STRATEGY DEVELOPMENT PROCESSES
IN THE GOVERNMENT DEPARTMENTS IN KENYA

BY:

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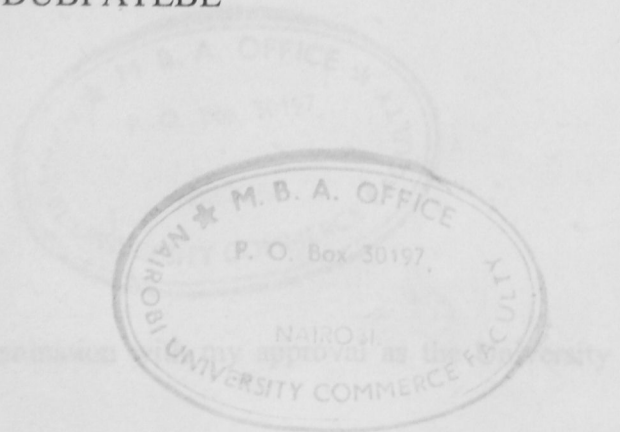
A MANAGEMENT RESEARCH PROJECT SUBMITED IN PARTIAL FULFILMENT OF THE REQUIREMENTS FOR THE DEGREE OF MASTERS OF BUSINESS ADMINISTRATION (MBA), DEPARTMENT OF BUSINESS ADMINISTRATION, UNIVERSITY OF NAIROBI.
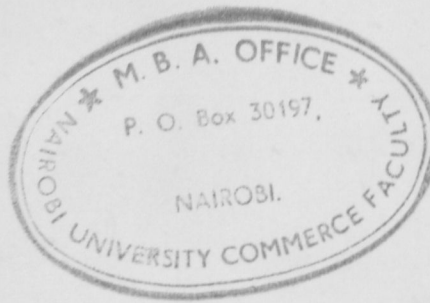
April 2006

DECLARATION

I declare that this is my original work and to the best of my knowledge, it has not been presented for examination to any other University.

Signature--- Date 4th April 2006.

Simon Ndubi Atebe

Registration No. D/61/P/7846/99

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

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DEDICATION

To my late grandmother, Bathsheba Kerubo Marita, a lady who was wisdom incarnate.

To my dear parents.

To my wife Evelyne and sons - Martin, Mike and Mark.

To my brothers and sisters.

To all my friends.

To all Education lovers.

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ABSTRACT

Current trends show that the public sector organizations are being influenced heavily by the private sector management practices (Rose and Lawton, 1999). The Kenyan public sector including the government departments/ministries is no exception though for Kenya this is a fairly new phenomenon.

Since the introduction of the second phase of the Civil Service Review Programme (CSRP11), all the ministries and departments are required to develop strategic plans. The respective plans will articulate the strategic direction of each ministry/department, its policy priorities, objectives and strategies.

This study set out to find out how the government departments are carrying out their strategy development since its introduction. The objectives of the study are, to establish strategy development processes and to identify the factors influencing strategy development in the government departments.

At the time of study there were 131 departments. A sample study of 48 departments was chosen. The assumption we made in this study was that since the same Permanent Secretary (PS) runs all the departments in a ministry then strategy development in all departments should be similar for all those departments. It is on this basis that we randomly chose two (2) departments from all the ministries to be our study units. The response rate was 67%.

The findings have been able to satisfy the objectives of the study. They have demonstrated that the departments have no one particular way of strategy development. Though 100% of the departments have it down that they are using the planning process, signs of the command view and logical incrementalism are very evident.

The findings also reveal that the realized strategies will somehow fall short of the intended strategies due to cultural and political processes. Imposed strategies also affect the intended strategies.

CHAPTER ONE: INTRODUCTION

1.1   Background

The concept of strategy and strategic management are as important in the public sector as in commercial firms (Johnson and Scholes, 1998). Traditionally, strategic management has been the exclusive preserve of the private sector. More recently, it has spread its wings into all areas of organizational life, most noticeably the public sector. Civil service throughout the world-and especially those in the OECD-have been introducing strategic management initiatives as the capstone to public sector reform and deregulation (Green, 1998).

Although there is no widely accepted definition of strategic management, most authors would agree that it embraces some if not all of the following concepts: culture, excellence, vision, core competences, learning, empowerment, transformation, and sustainable competitive advantage (Green, 1998). The term strategy has however been defined differently by various authors. Strategy is the process that matches resources and activities of an organization to the environment. It enables an organization to cope with the environmental changes (Johnson and Scholes, 2002)

Grant, (2002) defines strategy as how a firm will deploy its resources within its environment to satisfy its long – term goals. Chandler, (1962), argues that it is the determination of the basic long-term goals and objectives of an enterprise, and the adoption of courses of action and the allocation of resources for carrying out those goals. Porter, (1980) sees it as a tool that helps a firm to develop a long-term advantage in the market place. Andrews, (1987) points out that it is a pattern of decisions in a company that determines and reveals its objectives, purposes or goals, produces the principal policies and plans for achieving those goals and defines the range of business the company is to pursue, the kind of economic and non-economic contributions it intends to make to its shareholders, customers and

communities. Mintezberg, (1991) proposes five formal definitions not in isolation but interrelated, as plan, ploy, pattern, position and perspective.

Johnson and Scholes, (2002) point out general explanations of strategy development in organizations: first, that strategies develop as a result of deliberate managerial intent; second, that strategies can be better explained as the outcome of cultural and political processes in and around organizations; and third, that strategy development is imposed on organizations.

In the development of strategy, many organizations have a periodic retreat where the future direction of the business is reviewed. This approach has its merits. Johnson and Scholes, (2002) point out the benefits of involving a wide range of participants, coordination between the various divisions and increased ownership of the outcomes. However there is no consensus on the one way to develop strategies. It depends on a great degree on the size of the firm, management style and complexity of the environment (Pearce and Robinson, 2000).

1.1.1 Strategy Development and Context

The environment in an organization plays a big role on its strategy development. Sometimes the organizational environment would appear to be turbulent and chaotic that it is not possible to predict what will happen or when, so traditional approaches to strategic management are not relevant. There is no point in formalized planning approaches with predetermined fixed objectives and analysis that may take weeks or months to work through (Johnson and Scholes, 2000). They further argue that different processes account for the development of strategy; and the mix of such processes is likely to differ by organization or organizational context forming configuration of strategy development.

Whether the process of strategy formulation should be formalized is subject to controversy. On one extreme, there are those who believe in integrated decision-

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making process that relies heavily on analytical tools and methodologies to help managers at all levels to reach a better level of strategic thinking. The second school of management rests on the behavioural theory of the firm and espouses a power - behavioural approach to the strategy formulation. The school emphasizes multiple goal structures of the organization, the politics of strategic decisions, executive bargaining and negotiations, the role of coalitions in strategic management and the practices of muddling through (Hax and Majluf, 1996).

Aosa, (1992) argues that environmental and company factors have an impact on managerial processes. He points out that external environment factors are not the only ones influencing managerial processes, arguing, "Management practices could vary even where environmental profiles were similar". In such cases other forces in the organization's context account for the differences. This explains the variations in management practices within one country brought about by differences in company (organization) characteristics like, organization leadership, structure and culture.

1.1.2 Public Sector versus Private Sector

As much as the public service is determined to embrace the private sector techniques of management, it is important to note that public service management differs from private sector management. According to Cross, 1970) public administration is administration in a political setting and, as distinct from private administration, is concerned with the formulation and implementation of public policy. There are features common to varying kinds of administrative organizations, and much administrative theory is relevant to both public and private administration; but the distinguishing features of public administration is that its activities are constrained by two linked if rather nebulous concept: the public interest and public accountability.

