulation
process. To ease formulation process, the organization embarked on aligning strategies and
policies to the organization’s mission. The mission statement spells on partnership with other
organizations and government, the principle of participation thus ensuring that all
stakeholders participate in the formulation process and the core values guiding the operations
of UNHCR and consequently UNHCR Kenya.

The organization also engages both donors and Governments in discussions to enlighten
them of new policies and strategies. This helps in building support. The study found out that
UNHCR Kenya has embarked on awareness creation and marketing the organization to
potential donors and the public in general. This is geared towards increasing the donor base
and gaining more acceptance among the public. This has been done through increased
partnership with the media and publication of “Appeal Reports” designed primarily for governments and donor partners. In engaging the government, the study found out that UNHCR Kenya is assisting Kenyan Government to develop operational capacity to assist refugees. This is done through regular training of relevant departments in immigration, refugee law and humanitarian intervention and other areas of governance. The government has also published the Refugee Bill which among other provisions provides refugees with identification thus enabling them to travel within the country. The relevant government departments are involved in discussions with UNHCR Kenya in the process of strategy formulation.

The study found out that UNHCR Kenya is committed to active participation of beneficiaries in its assistance programmes, and therefore it encourages the creation of refugee committees and other structures that promote their participation in the formulation process. UNHCR Kenya promotes effective coordination amongst various organizations in specific programmes and intervention strategies through designating them as a ‘lead agency’ responsible for coordination of that specific operation or programme. This has led to improved efficiency and effectiveness within the organization.

According to the respondents, the UNHCR and consequently UNHCR Kenya have undergone changes in organizational structure which in turn have eased the process of strategy formulation. One example is the creation of regional offices which then becomes the centre to address regional issues/matters. This is in response to the realization of the fact that each region is unique thus coming up with global strategies is not tenable. In this case the
Nairobi office serves the Eastern Africa region thus addresses issues that are unique to this region. The organization too has re-designed job specifications and descriptions for most posts so as improve efficiency and effectiveness. Devolution has been adopted in place of the centralized bureaucracy which limits the effectiveness of the organization’s proactive role in the field. Some of the services are being outsourced while some posts have been merged as part of this restructuring process. According to the respondents, most of the restructuring objectives have been met. The country office too has been given mandate to come up with emergence response strategies so that they can respond promptly and comprehensively to emergence situations. This has been made possible through a creation of a special budget and a provision for an ad hoc committee to evaluate the situation and give speedy recommendations for financial assistance. This is as opposed to the previous situation where the head office formulated and directed the implementation in emergence situations.

The study established that human resource management has also been partly decentralized. The head office is now only involved in international recruitment of managerial positions. The branch office on their part develops their own human resource management and development strategies and recruitment for technical staff. This now implies that hiring, appraisal, training and general staff development are more streamlined and responsive to the needs of each region. Further, it is a way of attracting funding from those countries because the local people get more employment opportunities under this arrangement.

According to the interviewees, UNHCR Kenya has encouraged positive criticism. Members of staff are encouraged to engage in both formal and informal discussions, respond to
circulars, and give comments in magazines and journals on how to make UNHCR Kenya better. Further, submissions from staff, editorial articles and comments are published anonymously in the organization’s newsletters. This has led to improved communication and self expression among the members of staff and management. The management team now responds to issues raised and the members of staff have a sense of ownership of the changes as they participate in creating and implementing them. The respondents noted that communications has become more direct and horizontal instead of up and down through the structural hierarchy.

The study found out that efforts have been done to facilitate the realization of a culture that is compatible with the new strategies and changing competitive environment. This has been done through better communication, emphasis on team building as opposed to individual performance, staff attitude survey and involving the staff in redefining the organization mission statement and core values. The organization uses effectively Information Technology to facilitate quick exchange of information between departments. The organization has invested greatly in use of technology by putting in place information systems such as electronic mail links throughout all offices.

