

**STRATEGIC CHANGE MANAGEMENT PRACTICES AT
MUNICIPAL COUNCIL OF KIAMBU**

**BY
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**A MANAGEMENT RESEARCH PROJECT SUBMITTED IN
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DECLARATION

This research project is my original work and has never been presented in any other University or College for the award of degree or diploma or certificate. .

Signature: _____



King'oina Peter Mong'are

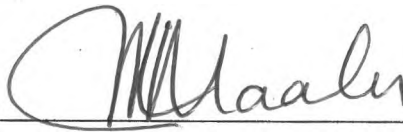
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This research project has been submitted for examination with my approval as the University supervisor.

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DEDICATION

This project is dedicated first and foremost to the Almighty God whose providence, grace, and care I cherish.

It is also dedicated to my late parents Mzee Josiah King'oina and Mama Ephisiba Kemunto King'oina who taught me the importance of education and determination in life stressing that the greatest task can be accomplished if one is determined

Finally to my beloved wife Alice Bitutu and children Kerubo, Nyaanga, Sandra, Sarah, Abigail, Deborah and David for their unconditional love and support throughout the course of my studies and this project.

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I am indebted to thank God for having brought me this far. His abundant love, care, and grace have carried me throughout the MBA program and cultivated in me profound hope and faith that my prayers have been answered at last.

It is my confession that the MBA program has been a very long, taxing and challenging journey, the successful completion of which has been the result of the support and encouragement from many quarters. I am indebted not only to people who gave me the inspiration to take up this program but also to those who gave me the guidance and assistance on what I have reported here.

My heartfelt gratitude and appreciation go to my supervisor Mr. Jackson Maalu, under whose able supervision and guidance that this project has been a success. His advice, support, and constructive criticism throughout the study enabled me complete my project in time. I am convinced that without their support, this study would not have been a success.

Most especially, I am grateful to the management and administration of Kiambu Municipal Council for willing to participate in the study and share their experiences and opinions, and patiently answered all questions. Their time and effort are acknowledged with gratitude. I wish them God's blessings.

I greatly appreciate the encouragement of my colleagues both at my work place and MBA class throughout the program. Were it not for their interactive discussions and encouragement, the program could have proved unmanageable. May God bless them abundantly.

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their patience and love that they showed more especially when I would not have time for them. I earnestly thank them for their wishful prayers and encouragement. May God's grace be with them. Whereas I acknowledge input from all these persons in the research project, I take responsibility of any deficiencies and flaws therein.

ABSTRACT

This research was designed to investigate into the management of strategic change at Kiambu Municipal Council. The study sought to achieve two objectives. The first objective was to establish strategic change management practices at Kiambu municipal council, and the second was to determine the factors influencing the management of strategic change at the council. To achieve these objectives, the study was carried out through personal interviews using an interview guide in which senior level management of the council were targeted.

The findings of the study showed that the council has undertaken both structural and strategic changes. Both changes were necessary in order to for the council to be efficient and effective in service delivery and bring about transparency and accountability in running the affairs of the council. The changes involved the adoption of strategic planning, putting in place a new top management team, coming up with customer service charter, having a formal organizational structure in place, installing an ICT system, refurbishing the council library, and having cultural transformation within the council.

In undertaking both the strategic and structural changes at the council, the study established that various change management practices were adopted. These include extensive adoption of business planning at departmental and sectional levels, restructuring and/or redesigning of the departments and sections, spearheading cultural transformation in the various departments and divisions/sections, instituting a performance management system, career development programmes, adoption of performance improvement strategies, and encouraging the spirit of collaboration and coordination among departments and departmental members. Further, the management of change at the council was influenced by such factors as the new top management team and new employees into the council, the general change of attitude by the employees and the civic wing, government directives/initiatives, and technological developments among others.

The study findings led to a conclusion that most of the changes at Kiambu municipal council were both deliberate and necessary. The changes at the council were

necessitated by the need for the council to be efficient and effective in service delivery, and the need for transparency and accountability. As a result, the changes targeted areas that would lead to the desired efficiency and effectiveness in undertaking the council's core business. The areas include information technology, licensing, rates, contracting, revenue collection, staff training, placement and motivation, cleanliness and sanitation, environmental management, street lighting, and road maintenance and construction among others.

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CHAPER ONE: INTRODUCTION

1.1 Background

In the recent past a number of management theories and techniques have been developed to improve the practice of management in organizations. In most cases these theories and techniques were initially developed for and applied in private sector settings from where attempts are subsequently made to transfer them to public sector context. Such attempts meet varying degrees of success (Schwella, 1998). Organizations, whether for profit or non-profit, private or public have found it necessary in recent years to engage in strategic management in order to achieve their corporate goals. It has always been argued that principles of management models developed for the private sector should be applied to help the public sector improve their management performance.