According to Flynn, (1977) there are four elements to the distinction between private and public services: First that there are certain things which are "public goods " One feature of such goods and services is that they produce " externalities "or benefits which accrue to people other than those who benefit directly. For example, education is said to benefit everyone living in a society of skilled and educated people. The other feature is that people cannot be excluded from certain benefits. Everyone benefits from clean air or street lighting. Secondly, how services are financed, services are public services if they are financed by taxation rather than by direct payment of individual customers. Thirdly, who owns the facilities and who employs the services providers? Fourthly, whether goods and services are sold only to people who pay for them and whether anyone with money can access them while other people are excluded.

Moore, (1995) argues that in the private sector there is a widespread agreement about the goals of a private sector enterprise: to maximize the long - term wealth of their shareholders not so in the public sector. Private sector executives also gain enormously from management systems that indicate to them relatively promptly and accurately whether their planned course of action has succeeded or not. If they make money, they have a strong indicator that they have created value. Public service executives might have to wait longer for program evaluation or benefit - cost analysis to be completed.

1.1.3 Definition of Public Service

Flynn, (1997) defines the public sector as made up of the local government, the civil service and other statutory agencies created by the Government. He defines the civil service as those institutions, which are charged with the responsibility of policy and delivery of the goods and services that the government has committed itself to delivering.

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The public service as part of the executive branch is the operational arm of the government. Government is the mechanism we use to make communal decisions: Where to build a highway, what to do about the homeless people, what kind of education to provide for all our children. It is the way we provide services that benefit all our people: national defence, environmental protection, police protection, highways, and dams, water systems. It is the way we solve collective problems (Osborne and Gaebler, 1993).

According to Murungaru the Public Service exists primarily for the purpose of rendering services to citizens such as maintenance of law and order, provision of social services and infrastructure for instance roads, electricity and telecommunications. The public service carries out this role by translating government policies and programs into activities designed to achieve development goals. The other key responsibilities of the public service is to create and maintain a conducive and enabling environment for individual and private sector initiatives which are vital for the country's economical development.

In Kenya, the civil service comprises of ministries, departments and Teachers Service Commission (Civil Service Reform Secretariat, 1995). Public service could then mean all the services provided by the public sector. In this research, the public service will mainly be limited to service provided by the ministries and departments.

1.2   Statement of the Problem

Current trends show that the public sector organizations are being influenced heavily by the private sector management practices (Rose and Lawton, 1999). Kenya's public service is no exception. Deepening ministerial rationalization is being undertaken as an integral component of the second phase of the Civil Service Review Programme (CSRPII). The exercise entails a two-pronged approach with the first aspect requiring ministries/departments to develop

strategic plans. The respective plans will articulate the strategic direction of each ministry/department, its policy priorities, objectives, strategies, activities and the resource requirements. The second aspect will entail ministries/ departments recasting the output realized under the previous phase of ministerial rationalization, so as to link them to the ministerial strategic plans and prescribe additional action thereto (Directorate of Personnel Management).

Despite the heavy influence of Private Sector management on the Public Sector, the Public Sector administration is administration in a political setting. It is impossible to separate politics from public administration (Cross, 1970). Pollit and Bouckaert, (2000) argue that any suggestion that public management can be radically de-politicised is either a misunderstanding or flies in the face of evidence from many countries. They further note that strategic management in the public sector begins by looking up towards politics. According to Max Weber, Civil Servants are not expected to choose the goals they pursue; rather they are charged with determining the methods for reaching externally set political goals (Green, 1998).

In the public sector, politicians also claim a legitimacy to manage. After all, if they are elected to position of authority and are held accountable for the money spent on public service, they have a right to influence how they run (Flynn, 1997). There are major differences between the Civil Service as an organization and the Private Sector Organizations. Further more its management is unique as its administration in a political set-up. In spite of these differences, the Civil Service is still emulating the Private Sector management style. In the Private Sector organizations, many studies have been done and documented on how strategies are developed.

It is in view of these differences between the civil Service and the Private Sector that the researchers want to establish and document strategy development in the

Civil Service, specifically in the government departments. The major questions to be answered will be:

What are the strategy development processes in the government departments?

What are the main factors influencing strategy development in the government departments?

1.3 Objectives of the Study

i) To establish the strategy development processes in government departments

ii) To identify the factors that influence strategy development in the government departments

1.4 Significance of the Study

i) To understand the strategy development process in government departments and where necessary make recommendations to help and guide strategy formulation and link the same to its implementation

ii) Scholars

This will serve as a basis for further research into other areas of strategic management in the government departments

CHAPTER TWO: LITERATURE REVIEW

2.1   Introduction

The effects of environmental turbulence have not spared the public sector in Kenya. Rose and Lawton (1999) observe that changes have become an enduring feature of organizational life. They observe that few people, currently working in the public, private, or voluntary sectors claim to have been untouched by either the pace or direction of organizational change in recent years.

It is the crucial responsibility of managers to ensure the organizational capacity to survive within the chaotic environment, a feat to be achieved through managers adapting their organization to the changing environment (Pearce and Robinson, 2000). Strategy enables organizations to cope with the environmental changes. Now and again new strategies have to be developed to align the organization to the shifting environment.

2.2   Concept of Strategy

According to Ansoff and Macdonnel (1990), strategy aligns organization with its external environment. Strategy seeks to bridge the gap between current positions of the organization to its future intended direction using a set of decisions making rules to guide such behaviour. A strategy can be seen as a multidimensional concept that embraces all the critical activities of the firm providing it with a sense of unity, direction and purpose, as well as facilitating the necessary changes induced by its environment (Hax and Majluf, 1990).

Aosa (1998) defines strategy as solving a strategic problem, which is a mismatch between internal characteristics of an organization and its external environment. Mintzberg and Quin (1991), observe that strategy is about continuity not change. Strategy enables organizations to cope with environmental changes. According to

Johnson and Scholes (2002), strategy is the process that matches resources and activities of an organization to the environment in which it operates. A strategy must be simple, consistent and encompass the long-term objectives: there must be a good understanding of the competitive environment; there must be objective appraisal of the company resources; and effective implementation (Taylor, 1995)

Grant (2002) defines strategy as how a firm will deploy its resources within its environment to satisfy its long –term goals. Chandler (1962), argues that it is the determination of the basic long-term goals and objectives of an enterprise, and the adoption of courses of action and the allocation of resources for carrying out those goals. Porter, (1980) sees it as a tool that helps a firm to develop a long-term advantage in the market place. Andrews (1987), points out that it is a pattern of decisions in a company that determines and reveals its objectives, purposes or goals, produces the principal policies and plans for achieving those goals and defines the range of business the company is to pursue, the kind of economic and non-economic contributions it intends to make to its shareholders, customers and communities. Mintezberg (1991) proposes five formal definitions not in isolation but interrelated, as plan, ploy, pattern, position and perspective.

Johnson and Scholes (2002), point out general explanations of strategy development in organizations: first, that strategies develop as a result of deliberate managerial intent; second, that strategies can be better explained as the outcome of cultural and political processes in and around organizations; and third, that strategy development is imposed on organizations.

2.3   Strategy Development Processes

Strategy making sometimes is viewed as exclusively shaping the future direction of the firm. Thus, strategy becomes the collection of objectives and action programs oriented at managing the future change of the organization (Hax and Majluf, 1996). According to Johnson and Scholes (1997), the way strategies come

about, is important because they influence strategic decisions and strategy implementation. Strategy making should involve bringing together the top and the bottom in a broadly participative process in which all parties play an executive role. Senior executives control the means for changing shape but they do not control the thinking (Goetsch and Davis, 2000).