4.4 Strategy implementation at UNHCR Kenya

This section shows data obtained about the process of strategy implementation at UNHCR Kenya, the challenges of the implementation process and how UNHCR Kenya has responded to those challenges.
4.4.1 Process of strategy implementation at UNHCR Kenya

Strategy implementation is the next logical step after strategy formulation. It involves putting the formulated strategy into action. Strategy implementation involves designing and implementing structures, systems and process that enable the organization to give a preprogrammed response to routine problems and to deal innovatively with novel problems (Quinn, 1980). Strategy implementation is not as well structured, rational or controlled an activity as strategy formulation is. It involves dealing with many intangible variables such as structure, culture, values, motivation, commitment, organizational behaviour and power relationships. The interviewees were asked if UNHCR Kenya refers to strategic plans when planning to execute its activities. Most respondents felt that there is effort to refer to the strategic plans albeit in a global outlook/view. This is however, not responsive to the unique context in Kenya and the region at large.

The study established that donor influence presented the greatest impact on implementation followed by infrastructure and cultural and religious factors. Political and legal factors had the least impact followed by technological factors. The study established that donor influence has greatly impacted the strategy implementation in UNHCR Kenya. Annual funds from these discretionary donors come with conditionalities on which program to undertake and in what country. These conditionalities do not take into account the strategies and annual plans laid down by the organization. Also, most donors do not honour their pledges at all and those who honour sometimes remit their contributions late. This greatly affects the annual plans of UNHCR Kenya as most programs are not undertaken and accomplished in time and as
planned. In some cases UNHCR Kenya is forced to lower their original standards. The example is that they lower the food ration per family, reduce funds allocated for other basic needs and standards like shelter and education among others.

The interviewees were asked if all strategies formulated are implemented. The response obtained was that not all strategies formulated are implemented and the reasons given for this are donor demands and the fact that most of them fail to honour their pledges. It was noted that demands by the donors sometimes leads to shift in planning and strategies within the organization.

Organizational structure and systems play an important role during strategy implementation. Organizational structure refers to the pattern of authority and responsibility relationships existing in an organization. Organizational structures specify the allocation of responsibilities for specific tasks (Hax and Majluf, 1996). The respondents noted that a lot of changes in organizational structure have taken place since inception and that the current structure fairly supports implementation of strategies. The current structure has helped to ease the flow of information and has decentralized authority and decision making hence making implementation of chosen strategy easy.

Leadership is essential element in strategy implementation. The value of the chief executive and top management play a particularly important role in implementing strategies. The chief executive needs to personally oversee key stages in strategy implementation. The study established that the later years commissioners have greatly influenced the direction of
UNHCR in general and that they have provided leadership to ensure successful implementation of strategies. They have been in the forefront in initiating changes in UNHCR structure by decentralizing the authority and empowering country offices to participate in formulation process and consequently take more responsibility in strategy implementation.

Every strategy requires the organization to allocate appropriate financial resources for implementation process. The resources must be made available and in time to managers who are in charge of strategy implementation. The respondents feel that there is a mismatch between the financial resources available and strategies chosen. This arises from the fact that most donors do not honour their pledges and those who do, always have earmarked funding, that is, they want their funds to be channeled only to specific programs and activities. This forces the organization to re-evaluate their strategies in light of donor demands. The research also established that there is a very limited subsidy from the regular budget of the United Nations, which is exclusively used for administrative costs.

New strategies create a need for new administrative and information systems. The organizational and administrative system support structures provide necessary information needed for implementing strategies. The organization has concentrated in improving management information systems, decision support systems and standard operating procedures. This has been facilitated by effective utilization of information technology. More information is available thus helping in resource allocation, management and judging performance. The organization too has an updated database while other functions like
purchasing, issuing notifications and invoicing among others have been streamlined making strategy implementation process at UNHCR Kenya more effective. It was observed that there were memos and circulars inviting members of staff for meetings and to respond to issues. The respondents agreed that various methods are used to get their involvement in decision making like logging opinions in the internet, formal and informal meetings, dialogue, magazines and newsletters, inter and intra departmental briefs among others.