Strategic management is concerned with matching the organization to the environment in which it operates. According to Pearce and Robinson (2005), in order to achieve their goals and objectives, it is necessary for the organizations to adjust to their environment. According to Hardy (1989), profound changes are taking place in organizational life and the world of work is changing because the organizations of work are changing their ways. At the same time, however, the organizations have to adapt to a changing world of work, it's a chicken and egg situation. One thing, at least, is clear: Organizations in both private and public sectors face a tougher world - one in which they are judged more harshly than ever before on their effectiveness and in which there are fewer protective hedges behind which to shelter.

1.1.1 Strategic Change

Many organizations have, in recent times, faced turbulent and rapid changing external conditions that are translated into complex, chaotic, multifaceted, fluid, and interlinked stream of organizational initiatives affecting work and organizational design, resource allocation, and systems and procedures in a continuous attempt to improve performance

(Huczynski and Buchanan, 2001). According to Burnes (2000), the magnitude, speed, unpredictability, and impact of change in the external environment are greater than ever before. Local markets are becoming global markets, protected markets are being opened up to fierce competition and as a result, organizations both private and public, large and small, have suddenly felt the pressure to improve on their products and services, and the efficiency with which they are offered to meet world standards and customers' expectations. Organizations of all sorts have had to rethink their approaches towards management and search for new concepts and methods that give guidance in this turbulence environment.

Strategic change arises out of the need for organizations to exploit existing or emerging opportunities and deal with threats in the market. It is crucial that organizations seek to create a competitive advantage and wherever possible innovate to improve their competitive positions. This implies the readiness to change within the organization and the ability to implement the proposed change (Ansoff and McDonnell, 1990). Managing strategic change is about managing the unfolding non-linear dynamic processes during strategy implementation. It involves change or alignment and re-alignment of policy, systems, styles, values, staff, and skills of an organization to realize a strategy. Management of strategic change is therefore how to create conditions that make proactive change a natural way of life (Thompson and Strickland, 2003).

Understanding and managing change are the dominant themes of management today. Adapting to the ever-changing present is essential for success in the unpredictable future. Thompson and Strickland (2003) observe that in fast-changing business environments, the capacity to introduce new strategies and organizational practices is a necessity if an organization is to achieve superior performance over long periods of time. Thompson and Strickland point out that strategic agility requires a culture that quickly accepts and supports organizational efforts to adapt to environmental change rather than a culture that has to be coaxed and cajoled to change.

1.1.2 Public Sector Reforms

Changes in the public sector organizations in Kenya have been occasioned by the introduction of public sector reforms in Kenya. The changes arise out of the need for efficiency, economy, environment, effectiveness, performance evaluation, ethics and market concerns. Rose and Lawton (1999), observe that rising and demanding population coupled with reduced resources have placed extreme pressures on public services. The introduction of performance contracting in Kenya in 2004 pointed to the rejuvenation of public sector reforms in a bid to improve efficiency and effectiveness of public sector organizations while reducing total costs, whose fundamental principle is the devolved management style where the emphasis is management by outcome rather than by process. It was therefore providing a framework for changing behaviors in the context of devolved management structures and accountability for results (Gekonge, 2005).

The Kenyan Government has decentralised some services so as to respond to the needs and priorities of its citizens. It has tried to reach the rural and urban areas through the ministry of Local Government. The Ministry of Local Government has 175 Local authorities(Councils) covering the entire country, divided into City, Municipalities, Counties and Town councils as stipulated in the Local Government Act Cap 265 of the laws of Kenya (GoK, 2005). Some of the services offered by the Councils include planning, burying of the destitutes, management of bus parks, development and maintenance of markets, environmental maintenance, educational services, land management, water and sewerage, street lighting among others.

Most local authorities have been offering poor or unsatisfactory services to its residents in all the above areas and this has created a very negative image about them .There have been heaps of un collected garbage, poor sanitation services, un planned structures, encroachment public utilities e.g. land meant for schools, hospitals, road reserve, recreational places like parks etc. Also most councils are heavily indebted to suppliers and their employees leading to staff unrests, sit-in or go-slows. Since the Narc government took over in the year 2003, it introduced several reforms geared towards addressing the above issues. These reforms included the performance contracting, funds from Kenya Roads

Board among others. These reforms have improved the service delivery to her residents in some local authorities e.g. City Council of Nairobi, Municipal Council of Kiambu, Municipal Council of Mavoko among others.