Senior managers can develop strategies and plans, but there is likely to be more commitment to them if employee participation in their development and implementation is encouraged (Oakland, 1985). Strategy development in an organization does not necessarily happen through one off major changes. Historical studies of organizations have shown that there are typically long periods of relative continuity during which established strategies remains unchanged or change incrementally, and there are also periods of flux in which strategies change but in no clear direction. Transformational change, in which there is a fundamental change in direction, does take place but are infrequent. (Johnson and Scholes, 2000)

Whether the process of strategy formulation should be formalized is subject to controversy. On one extreme there are those who believe in an integrated decision making process that relies heavily on analytical tools and methodologies to help managers at all levels to reach a better quality of strategic thinking. . The second school of management rests on the behavioral theory of the firm and espouses a power - behavioral approach to strategy formulation. The school emphasizes multiple goal structures of the organization, the politics of strategic decisions, executive bargaining and negotiations, the role of coalition in strategic management and the practices of muddling through (Hex and Majluf, 1996).

Different processes account for the development of strategy; and the mix of such processes is likely to differ by organization or organizational context, forming configuration of strategy development. There is some evidence different configurations are associated in the different context. The logical incremental

account of strategy development is most commonly to be found among managers in organizations in relatively stable or benign environments. The rational command dimension on the other hand tends to be most evident in hostile or competitive organizational environments. Muddling through is commonly found in professional service type business, where there may be many influential partners and long established tradition. Not surprisingly the externally dependent account is found in public sector organizations or subsidiaries of conglomerate where there is a likelihood of strategy being imposed outside the organization (Johnson and Scholes, 2000).

How are strategies developed in organizations? According to Johnson and Scholes (2000), there are three general explanations of strategy development in organizations:

2.3.1   Managerial Intent

Here it is assumed that strategies develop as a result of deliberate managerial intent, which can be explained in different views. There is the Planning View - strategy comes about through highly systemized forms of planning. Here corporate planning departments are set up with prescribed tools and techniques that are used.

Then there is the Command View where strategy is seen as the outcome of the influence of individual or small groups, but not necessarily through formal plans. At the extreme strategy could be seen as the product of an autocratic leader who brooks no argument and sees others as there to implement his or her decisions.

Lastly the logical increment view: Here strategic choice takes place by comparing options against each other and considering which would give the best outcome and be possible to implement, that strategy building takes place through "successive limited comparisons" in the everyday word of managing. This one

opposes the idea that strategy building can be managed through neat, logical sequential planning mechanism is unrealistic. The idea that the implementation of strategy somehow follows a choice, which in turn has followed analysis, does not hold. Rather strategy is seen to be worked through in action.

2.3.2 Cultural and Political Processes

Cultural view: Organizational culture is the deeper level of basic assumptions and beliefs that are shared by members of an organization, that operate unconsciously and define in a basic taken-for-granted fashion an organizations view of itself and its environment. Management cannot be conceived of just in terms of the manipulation of techniques and tools of analysis. It is also the application of experience built over years often within the same organization or industry. This is rooted not only in individual experience but also in-group and organizational experience accumulated over time. This taken - for - granted ness is likely to be handed down over time within a group. That group might be for example a managerial function such as marketing or finance.

Political and Networks processes: Strategy development can also be explained in political terms. Powerful internal and external interests groups in organizations can influence the different inputs into decisions. In networking processes, different interest groups or operations which need to cooperate with each other, negotiate what need to be done and find ways of accommodating different view for example in professional service firms such as accountants or lawyers, partners, may not be organized hierarchically, but will have cooperated and found ways of working with each other over many years.

2.3.3 Imposed Strategy Development

There may be situations in which managers face enforced choice of strategy. Government may dictate a particular strategic course of direction for example, in

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the public sector, or where it exercises extensive regulation over an industry or choose to deregulate or privatise an organization previously in the public sector.

2.3.4   Emergent Strategy

This is another way to characterize strategy formulation. A strategy is considered deliberate when its realization matches the intended course of action, and emergent when the strategy is identified from the patterns or consistencies observed in past behaviour despite or in the absence of intention Hax and Mali (1996). They further add that managers need deliberate strategies to provide the organization with a sense of purpose full direction. Emergent strategy implies learning what works - taking an action at a time in search for viable pattern or consistency. Emergent strategy means that management is open, flexible and responsive - in other words willing to learn.

In conclusion there is no one way in which strategies develop. It matters that those who are seeking to influence strategy development in an organization are aware of, and can take account of; the processes actually at work in the organization (Johnson and Schools 1997).

2.4   The Public Sector functions

Flynn (1997) defines the public sector, as made up of the local government, the civil service and other statutory agencies created by the Government. He defines the civil service as those institutions, which are charged with the responsibility of policy and delivery of the goods and services that the government has committed itself to delivering.

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telecommunications. The public service carries out this role by translating government policies and programs into activities designed to achieve development goals. The other key responsibilities of the public service is to create and maintain a conducive and enabling environment for individual and private sector initiatives which are vital for the country's economical development.

In Kenya the civil service comprises of ministries, departments and Teachers service commission. (Civil Service Reform Secretariat – 1995). Public service could then mean all the services provided by the public sector. In this research the public service will mainly be limited to service provided by the ministries and departments.

2.5   Strategy Development in the Public Service

According to Moore (1995), the concept of an organizational strategy adapted to the public sector is a concept that simultaneously, declares the overall mission and purpose of organization (cast in terms of important public values), offers an account of the source of support and legitimacy that will be tapped to sustain the societies commitment to the enterprise; and explain how this strategy will have to be organized and operated to achieve the declared objectives.

In developing a strategy for the public sector organizations, a manager must bring these elements into a coherent alignment by meeting three broad tests: First strategy must be substantially valuable in the sense that the organization produces things of value to overseers clients and beneficiaries at low cost in terms of money and authority. Second it must be legitimate and politically sustainable. That the enterprise must be able to continuously attract both authority and money from the political authorizing environment to which it is finally accountable. Thirdly it must be operationally and administratively feasible in that the authorized valuable activities can actually be accomplished by the existing

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organization with the help from others who can be induced to contribute to the organization (Moore, 1995).

It is impossible to separate politics from public administration (Cross, 1970). According to Pollit and Bouckaert (2000), any suggestion that public management can be radically de-politicized is either a misunderstanding or flies in the face of evidence from many countries. Strategic management in the public sector begins by looking up toward politics. Politics does not only mean the current expectations and aspirations of citizens and their representatives but also the older political agreement formally enshrined in the legislation that defines public managers mandate for action (Moore 1995). According to Max Webber, civil servants are not expected to choose the goals they pursue; rather they are charged with determining the methods for reaching externally set political goals (Green, 1998).

In the public sector politicians may also claim a legitimacy to manage. After all if they are elected to positions of authority and are held accountable for the money spent on public service, they have a right to influence how they run (Flynn, 1997). According to Pollit and Bouckaert (2000), the public will often see the political authority as ultimately responsible or at least sharing responsibility - however much ministers may protest that these are technical or professional decisions, which have been taken by the appropriate officials.

Politics is very vital in public management, why? According to Moore (1995), first, it is this realm that managers must search to discover what purposes are deemed physically valuable and can therefore be practically and normatively sustained in the forces of their managerial effort. It is only through politics they can discover and shape their mandate for action. Second, political institutions grant public managers resources they need to accomplish their operational purposes - including money and authority over their organizations and those beyond their organization who can contribute to the managers' purpose. Third, it

is to politics and law that public managers are both theoretically and practically accountable; their performance is granted and their reputation made within this ream.

According to Cross (1970), the distinguishing feature of public administration is that its activities are constrained by two linked if rather nebulous concept: the public interest and public accountability. Importation of analogies from business administration - the frequent call, for example, for a government of practical businessmen - is not altogether appropriate to the field of public administration: Cabinet decision making cannot be equated with its business counterpart.