To ensure successful implementation, the organization needs to develop kills and staff. Some new strategies may be dependent on certain skills. Acquiring these skills should be part of strategy implementation. The study established that UNHCR Kenya has strived to create a fit between strategies being implemented and skills. As a branch office they have the authority in human resource development. The organization has over the year embarked on recruiting relevant staff to inject new skills into the organization and training the existing staff to ensure smooth implementation of strategies.

The respondents noted that the most serious problems in strategy implementation in UNHCR Kenya that keep surfacing are lack of adequate financial resources and uncontrollable factors in the external environment like civil wars, poor infrastructure, upsurge of Internally Displaced People, Government regulations and natural calamities. However, the respondents rate the organization highly in its determination to implement strategies formulated. They also feel that the culture within the organization fairly supports strategy implementation. In some occasions, however, sections of people have resisted change but with continued training and recruitment of new staff, the resistance has been managed.
4.4.2 Challenges of strategy implementation at UNHCR Kenya

Strategy implementation involves managing numerous intangible variables such as motivation and commitment of people, culture and values, power relations, functional policies and designing organizational structure among others. The interviewees were asked to name the main challenges facing UNHCR Kenya in strategy implementation. Respondents identified donor demands, insufficient financial resources and unfulfilled financial pledges as the most common challenges during strategy implementation process. Resource allocation is central to management activity. However, most of the discretionary donors do not meet their financial pledges and those who do, sometimes remit late thus affecting the implementation plan. It is not possible to implement a strategy that requires more resources than can be made available. This implies that most of the time, UNHCR Kenya operates at a financial constraint thus unable to meet the implementation plan.

Other challenges include aligning strategies to the organization mission statement and change of organization structure in light of new strategy. UNHCR Kenya uses the global mission statement. This presents a challenge when implementing some strategies due to unique context of this region. The UNHCR Kenya is always faced with the challenge of trying to align the implementation with the organization’s mission and at the same time to respond to the region’s unique context.

Though the structure has been changed, the changes have concentrated at the head office. The changes in structure have not been fully effected at country level thus creating a
constraint on reporting relationship. Just like most organizations, UNHCR Kenya is captured by its rigid structure and systems constraining implementation of some strategies. Some sections do not have adequate staff to implement the strategies chosen. However plans are under way to change the country structure in line with the changes and reporting relationship at management level.

The study established that the UNHCR Kenya refugee integration strategy face implementation challenges. This is because of the inability of the refugees to integrate in the Kenyan society and the reduced prospects for resettlement in a third country. Repatriation is limited thus only 3,000-5,000 for Kenya based refugees are resettled per year. UNHCR Kenya therefore has a challenge of promoting measures to enhance the protection and security of refugees, creating conditions for their economic empowerment and finding durable solutions to refugee problems.

4.4.3 Responses to the challenges of strategy implementation at UNHCR Kenya

UNHCR Kenya just like other organizations exists in the context of a complex political, economic, social, technological, environmental and legal world. To ensure successful strategy implementation it is imperative for the organization to respond to the numerous challenges that face strategy implementation. The respondents were asked to enumerate ways in which UNHCR Kenya has responded to challenges of strategy implementation in the organization.
The study found out that the organization has been undergoing restructuring. The restructuring process has utilized both internal and external expertise. The changes have been witnessed in management and leadership, redesigning of job descriptions and reduced organization structure through shortened reporting lines. Regional offices have now been given more authority and responsibilities to address issues affecting their regions such as staffing, training and creating partnerships. Plans are underway to give each region authority to develop and implement their local fundraising strategies.

Trickle down effect of good leadership has also been witnessed in UNHCR Kenya’s response to the challenges. The new Commissioners have come up with new leadership strategies for the organization. Examples of the progressive changes include creation of regional offices like UNHCR Kenya office which are given mandate to come up with regional strategies and programs for most functions. Also the country offices have been mandated to independently carry out some functions like recruitment of technical staff subject to need and availability of funds. This has given it new impetus and focus and also speedy response to matters.