1.1.3 Overview of Municipal Council of Kiambu

The Municipal Council of Kiambu was constituted as an urban council in 1963 originally having been under the County council of Kiambu. Later in 1974, it was elevated to a town council to cater for the increasing demands of the local community. In 1981, it was given the full status of a municipal council. The Council is within Kiambu District in Central Province of the republic of Kenya. The Local Government Act Cap 265 laws of Kenya (GoK, 2005) provides for the creation and establishment of local authorities. The act defines their powers, duties and responsibilities. The Act deals with other issues inter alia powers and privileges, election, nominations, committee structures and responsibilities of the council.

Municipal Council of Kiambu derives its mandate from the Local Government Act Cap 265 laws of Kenya (GoK, 2005). Full council resolutions, ministerial circulars and directives and council by-laws are the other sources of its powers. The council is in the process of making its own By-Laws as it currently utilizes those adopted from the parent County Council of Kiambu. Several other statutes on education, planning, health, registration of titles, land adjudication etc guide the operations of Municipal Council of Kiambu. However, in the last decade, the performance of Municipal Council of Kiambu has been on the decline. This has emerged as a result of low morale among the employees, lack of professionalism, inadequate resources, lack of clear business focus and engagement of employees in practices that are in conflict with the Municipal Council of Kiambu interest and good. Over the years, the image of the Municipal Council of Kiambu is eroding due to non-performance or untimely performance of duty and declining professionalism among employees. Deliberate and immediate steps were necessary to reposition the Council as a progressive and professional service provider.

Further, to deliver the necessary performance improvements, the Municipal Council of Kiambu committed itself to take steps towards rapid reforms so that it is characterized by: customer focused service; zero tolerance to corruption; the highest possible levels of efficiency and effectiveness; upholding of the integrity of employees; professionalism in service delivery; a diverse and highly qualified workforce representative of the appropriate professions; and a changed culture to reflect these attributes. This study focuses on the strategic change management practices at the Municipal Council of Kiambu to realize the desired state. The choice of the Municipal Council of Kiambu was motivated by the fact that the council has undertaken very fundamental changes as a response to the demands of the public service reforms and the general public.

1.2 Statement of the Problem

Organizations, whether private or public, profit or non-profit, have in recent times faced turbulent and rapid changing external conditions that necessitate organizations to continuously undertake change to adapt to the changing conditions. Managing this change requires the use of systematic methods to ensure that a planned organizational change is guided in the planned direction, conducted in a cost effective and efficient manner and completed within the targeted time frame and with the desired results.

Public sector reforms in Kenya have necessitated that all organizations in the public service undergo the required transformation in order to be efficient and effective in service delivery. Local authorities, Kiambu Municipal Council included, have found it necessary to undertake change in order to be efficient and effective. Over the years, the Municipal Council of Kiambu has had enormous challenges in the fulfillment of its mandate and the reforms in the public sector have made it compulsory for the council to develop a strategic plan in order to align action with its mandate within a changing and dynamic environment. In the 2007-2012 strategic plan (MCK, 2007), the main goal of management is to reengineer Municipal Council of Kiambu to be a modern, efficient, and effective Council that is responsive to the needs and expectations of its customers. Consequently, managing strategic change at the council is inevitable as it attempts to carry out the reforms so as to address the inadequacies of the past years and move towards increasing efficiency and

effectiveness in service delivery to match demanding conditions in its external environment.

The urgency for change at the Municipal Council of Kiambu has been brought about by several years of poor and declining performance, which has, in turn inhibited the realization of objectives. The problem of poor performance in the public service, and in the council in particular, has been largely attributed to excessive regulations and controls- hence too much bureaucracy, frequent political interference, multiplicity of principals, poor management, corruption, outright mismanagement and bloated staff establishment. This poor and declining performance has resulted to poor service delivery, degeneration of infrastructure and refusal of citizens to pay taxes. This scenario makes change management a more challenging exercise as it calls for significant alteration in the strategy, processes, systems, procedures, and organization culture. However, as pointed out by Kazmi (2002), change is not linear and therefore no one right formula for change management- hence different practices will be necessary to manage such a change.

Different aspects in the management of strategic change in various organizational contexts have been widely studied (Rukunga, 2003; Ogwora, 2003; Nyamache, 2003; Mutuku, 2004; Kasima, 2004; Mbatha, 2005; Kisunguh, 2006; Muturi, 2006, Njiru, 2007 Kiini, 2007; among others). These studies have brought to light the approaches, practices, challenges and responses to the management of strategic change. However, only one among these studies (Mbatha, 2005) has been done in an organizational setting similar to that of Municipal Council of Kiambu. This study seeks to focus on the strategic change management practices at the Municipal Council of Kiambu in order to contribute towards narrowing the existing gap.