The cabinet is dealing with intangible, imponderable often virtually insoluble - problems which are not susceptible of a single profit and loss computation. If for example a government feels it has to make economies in public expenditures, the decision as to whether, say, health service prescription charges should be re-introduced or order for a military aircraft cancelled involve political and strategic decisions - in other words consideration of the public "interest " - unlike anything met within the industry (Osborne and Gaebler, 1993)

In the public sector sometimes service delivery does not appear to be efficient and effective - there is a lot of what appears to be excessive bureaucracy. According to Cross (1970) we believe that the people who work in the government are not the problem, the systems in which they work is the problem. In Kenya one of the factors leading to inefficient public sector is complex and complicated structures and procedures (Directorate of Personnel Management).

In Malaysia and Indonesia the governments insist that the government servants vote for the ruling Government, let alone communist countries such as China, Vietnam and Laos where the distinction between the ruling elite and the people is even more obtuse. Such a policy suggests that the public servants are there to serve the government rather the people, and are in position of patronage rather

than professionalism (An Asian Pacific management forum weekly research review).

2.6   Factors that Influence Strategy Development

2.6.1   Organizational Structure

Organizational structures follow the growth strategies of firms (Chandler, 1962). Stoner and Freeman (1989), define organizational structure as "the arrangement and interrelationships of the component parts and positions of a company". Thus it specifies the organization's hierarchy and authority by structure.

There are two different types of organizational structures, the formal and the non-formal organization structures. An organization can be formally structured by function, product/market or in matrix form. The approaches taken in strategy making are commensurate with different types of organizational structure. For example whereas in the formal structures, the authority is centralized and are bureaucratic in nature, the informal organizational structures are the undocumented relationships among members of an organization and often there is devolution of power, which leads to decisions being made rapidly with little or no planning at all Stoner and Freeman (1989).

2.6.2   Culture

Organization culture is the deeper level of basic assumptions and beliefs that are shared by the members of an organization, that operate unconsciously and define in a basic taken-for-granted fashion and organization's view of itself and its environment (Johnson and Scholes, 2000). According to Rowe et al (1994), organizational culture is the total sum of shared values, attitudes, beliefs, norms, rituals, expectations and assumptions of people in the organization. Thompson (1997) argues that the organizational culture and values held by managers and

other employees within the organization are key influences on strategies of change and therefore central driving consideration in strategy creation and change.

According to Hamel (1996), any company intent in creating industry revolution has to identify the unshakable beliefs that cut across the industry – the industry conventions and the company must search for discontinuity in technology, lifestyle, working habits or geopolitics that might create opportunities to rewrite the industry rules.

Johnson and Scholes (2000), point out that such taken-for-granted assumptions are also likely to exist at the organizational level – the organization paradigm – and can be especially important as an influence on the development of organizational strategy. They observe that an organization's paradigm can be traced to different influence: An organization with a relatively stable management, and long-term momentum of strategy is likely to have a more homogeneous paradigm than that one in which there has been rapid turnover of management and significant change forced upon it.

Organizations with a dominant professional influence perhaps an accounting firm are likely to demonstrate a homogeneous paradigm. Industry influence may be particularly strong if the transfers of staff between firms tend to be limited to that industry, as is often in engineering, banking and many parts of the public sector for example.

2.6.3 Stakeholder Politics

Stakeholders are those individuals or groups who depend on the organization to fulfill their own goals and in whom in turn; the organization depends (Johnson and Scholes, 2000). They note that it is helpful to analyze and understand the expectations of different stakeholders in much more detail, and in particular to

consider the extent to which they are likely to show an active interest in the strategic development of the organization and/or seek to exercise an influence over its purpose and strategies. Stakeholders are the external parties the organization interacts with, but also concern internal parties such as staff and the board (Joldersma and Winter, 2002). They argue that because public service organizations have to deal with many stakeholders with different interests, political power struggles between stakeholders are more likely to occur. The organization has to interpret, weigh, and balance stakeholders' values and interests (Hrebiniak and Joyce, 1984:55; Dean and Sharfman, 1993:600; Tassie et al. 1996: 137).

Hill and Jones (2001) see organizational politics as tactics that strategic managers and stakeholders engage in to obtain and use power to influence organizational goals and change strategy and structure to further own interests. According to Moore (1995), in the public sector, one cannot be able to come with workable strategies until one manages the politics. The most important to manage in politics are:

The managers immediate supervision: the political executives at the core of political management - the actors who are always present and must always be attended to are those who appoint the manager to their offices, establish the terms of their accountability and supply them with resources. Public managers are practically, legally and ethically accountable to many officials than their immediate to many officials other than their immediate political superiors

The Media: the press determines which issues will come to the public attention. And the intense media pressure profoundly shapes the processes of deliberation.

Interest groups: Citizen association and interest group feature in the authorizing environment as well. Sometimes such groups are organized to advance the economic interest of their membership. Other interest groups are organized to

advance the political aspirations and public values of interest group members. These can be groups concerned with the environment, consumers, tax limitation and youth advocacy. These groups' determination, knowledge and established relations (at different levels of the authorizing environment) make them powerful obstacles to building support and legitimacy for policies they oppose.

Courts: these may also be important elements of the authorizing environment. They sometimes interfere directly in agency operations by telling the agency that a decision it made was inappropriate and must be reconsidered and changed or by ruling that an agency's action was wrong and the party adversely affected must be compensated. The courts derive such powers from their role as interpreters of what the constitution and laws of the country and state require of public sector organization and managers.

2.6.4 Environment

Sometimes the organizational environment would appear to be turbulent and chaotic that it is not possible to predict what will happen or when, so traditional approaches to strategic management are not relevant. There is no point in formalized planning approaches with predetermined fixed objectives and analysis that may take weeks or months to work through, (Johnson and Scholes, 2000). The idea that top managers can formulate strategies implemented by others become redundant because top managers are less likely to be in touch with such a complex and turbulent world that there is in the organization. The notion that there needs to be agreement and consensus around the issues facing the organization is also questionable: the environment is too complex and rapidly changing for these to be likely or even desirable.

2.6.5 Leadership

Managing the complexity of strategic development, strategic change places special demands on change agents. These are people with leadership qualities (Johnson and Scholes, 2000). Leadership is the ability to inspire people to make a total, willing, and voluntary commitment to accomplishing or exceeding organizational goals (Goetsch and Davis, 2000). Leaders must be able to overcome resistance to change, broker the needs of constituency groups inside and outside of the organization and establish an ethical framework within which all employees and the company as a whole operates (Bennis and Nanus, 1985). According to Thompson and Strickland (1993), effective strategic leadership starts with a concept of what the organization should and should not do and a vision of where the organization needs to be headed.

CHAPTER THREE: RESEARCH METHODOLOGY

3.1 Study Design

The Research problem posed was studied using Survey Design. A survey design is a situation where data is collected from several units of the population of interest. It can also be described as a systematic way of getting information for purposes of understanding or predicting some aspects of behavior of population of interest. Other researchers in fairly similar studies have used it (Kangoro, 1998 Njanja 2002).

3.2 Population

The population of interest in this study comprised of all the government departments in the republic of Kenya (Appendix C). The departments were found to total one hundred and thirty one (131).

Sampling

Accessing senior servants is normally very difficult and due to time limitations the possibilities of contacting all the senior staff in all the departments was assumed to be difficult in the possible time. Researchers therefore could not carry out a census survey but instead used a study sample. The assumption we made in this study was that since the same Permanent Secretary (PS) runs all the departments in a ministry then strategy development in all departments should be similar for all those departments. It is on this basis that we randomly chose two (2) departments from all the ministries to be our study units. Studying these departments is likely to give a fair representation of strategy development in the public service. Simple random probability sampling was used to select the study sample.