The organization has encouraged positive criticism. According to the respondents members of staff are encouraged to engage in both formal and informal discussions, respond to circulars, and give comments in magazines and journals on how to make UNHCR Kenya better. This has led to improved communication and self expression among the members of staff and management. The management team now responds to issues raised and the members of staff have a sense of ownership of the changes as they participate in creating and implementing them.
Just like any other organization undergoing change, UNHCR Kenya has encountered resistance to change from some members of staff. However through increased communication, training and recruitment of new staff, the resistance has been contained. Further, the employees have realized that they are in competition for financial resources with other Non Governmental Organizations doing similar work. This has led to improvement in service delivery. According to the respondents most restructuring objectives have been met despite initial resistance from some members of staff.

In response to the challenge of financial resources, the respondents answered that UNHCR Kenya now prepares an appeal report for financial assistance through 3 publications: The Global Report, Mid Year Progress Report and the Global Appeal. Though produced at the head office, the publications offer a comprehensive view of the agency’s operations and annual requirements in the country where it works and in specific emergencies. These publications are primarily designed for governments and partner organizations. So far the response from donor partners and the government has been encouraging.

To increase efficiency, UNHCR Kenya has embraced the idea of forming partnerships with other organizations and agencies in areas of common interest. These include World Health Organization (WHO), United Nations Children’s Fund (UNICEF), United Nation’s Office for Humanitarian Affairs (OCHA), International Organization for Migration (IOM) and Kenya Government among others. This is out of the realization that refugee needs are enormous while the resources are limited thus UNHCR Kenya can not be able to undertake alone the task of meeting their objectives.
In response to the challenges of refugee integration and resettlement, UNHCR Kenya has adopted and promoted the policy of resettlement in which voluntary repatriation is the preferred long term solution for refugees. In a situation where some civilians cannot be repatriated and are unable to live permanently in their country of asylum, resettlement in a third country is the laid down option. UNHCR Kenya has also established ‘Agenda for Protection’ which is a series of guidelines for governments and humanitarian organizations to use in strengthening refugee protection. It has also launched several other initiatives including calls for an expanded resettlement programme, the wider integration of refugees in local communities, greater burden sharing with host country and long term development for civilians and devastated communities.

5.2 Strategy formulation and implementation of UNHCR Kenya

As a result of its centralized bureaucracy, UNHCR affects the strategy formulation process at the UNHCR Kenya office. Programs that would otherwise take short time take too long to be accepted for implementation because of the unclear organizational structure. This affects the annual and long term plans of UNHCR Kenya at each level of authority to be accomplished.

It was noted by the respondents that there is a conflict between the strategies advanced from the head office to the UNHCR Kenya office and the strategies chosen for implementation. UNHCR Kenya office is quite independent for its own benefit.
CHAPTER FIVE: SUMMARY, CONCLUSION AND RECOMMENDATIONS

5.1 Introduction

This chapter presents a summary and conclusions from the research findings. It also includes suggestions for further research. The findings of the study are presented in order of the key aspects of the objectives of the study: The process of strategy formulation and implementation at UNHCR Kenya, its challenges and how UNHCR Kenya has responded to the challenges of that process.

5.2 Summary of findings

5.2.1 Strategy formulation and implementation at UNHCR Kenya

As a result of its centralized bureaucracy, UNHCR affects the strategy formulation process at the UNHCR Kenya office. Programs that would otherwise take short time take too long to be accepted for implementation because of the stringent organizational structure. This affects the annual and long term plans of UNHCR Kenya as each level of authority has to be consulted.

It was noted by the respondents that there is a mismatch between the resources advanced from the head office to the UNHCR Kenya branch and the strategies chosen for implementation. UNHCR Kenya budget is almost entirely funded by direct, voluntary
contributions from governments, non-governmental organizations and individuals. Most do not honour their pledges. There is also a very limited subsidy from the regular budget of the United Nations, which is exclusively used for administrative costs.

Donor influence has greatly impacted the strategy implementation in UNHCR Kenya. Annual funds from these discretionary donors come with conditionalities on which program to undertake and in what country. These conditionalities do not take into account the strategies and annual plans laid down by the organization. Also, most donors do not honour their pledges at all and those that honour sometimes remit their contributions late. This greatly affects the annual plans of UNHCR Kenya as most programs are not undertaken and accomplished in time and as planned.