The major decision-makers in the departments are the heads and for this reason they were chosen to be the respondents. It was felt that they could be able to offer adequate information for this study. Since all the departmental heads are based at the headquarters and the headquarters are all found in Nairobi the study was confined in Nairobi

3.3   Data Collection

The study utilized primary data. Structured questionnaire supplemented with personal interviews were used to collect primary data. The telephone mode was used to make appointments. The questionnaire (Appendix B) was constructed to take care of both structured and open-ended interviews; with some questions requiring making a choice from amongst the given options while others required some short descriptive answers. The questionnaires were constructed in such a way that the respondent could fill it without the assistance of the interviewer. The researcher was readily available to assist any respondent who could face difficulties in answering the questionnaire. The respondent was to choose either to discuss the questions in the process of filling or when the questionnaire was being collected.

3.4   Data Analysis

The questionnaires were edited for completeness, consistency and coherence. In view of the fact that study was to yield qualitative data, the data was coded to facilitate quantitative analysis. For both open-ended and closed-ended questions descriptive analysis was used. For open-ended questions the researchers looked at the meaning of the answers and grouped those that had similar meaning. This categorized the answers. This resulted in the use of descriptive statistics. The results were presented in tables, frequencies, and percentages. Excel software was used to enter, summarize and clean data.

CHAPTER FOUR: FINDINGS AND DISCUSSIONS

4.1   Introduction

This study has examined the responses of various government departments. The objectives of the study were two; namely, to establish strategy development processes by the government departments and to identify the factors that influence strategy development in these departments.

Findings from the various departments have assisted immensely to understand the processes that lead to realized strategies and the factors influencing them. Presented first are   findings on the processes of strategy development, followed by findings of the factors influencing the processes.

4.2   Profile of respondents

Before the civil service reform program, all departments in all ministries depended on their mother ministries to come up with strategies. Currently almost all departments develop their own strategies, with each coming up with it's own vision and mission despite the mother ministry also having a common mission and vision for all departments.

For instance in the ministry of lands and housing two departments physical planning and housing were randomly chosen and each was found to have its own mission. The physical planning department's mission is to ensure that human settlements are well planned by providing an appropriate spatial framework within which environmental and social economic development activities can harmoniously take place through propagation of national regional and local physical development plans and ensuing compliance thereof. The housing department's mission is to contribute to the socio-economic development of the country by facilitating and ensuring provision of decent affordable and adequate shelter and sustainable human settlement in the country.

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Forty-eight questionnaires were distributed. Thirty-two (67%) were answered and returned. Two (4%) of the departments both from the ministry of Energy could not be analyzed as their strategy development is done at the ministerial level. These departments are also on the process of bringing strategy development down to the departmental level, as this is the requirement for all governmental departments.

4.3 Strategy Development Processes

4.3.1 Planning Processes

The respondents were asked whether they had planning departments and planning consultants and whether they developed strategic plans, vision mission statements and objectives. If they answered in the affirmative, this could be an indication of the planning process.

The findings revealed that planning was one of the methods widely used to develop strategies. 70% of the departments have hired external consultants in strategic management to help in developing strategic plans. 13% of the departments were found to have within the ministry special planning departments to assist (Table 1).

Table 1: Strategic Planners

Departments with:	Frequency	Percentage
Strategic planning departments	4	13%
External Consultants	21	70%
With neither	5	17%
Total	30	100%

Source: Survey Data

The findings indicate that 100% of the respondents apply various tools and techniques of strategic management to develop strategies (Table 2). 100% of the

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departments develop strategic plans, have vision, written mission statements, and set up objectives. 47% of the departments set up their objectives interactively.

Table 2: Planning Tools

Departments which set	Frequency	Percentage
Strategic plans	30	100%
Vision statement	30	100%
Mission statement	30	100%
Written mission statements	30	100%
Set objectives	30	100%
Set objectives interactively	14	47%

Source: Survey Data

It is clear that all departments use planning as a method of realizing their strategies. In this process, Johnson and Scholes (2000) say that, strategy comes through highly systematized form of planning. This system involves setting up of corporate planning departments and prescribed tools and techniques that should be used. These include the setting up of objectives or goals, the analysis of the environment and the resources of the organization; so as to match environmental opportunities and threats with resource- based strength and weakness

4.3.2 The Command View Processes

The study wanted to find out whether strategies come as a result of the influence of an individual. The respondents were asked whether they have a senior person who directs strategy, comes up with vision and mission and sets up objectives.

The findings (Table 3) show that 100% of the respondents revealed that a senior person directs strategies. In some departments (33%), the senior figure comes up with both the vision and mission. In 40% of the departments, the senior figure comes up with objectives on how to accomplish the mission.

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Table 3: Command Mode characteristics in Departments

Departments in which:	Frequency	Percentage
A senior person directs strategy	30	100%
A senior person comes up with vision and mission	10	33%
A senior person comes up objectives	12	40%

Source: Survey Data

The findings point out clearly that there is some influence of a senior person when strategies are being developed in all the departments. In more than 50% of the departments the influence is just limited to directing strategy. Not so a small number though has the senior person coming up with the objectives. This senior person in most of the cases is likely to be the Permanent Secretary or the Director of the department who claim to get orders from high authorities.

In the command view process strategy here is seen to come as the outcome of the influence of an individual or small groups, but not necessarily through formal plans. In the public sector organizations, officials or civil servants are meant to work to the direction of their political master Johnson and Scholes (2000).

4.3.3 Logical Incrementalism Processes

Though strategies can be out of managerial intent, it is not always that strategies can be out of a neat sequential model. In the logical incrementalism process it is said that managers have a view of where they want the organization to be in years to come and try to move towards this in an evolutionary way. The study set out to establish which departments develop their strategies in an evolutionary way.

Table 4 gives the findings of the number of departments, which show an inclination towards this process of incrementally developing strategies. The findings show that 70% of the departments have step-by-step small -scale change to strategy. 87% of the departments have tentative commitment to strategy. 50% do systematic data collection while 20% are involved in constant environmental scanning.

Table 4: Logical Incrementalism Characteristics

Departments:	Frequency	Percentage
That do constant environmental scanning	6	20%
That do systematic data collection	15	50%
That have step-by-step small scale changes	21	70%
That have tentative commitment to strategy	26	87%

Source: Survey Data

To some extent, the departments practice this type of strategy development. Those who apply this process argue that the environment is so complex and dynamic that there is no time for manipulation of techniques or tools of analysis like strategic plans.

Effective managers accept the uncertainty of their environments because they realize that they cannot do away this uncertainty by trying to know about how the environment will change. Rather, they try to be sensitive to environmental signals through constant scanning and by testing changes in strategy in small-scale steps. Commitment to strategic options may therefore be tentative in the early stages of strategy development Johnson and Scholes 2000).

4.3.4   Cultural and Political Processes

Though strategy can be a managerial intent, it is not always that the realized strategy is the intended strategy. Some strategies fail to materialize. Some realized strategies do not come fully as intended strategies but only partially. These can be due to the impact of some forces like cultural and political forces as well as some strategies being imposed. The study was out to establish if the cultural and political processes as well as the imposed strategies have an impact on the intended strategies. The respondents were asked a number of questions on some characteristics, which imply presence of cultural and political forces.

Table 5 gives the findings of the various characteristics which bring out the presence of cultural and political forces at work and which therefore affect strategy development. 100% of the departments have their routines and procedures embedded in organizational history. 97% reveal that they experience strong resistance to change. The same number 97% indicates that experience is very important in strategy development. 70% claim that they consider values and beliefs of employees important in strategy development. 93% of the respondents show that bargaining and negotiation is given room in strategy development.

Table 5: Cultural and Political Characteristics

Departments:	Frequency	Percentage
That have routines and procedures embedded in organizational history	30	100%
Which experience strong resistance to change	29	97%
Which consider experience important in strategy development	29	97%
Where values and beliefs of employees play a significant role	21	70%
Where bargaining and negotiation is given room in strategy development	22	73%

Source: Survey Data

In 100% of the departments they have routines and procedures embedded in organizational history. It means things are done "the way we have always done". This is probably why 97% of the departments experience strong resistance to change. Coming up with a strategy which interferes with the "the way we do things here" will need strong pushing and might not come out as intended even if it is finally developed.

Experience is something gained on the job and can be passed from one individual or group to the other. 97% of the respondents find experience important in strategy development. Experience seems to score highly probably because in 100% of the departments routines and procedures are embedded in organizational history and it becomes easier for one with experience who understands all the routines and procedures. The fact that experience is emphasised on very much means

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developing strategies that need different ways of approach not experienced before might not produce the desired results.

Values and beliefs are an integral part of culture. 70% of the respondents indicate that values and beliefs play a big role in strategy development. It means that if their values and beliefs are not in tune with the intended strategy then it might be partially realized or not be realized at all.

Political processes have an influence on strategy development. In 73% of the departments the study shows that negotiation and bargaining is significant. This already indicates presence of power play of sorts in the departments. Where negotiation and bargaining takes place as strategy is being developed it means an intended strategy is likely to be altered all the way as it is being developed. The realized strategy may not be the intended strategy as there is a give and take understanding all along.

4.3.5 Imposed Strategy Processes

The departments do not develop all the strategies. Some can be imposed for example by legislation. The respondents were asked to indicate if they ever experience imposed strategies and by what extent.

Table 6 shows that 93% of the departments are to some extent affected by imposed strategies. 50% of the departments are affected by imposed legislation by a fairly large extent. Those affected by a little extent are 37%. Only 7% of the departments are not affected at all.

Table 6: Extent Imposed Strategies Affect Departments

Extent department is affected	Frequency	Percentage
Not at all	2	7%
A little extent	11	37%
Fairly large extent	15	50%
Large extent	1	3%
Very large extent	1	3%
Total	30	100%

Source: Survey Data

At times the intended strategy can be abandoned completely and the realized strategy be a strategy imposed for example by legislation.

4.4 Overall Overview on Strategy Development Processes

In this study the first objectives was to establish the strategy development processes in the government departments. The study has established that the departments use formal planning processes whereby they develop strategic plans. The departments have both written vision and mission statements. 70% of these departments have even hired services of external consultants in strategic management. 33% of the departments have within their mother ministry special departments dealing with strategic planning.

This planning process is not necessarily the means by which strategies develop within the departments. The study has reviewed that strategy at times do come as result of the influence of a senior person within the department or ministry. This study reveals further that strategy at times develop incrementally as a result of managers experimenting and learning by doing.

Finally the study shows that whatever strategy development process is used both cultural and political processes affect the intended strategies leading to either intended strategies becoming unrealised or partially being realized. Imposed strategies too can lead to having realised strategies completely different from the intended strategies.

4.5   Factors affecting Strategy Development

Various factors that were considered likely to influence strategy development processes were studied to determine their degree of influence. The following; media, interest groups, courts, politicians suppliers, customers leadership education and experience were put on a scale of 1-4, and the respondents asked to indicate the importance of each on strategy development. 1-not at all, 2-a little extent, 3-fairly large extent and 4-a very large extent. Factors like organizational culture and structure, stakeholder politics environment, leadership were put in structured questions whereby the respondents were to comment on the effect of each on strategy development. In addition, whether growth and expansion of the departments affect strategy development, the effect, and the extent of the effect of government structures and procedures on strategy development were determined.

Table 7 shows the score of each factor while table 8 indicates the departments that growth and expansion as well as structures and procedures affect strategy development. The extent structures and procedures in departments affect strategy development are shown on Table 9.

Table 7: Factors and their Degree of Importance

Factors	Main Score
Experience	3.7
Leadership	3.6
Education	3.4
Customers	3.4
Interest Groups	3.3
Politicians	3.0
Media	2.5
Suppliers	2.3
Courts	2.0

Source: Survey data

Findings reveal that factors which are important mainly to consider in strategy development are; experience leadership, education, customers, interest groups and politicians. They each scored a mean score of 3.7,3.6,3.4, 3.4, 3.3 and 3.0 respectively. It means each affects strategy development from in between fairly large extent up to very large extent.

Experience

Experience seems to score highly, a mean score of 3.7 out of 4, probably because in 100% of the departments routines and procedures are embedded in organizational history and it becomes easier for one with experience who understands all the routines and procedures. According to Johnson and Scholes (2000), management cannot be conceived just as manipulation of tools or techniques of analysis; it is also about the application of experience built up over the years often within the same organization.

Leadership

It got a mean score of 3.6 out of 4, meaning it is a factor that is highly valued. Leadership is said to be the ability to take people where they could not necessarily go on their own. It is already noted that resistance to change is up to 97% of the departments. Leadership is therefore necessary to steer strategy development in such an environment.

Leaders must be able to overcome resistance to change, broker the needs of constituency groups inside and outside of organisations and establish an ethical framework within which all employees and the company as a whole operates Bennis and Nanus (1981).

Education and Customers

Education scores highly getting a mean score of 3.4 out of 4, probably because in today's complex and highly dynamic environment it is a must. An event-taking place in Europe or in the Far East is likely to affect an organization in Kenya. It needs one to have adequate education to be able to analyse and foresee the likely effect of such events on the organization.

In Kenya today both the customer and interest groups have become enlightened and it now pays to pay attention to them. Many a times strategies meant to benefit "wananchi" have been abandoned due to strong opposition from both the public and interest groups. Politicians also seem to matter as they affect strategy development fairly largely. Politicians cannot be ignored as they are the ones elected by the people and are the ones who authorize money that these departments spend.

Growth and Expansion

The respondents were asked to indicate whether growth and expansion has an effect on strategy development processes. 80% of the departments said that they are affected by growth and expansion (Table 8).

Table 8: Departments affected by Growth and Expansion

Departments affected by:	Frequency	Percentage
Growth and expansion	24	80%

Source: Survey data

Structures and Procedures

The respondents were required to indicate whether they found government structures and procedures complicated and if yes, to show to what extent they affected strategy development processes. 93% of the departments (Table 9) revealed that they were affected by the complicated structures and procedures. Most departments, which are affected by structures and procedures, fall within those that are affected by fairly large extent (50%) and a little extent (37%) see (Table 10).

Table 9: Departments affected by Structures and Procedures

Departments affected by:	Frequency	Percentage
Structures and procedures	28	93%

Source: Survey data

Table 10: Extent Structures and Procedures affect Strategy Development

Departments	Frequency	Percentage
Not affected at all	2	7%
Affected by a little extent	11	37%
Affected by a fairly large extent	15	50%
Affected by a large extent	1	3%
Affected by very large extent	1	3%
Total	30	100%

Source: Survey data

Growth and structure of an organisation go hand in hand. On the unstructured questionnaire the respondents (93%) who claimed that structures and procedures affect strategy development explained that the structures and procedures in the departments are very rigid and complex. Even after the growth and expansion of the departments over time, the structures have remained fairly the same. This is probably why 80% of the respondents claim that growth and expansion affects strategy development. Organizational structures follow the growth strategies of the firms Chandler (1962).

Culture, Environment and Stakeholder Politics

On the unstructured questionnaire the respondents were asked to comment briefly on the effect of culture, stakeholder politics, environment and leadership on strategy development. 100% of the respondents were of the common view that all the above affect the processes.

Culture in all the departments was found to be a hindrance. The respondents said many strategies fail due to the rigid culture of the employees. The environment was also unanimously agreed to affect strategy development. The respondents (100%) agreed that the environment is too dynamic and in most cases are unable to cope due to the rigid bureaucracy and culture in the civil service.

Stakeholder politics did not seem to affect all the respondents. 70% claimed that stakeholders should always be considered when developing strategies as they can derail the process even unnecessarily at times. 100% of the respondents say that leadership is very important, as it is only somebody with good leadership who can be able to overcome resistance, which is normally due to the strong culture in the civil service.