The respondents noted that the most serious problems in strategy formulation and implementation in UNHCR Kenya that keep surfacing are donor influence, government policies and regulations, lack of adequate financial resources and uncontrollable factors in the external environment like civil wars, poor infrastructure, upsurge of Internally Displaced People and natural calamities.

5.2.2 Responses of UNHCR Kenya to challenges of strategy formulation and implementation

According to the respondents, UNHCR has responded to the challenges in the whole of strategic management process in the organization. One example is the creation of regional
offices which then becomes the centre to address regional issues/matters. This is in response to the realization of the fact that each region is unique thus coming up with global strategies is not tenable. The country office too has been given mandate to come up with emergence response strategy so that they can respond promptly and comprehensively to emergence situations. This has been made possible through a creation of a special budget and a provision for an ad hoc committee to evaluate the situation and give speedy recommendations for financial assistance. This is as opposed to the previous situation where the head office formulated and directed the implementation in emergence situations.

Human resource has also been partly decentralized. The head office is now only involved in international recruitment of managerial positions. The branch office on their part develops their own human resource management and development strategies and recruitment for technical staff. This now implies that hiring, appraisal, training and general staff development are more streamlined and responsive to the needs of each region. The study established that UNHCR Kenya has undergone a lot of restructuring in response to changing environment and new strategy development. This has been done through reduction of reporting lines and changes in leadership. The organization too has re-designed job specifications and descriptions for most posts so as improve efficiency and effectiveness. Some of the services are being outsourced while some posts have been merged as part of this restructuring process.

Trickle down effect of good leadership has also been witnessed in UNHCR Kenya’s response to the challenges. The new Commissioners have come up with new leadership strategies for
the organization. Examples of the progressive changes include creation of regional offices like UNHCR Kenya office which are given mandate to come up with regional strategies and programs for most functions. Also the country offices have been mandated to independently carry out some functions like recruitment of technical staff subject to need and availability of funds. This has given it new impetus and focus and also speedy response to matters.

The organization has encouraged positive criticism. According to the respondents members of staff are encouraged to engage in both formal and informal discussions, respond to circulars, and give comments in magazines and journals on how to make UNHCR Kenya better. This has led to improved communication and self expression among the members of staff and management. The management team now responds to issues raised and the members of staff have a sense of ownership of the changes as they participate in creating and implementing them.

Just like any other organization undergoing change, UNHCR Kenya has encountered resistance to change from some members of staff. But however through increased communication, training and recruitment of new staff, the resistance has been contained. Further, the employees have realized that they are in competition for financial resources with other Non Governmental Organizations doing similar work. This has led to improvement in service delivery.

In response to the challenge of financial resources, the study established that UNHCR Kenya prepares an appeal report for financial assistance through 3 publications: The Global Report,
Mid Year Progress Report and the Global Appeal. Though produced at the head office, the publications offer a comprehensive view of the agency's operations and annual requirements in the country where it works and in specific emergencies. These publications are primarily designed for governments and partner organizations. So far the response from donor partners has been encouraging.

5.3 Suggestions for further research

There is need to carry out a study that will focus on the head office. This is because the head office is the one involved in formulating the strategies. Though they utilize the bottom-up approach, the head office still has immense powers and tends to have a global approach to strategy formulation.

There is need to carry out a cross-sectional survey on all Not-for-Profits Organizations (NPOs) in order to allow generalizations. UNHCR Kenya has diverse source of funds, magnitude of operations and number of target clients, thus they will have different internal dynamics from those NPOs that have one donor.

Also there is need to carry out a study on other organizations that deal with refugees and Internally Displaced People (IDPs). This will help compare and contrast the quality and kind of services offered by each organization.
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PART A: STRATEGY FORMULATION PROCESS AT UNHCR KENYA

Interviewee Name (Optional)

Petitioner

1. a) Who formulates strategies in UNHCR?

2. b) How is this done?