4.6 Overall View of the Factors that influence Strategy Development Processes

The second and last objective of the study was to establish the factors that influence strategy development processes in the government departments. The study shows that factors that are considered important in influencing strategy development are, experience, leadership, education, customers, culture, structures and environment.

Experience is probably considered very important because the study reveals that 100% have routines and procedures embedded in organizational history. Education probably also assumes importance due to the world becoming a global village and an event occurring elsewhere positively or negatively impacts on any one organization. One then should have adequate education to be able to analyse these events. Customers also assume importance in strategy development may be due to an enlightened public that is demanding value for tax paid.

In the unstructured questionnaire the respondents point out that leadership is considered to be very important in strategy development processes due to high

resistance to change in the civil service. It is only good leadership that is able to overcome resistance to change. For culture the respondents described it as being too entrenched to welcome any new ideas. While the structures and procedures were found to be too rigid and complicated and could not cope with the rapidly changing environment and hence making it difficult for strategies to develop.

CHAPTER FIVE: SUMMARY AND CONCLUSION

5.1   Summary

The findings reveal that the government departments do not use only one particular process of strategy development. However one thing, which comes out, very clearly is that the planning process is very well documented and comes out as the recognized departmental process of strategy development. This is due to the fact that 100% of the departments develop strategic plans and have both written vision and mission statements. Further more 70% of the departments have hired external consultants to advise them on strategic planning.

The command view to some extent is in application in all the departments .100% of the departments have a senior person directing strategy though only a smaller number have the senior person coming up with the vision and mission and setting up objectives 33 % and 40% respectively. The logical incremental process is in use across the board in all the departments. What differs from one department to the other is the extent of application.

The study reveals that despite of all the serious and nice planning with the aid of hired consultants, the cultural and political processes play a significant role in achieving realized strategies in all the departments. This is evident from the presence of various symptoms of the strong cultural and political processes at work on strategy development. The effect of imposed strategies is felt in 93% of the departments

The findings seem to concur with Johnson and Scholes (2000) who point out that different processes account for the development of strategy, and the mix of such processes are likely to differ by organization or organizational context forming configuration of strategy development.

Among the factors found to be of greatest impact to strategy development are experience scoring 3.7 out of 4, leadership 3.6 out of 4 and education and customers each scoring 3.4 out of 4. Culture was noted to be a big factor in strategy development. Structures and procedures were also noted to play a big role on strategy development. The rapid changing environment is also a big factor, which influences strategy development.

5.2   Conclusion

The study findings have shown clearly that in the government departments strategy development, as a managerial intent planning is the documented process. This has not though prevented other processes like the command view and logical incrementalism being put in use. The study also reveals why in most cases the realized strategies are not the intended strategies.

Finally the study has clearly identified a number of factors, which influence strategy development, and some pose a challenge to strategy development and therefore the departments need to seek an appropriate strategic response.

5.3   Limitations of the Study

The main limitation of the study was the problem of accessing the respondents to collect data. Even after accessing one it was not easy to get information as many claimed to be busy and some just refusing to cooperate. These lead to a high percentage of no response (33%).

Secondly Financial and time constraints were also a big limitation. With more time and money we could have considered a larger study sample.

5.4   Recommendation for Further Studies

Strategy management practice for Kenyan government departments is a fairly new phenomenon and not much has been documented about it. A study on other areas of strategy development can be welcome, as it would enlighten both scholars and practitioners of strategic management.

Factors like culture, changing environment and rigid structures seem to be challenges to strategy development in the government departments. A study can be done to find the strategic responses to these challenges and any other.

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NAIROBI.
Tel: 0722-764160
0733-700836

Dear Sir/Madam,

RE: INTRODUCTION; SIMON NDUBI ATEBE

I am a finalist at the University of Nairobi pursuing a Master of Business Administration. In partial fulfilment of the requirements of this degree, I need to carry out a research project on strategy development in the public sector.

The focus of the study is to establish the strategy development processes and the factors that influence strategy development in the Kenya Civil Service. I kindly request you to provide the required information to the best of your knowledge by filling out the questionnaire. The information is strictly for academic purposes and will be treated in the strictest confidence. Your name and that of the department will not be mentioned in the report.

Yours faithfully,

S. N. ATEBE

UNIVERSITY OF NAIROBI
FACULTY OF COMMERCE
MBA PROGRAM – LOWER KABETE CAMPUS

Telephone. 732160 Ext. 208
Telegrams: "Varsity", Nairobi
Telex: 22095 Varsity

P.O. Box 30197
Nairobi. Kenya

DATE...

TO WHOM IT MAY CONCERN

The bearer of this letter   SIMON NAUBI ATEBE

Registration No: ....A /61/P/ 7846 /99...

is a Master of Business Administration (MBA) student of the University of Nairobi.

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

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

Thank you.

JACKSON MAALU
CO-ORDINATOR, MBA PROGRAM
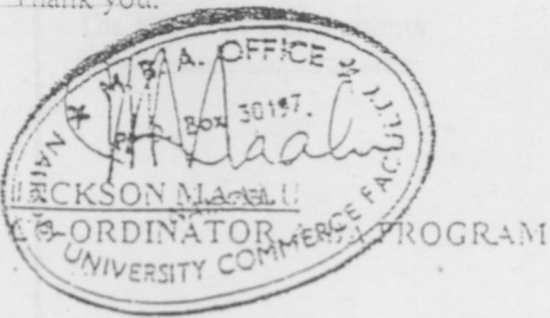
MINISTRY OF EDUCATION, SCIENCE AND TECHNOLOGY

grams: "EDUCATION", Nairobi
phone: Nairobi 334411
n replying please quote

JOGOO HOUSE "B"
HARAMBEE AVENUE
P.O. Box 30040–00100
NAIROBI

No. MOEST 13/OOI/34C 431/2
and date

15th December, 2004, 20......

Simon Ndubi Atebe
University of Nairobi
P.O. Box 30197
NAIROBI

Dear Sir.
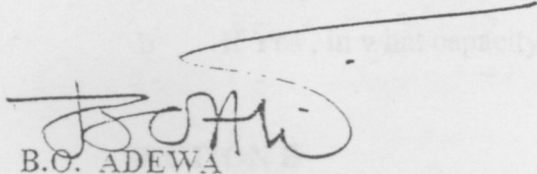
RE: RESEARCH AUTHORISATION

Please refer to your application for authority to conduct research on, "Strategy
development in the public service." This is to inform you that you have been authorized
to conduct research in government ministries/departments for a period ending 31st March
2005.

You are advised to report to the respective Heads of Government Departments you will
visit before commencing your research project. It is noted that the research is a
requirement in part fulfillment for the award of MBA Degree by the University of
Nairobi.

Upon completion of your research project. you are expected to submit two copies of your
research findings to this office.

Yours faithfully

B.O. ADEWA
FOR: PERMANENT SECRETARY

Cc
The Heads of Departments
Government Departments

STRATEGY DEVELOPMENT IN THE PUBLIC SERVICE
QUESTIONNAIRE

This questionnaire is designed to get views on strategy development processes and factors that influence strategy development in the public service. Your honest views and opinions will greatly assist the researcher come up with useful information, which will be of interest to the government, scholars and practitioners.

SECTION A

Organisation and Respondent Profile

1   Ministry   ………………………………..

2   Department   ………………………………..

3   Title of respondent   ………………………………..

4   No of years worked in the public service

    0 –5 ()   5 –10 ()   10 – 15 ()   above 15 ()

5a   Have you ever worked in the private sector yes () No ()

 b   If Yes , in what capacity …………………………………………

SECTION B

Vision, Mission Objectives

1   Does the department have a vision?

    Yes ()   No ()

2   Is the vision written or implied

    Written ()   Implied ()

3a   Does the department have a Mission

Yes ()   No ()?

b   If yes, please write it down...

....

....

4   How is the mission communicated across the ministry?

a) Written   ()

b) Symbols   ()

c) Meetings   ()

d) All the above   ()

e) Others (specify)   ()

SECTION C

Strategy Development Processes

1   Does your department have a strategic plan?

Yes ()   No ()

2   Does the department have an external consultant in strategic planning?

Yes ()   No ()

3.   Does the department do systematic data collection and analyses?

Yes ()   No ()

4.   Does the department have standardized planning procedures?

Yes ()   No ()

5.   Is there constant environment scanning?

Yes ()   No ()

6   Is there a tentative commitment to strategy?

Yes ()   No ()

7   Do you have a step-by-step small-scale change?

Yes ()   No ()

8   Is there a senior person who determines and directs strategy?

Yes ()   No ()

9   Does this person come up with the vision and mission?

Yes ()   No ()

10a   Does this person come up with definite and precise objectives?

Yes ()   No ()

b   If no, what is the objective setting approach?

a) Bottom -up   ()

b) Interactively   ()

c) Prepared by special departments   ()

d) If other (specify)...

11   How are these objectives communicated within the department?

a) Written publication   ()

b) Symbols   ()

c) Meetings   ()

d) All the above   ()

e) If other please specify...................................

12   To what levels are these objectives communicated?

a) Top Management   ()

b) Middle Management   ()

c) Departmental level   ()

d) To all   ()

13   In strategy development is bargaining and negotiation given room?

Yes ()   No ()

14   Are your routines and procedures embedded in organisational History?

Yes ()   No ()

15   Are their strategies imposed by external forces e.g. by legislation?

Yes ()   No ()

16.   To what extent do strategies imposed comes as a result of legislation?

Not at all () A little extent () Fairly large extent () A very large extent ()

17.   To what extent is freedom of choice in strategy development restricted?

Not at all () A little extent   () Fairly large extent () A very large extent ()

SECTION D

Factors that Influence Strategy Development

1   Does the growth and expansion of the departments have an effect on strategy development processes? Yes ()   No ()

2a   Do You find the government structures and procedures complex and complicated.?

Yes ()   No ()

b   If yes, to what extent do the complex structure and procedures affect strategy development?

A little extent () Fairly large extent ()

large extent () A very large extent ()

3.   Do you consider experience important in strategy development?

Yes () No ()

4   Do you experience a strong resistance to change?

Yes () No ()

5   Do the values and beliefs of the departmental employees play a significant
     role in strategy development?

     Yes () No ()

6   To what extent are employees involved in strategy development?

     Not at all   ()
     To a little extent   ()
     To a fairly large extent   ()
     To a large extent   ()

7   Please indicate the extent to which the following are important in strategy
     development. (1. not at all 2. a little extent 3. fairly large extent a very
     large extent)

	1	2	3	4
Media	()	()	()	()
Interest groups	()	()	()	()
Courts	()	()	()	()
Politicians	()	()	()	()
Suppliers	()	()	()	()
Customers	()	()	()	()
Leadership	()	()	()	()
Education	()	()	()	()
Experience	()	()	()	()

8   State the effects of the following factors on strategy development in the
     department

     a) Organisational culture ....
     ....
     ....

     b) Organisational structure ....
     ....

c) Stakeholders politics ....
....
....

d) Environment ....
....
....

e) Leadership ....
....
....

9a   In the last five years has the environment the department works in remained the same or become unstable?

Stable ()   Unstable ()

b   Please state the effects of this to strategy development
....
....
....
....

OFFICE OF THE PRESIDENT

Directorate of Personnel Management (DPM)

Government Press

Provincial Administration Nairobi Area

Kenya Police Department

Investigation Department

Department of Defence

Inspectorate of State Corporations

National Security

Public Service Commission

Presidential Press Unit

Cabinet Office

V.P/HOME AFFAIRS

Prisons Department

Probation and After Care Service HQ

Kenya National Archives and documentation services

National Museums of Kenya

Immigration Department

Children Services

Civil Registration

Betting Control and Licensing Board

National Youth Service

National Agency for the Campaign Against Drugs

AGRICULTURE & RURAL DEVELOPMENT

Crop production and marketing

Pests and Disease control

Agricultural Extension Services

Agricultural Policy Services

EDUCATION

Primary

Secondary

University

Field Services

Planning and Development

Inspectorate

Administration

Policy Formulation and Projects

PLANNING AND NATIONAL DEVELOPMENT

National Council for Population and Development

General Administration and Planning Department

Department of Resource Survey and Remote Sensing

Central Bureau of Statistics department

Department of Regional and International Economic Cooperation

Department of Research development

Economic and Basic Infrastructure Department (EBID)

Rural Planning Department

Human Resources and Social Services Department

CPU-Coordination Department

GENDER, SPORTS, CULTURE AND SOCIAL SERVICES

Department of Social Services

Department of Culture

Department of Sports

Department of Adult Education

Permanent Presidential Commission on Music

Gender Issues/Women's Bureau

COOPERATIVE DEVELOPMENT

Cooperative Policy and Implementation Department

Cooperative Legislation and Extension Services

Cooperative Financing Policy

ENERGY

Geothermal Exploration Development

Petroleum Products, Import/Export/Marketing

Energy Regulation, Security and Conservation

Hydropower

Renewable energy Department

Fossil fuel exploration and Development

ENVIRONMENT & NATURAL RESOURCES

Mines & Geology Department

Forest Department

FINANCE

Director pf Physical & Monetary Affairs

National Budget Coordination and Control Department

Parastatal Reforms

Director of Supply Services

Government Investment Department

Budgetary and Supply Department

External Aid and Technical Assistance

Macro Department

Economic and Basic Infrastructure Department

Regional and International Co-operation Department

Project Management Department

FOREIGN AFFAIRS

Director of Political Affairs

Director of Administration

HEALTH

Government Chemist Department

HIV/AIDS Programmes and other Sexually Transmitted Infections

National Public Health Laboratory

Communicable Disease control

Medical Services

TRANSPORT

Director of Civil Aviation

Meteorological Department

Transport Licensing Board

Registration and Insurance

LABOUR & HUMAN RESOURCES DEVELOPMENT

Department of Occupational Health and Safety Services

Department of Adult Education

Directorate of Industrial Training

Department of Administration

Department of Labour

Department of Human Resource Development

Department of Micro Small Enterprises Development

Department of Human Resource Management and Empowerment

LANDS

Lands Department

Department of Survey

Physical Planning Department

Department of Land Adjudication and settlement

Housing Department

LOCAL GOVERNMENT

Urban development

Local government

ROADS

Administration Department

Roads Department

Materials

Mechanical and Transport

Architectural Department

Electrical and Mechanical

Economic Planning Department

Quantities Contracts SUPPLIES

TOURISM

Tourism

Wildlife

WATER RESOURCE MANAGEMENT AND DEVELOPMENT

Water Resources Management

Floods Control and Land Reclamation

Water Services Regulatory Board

Public Water Schemes and Community Water Projects

Dams

LIVESTOCK AND FISHERIES DEPARTMENT

Department of Livestock Production

Fisheries Department

Department of Veterinary Services

Range Management Development

MINISTRY OF TRADE AND INDUSTRY

Department of Industry

Internal Trade

External Trade

Weights and Measures

General Administration and Planning

MINISTRY OF EAST AFRICAN AND REGIONAL COOPERATION

East African Community

Common Market for Eastern and Southern African

Inter-Government Authority and Development

MINISTRY OF INFORMATION AND COMMUNICATION

Information

Communication

MINISTRY OF JUSTICE AND CONSTITUTIONAL AFFAIRS

Integrity and Ethics