3. Does UNHCR have a mission statement?

4. What function does your mission statement serve in strategy formulation?

5. Who takes part in the mission statement process?

6. How are the strategies formed tailored to fit each region’s unique needs?

7. Has UNHCR enlisted consultants to advice on strategy formulation?
This guide is designed to collect views from upper management and other employees at the UNHCR Kenya office. The following themes will be in focus:

(a) Strategy formulation at UNHCR in general and UNHCR Kenya.

(b) Implementation of strategies formulated and the accompanying challenges.

(c) How UNHCR Kenya has responded to the challenges

The top management team and Heads of each of the five main departments will answer part A and B. 10 members of staff, 2 from each department, will answer the Focus Group Discussion Guide.

PART A: STRATEGY FORMULATION PROCESS AT UNHCR KENYA

Interviewee Name (Optional): ..........................................................

Position: ...........................................................................................

1. (a) Who formulates strategies in UNHCR?

(b) How is this done?

2. Does UNHCR have a mission statement?

   What function does your mission statement serve in strategy formulation?

   Who takes part in the mission setting process?

3. How are the strategies formed tailored to fit each region’s unique needs?

4. Has UNHCR enlisted consultants to advice on strategy formulation?
5. (a) Are strategies communicated to all employees in the organization?

(b) If YES, how is this done?

6. What in your opinion are the challenges of strategy formulation in UNHCR as an international organization?

7. In your opinion is strategy formulation in UNHCR a reaction to the environmental pressure or do you think the management is proactive?

9. Does each country office/field post have its own functional strategies?
   If YES, where are they derived from? (e.g. strategy plans, management meetings, donor conditions or demands)

10. What is the role of UNHCR Kenya/field offices in the formulation process?

11. Are staff views sought before a strategy is chosen?
   If YES, which participatory tool is used to obtain views (e.g. brainstorming, suggestion systems, quality circles, etc)?

12. What are the challenges of strategy formulation process in UNHCR Kenya?

13. How has UNHCR Kenya responded to those challenges?

PART B: STRATEGY IMPLEMENTATION

1. Does UNHCR Kenya refer to the strategic plans when planning to execute its activities?

2. Do the following environmental factors impact on strategy implementation in UNHCR Kenya?
a. Donor influence/ Demands
b. Political and legal factors
c. Cultural and religious factors
d. Technological and Information Technology
e. Infrastructure (e.g. roads, schools, security, shelter etc)

3. Are all strategies formulated in UNHCR implemented?
   If NOT, what in your opinion leads to this disparity?

**Institutionalization of strategy**

**a. Organization structure**

1. Which changes in organizational structure in UNHCR Kenya have occurred since its inception?
2. Does new strategy impact on these changes?
3. Do you think the current structure supports implementation of the documented strategy?

**b. Role of leadership in strategy implementation**

1. Do you think that the current and past commissioners have been in the forefront in providing leadership to ensure successful strategy implementation?
2. What role does top management in UNHCR, Kenya play in the implementation?
3. How has the rest of the staff been involved in the implementation?
c. Resources and strategy implementation

1. How do the donors affect strategy implementation in UNHCR Kenya? Do you think there is a mismatch between financial resources available and the strategies chosen for implementation?

2. Are the management staff and other employees trained and have necessary skills for effective strategy implementation?

d. Organizational culture, politics and strategy implementation

1. Do you think that the organizational culture in your organization supports strategy implementation?

2. In your opinion how do you rate the organization’s determination in implementing the strategies chosen?

4. What are the challenges facing UNHCR Kenya in strategy implementation process?

5. How has UNHCR Kenya responded to those challenges?
APPENDIX 2: FOCUS GROUP DISCUSSION GUIDE

1. How were you involved in the strategy formulation process?

2. What aspects of the UNHCR in particular do you feel need to be changed to ensure successful strategy implementation?

3. Do you have a sense of ownership in strategies being utilized by UNHCR?

4. Were you well prepared when major strategies were introduced for implementation?

5. If NOT, what do you think should have been done to make it better?

6. How do you view the chain of command in UNHCR?

7. Do you think the resources given commensurate the needs on the ground?

8. In your view how has UNHCR Kenya responded to the challenges of strategy formulation and implementation