1.3 Objectives of the Study

The objectives of the study are:

- i. To establish strategic change management practices at Kiambu Municipal Council.
- ii. To determine the factors influencing change management at the council.

1.4 Significance of the Study

The findings of this study will be of importance to a number of groups and individuals. The study will be able to bring to light the various practices for managing strategic change in a typical municipal council and enable the management of such a council point out effective practices for further enhancement and duplication elsewhere. Upon evaluating the findings of the study, the councilors and the entire management of Kiambu Municipal council will be able to understand how to manage change and better align it with its internal resource capabilities and competencies. Future scholars will benefit immensely from the findings of this study because they will adopt the recommendations made to advance further studies in other organization or will use the study for academic reference purposes.

CHAPTER TWO: LITERATURE REVIEW

2.1 The Concept of Strategic Management

Strategic management refers to the managerial process of forming a strategic vision, setting objectives, crafting a strategy, implementing and executing the strategy, and then over time initiating whatever corrective adjustments in the vision, objectives, strategy, and execution are appropriate. In crafting a strategy, management is saying, in effect, "Among all the paths and actions we could have chosen, we have decided to move in this direction, focus on these markets and customer needs, compete in this fashion, allocate our resources and energies in this ways, and rely on these particular approaches to doing business". A strategy thus entails managerial choices among alternatives and signals organizational commitment to specific markets, competitive approaches, and ways of operating (Thompson and Strickland, 2003).

The outcome of the strategic management process is organizational strategy. Strategy is the match between an organization's resources and skills and the environmental opportunities and risks it faces and the purpose it wishes to accomplish. It is meant to provide guidance and direction for activities of the organization, since strategic decisions influence the way organizations respond to their environment, the purpose of strategy is to provide directional cues to the organization that permit it to achieve its objectives while responding to the opportunities and threats in the environment (Schendel and Hofer, 1979).

By the concept of strategy, we mean its content and substance. Hax and Majluf (1996) have presented strategy as a multidimensional concept that embraces all the critical activities of the firm, providing it with a sense of unity, direction, and purposes, as well as facilitating the necessary changes induced by its environment. They provide a unified definition of the concept of strategy as: a means of establishing the organizational purpose in terms of its long-term objectives, action programs, and resource allocation; a definition of the competitive domain of the firm; a response to external opportunities and threats, and internal strengths and weaknesses, in order to achieve a sustainable competitive advantage; a way to define managerial tasks with corporate, business, and functional perspectives; a coherent, unifying, and integrative pattern of decisions; a definition of the economic and

non economic contribution the firm intends to make to its stakeholders; an expression of strategic intent: stretching the organization; a means to develop the core competencies of the organization; and as a means of investing in tangible and intangible resources to develop the capabilities that assure a sustainable advantage.

There are various views of strategy. The rational analytical view regards strategy formulation as a formal and disciplined process leading to a well defined organizational wide effort aimed at the complete specification of organizational strategies (Hax and Majluf, 1991). This view (also called design school) has been supported by other authors like Ansoff (1984) and Porter (1980), where strategy is regarded as a deliberate effort, which is formalized with the objective of defining the long-term direction of an organization.

The emergent view of strategy (also called the process school) considers strategies as emerging from the environmental conditions and circumstances and thus strategy is constantly adjusted with time in what Mintzberg and Waters (1985) refer to as “strategic learning”.

2.2 Strategic Change Management

Strategic change is the process of moving an organization away from its present state towards some desired future state to increase its competitive advantage (Hill and Jones, 2001). Organizations go through some kind of strategic change as their management try to strengthen their existing core competencies and build on ones to compete more effectively. Hill and Jones observe that strategic change aims at aligning structures, systems, processes, and behavior to the new strategy. They identify reengineering, restructuring, and innovation as the three kinds of strategic changes that have been pursued in the recent times.

Hardy (1985) defines strategic change management as the actions, processes and decisions that are executed by an organization’s members to realize their strategic intentions. According to Thompson and Strickland (2003), change management is the use of

systematic methods to ensure that a planned organizational change can be guided in the planned direction, conducted in a cost effective and efficient manner and completed within the targeted time frame and with the desired results. Johnson and Scholes (2005) view change management as a structured and systematic approach to achieving a sustainable change in human behavior within an organization. It involves moving employees to new behavior while retaining key competitive advantage particularly competence and customer satisfaction.

Strategic change arises out of the need for organizations to exploit existing or emerging opportunities and deal with threats in the market. It is crucial that organizations seek to create a competitive advantage and wherever possible innovate to improve their competitive positions. This implies the readiness to change within the organization and the ability to implement the proposed change (Ansoff and McDonnell, 1990). According to Hardy (1994), managing strategic change is about managing the unfolding non-linear dynamic processes during strategy implementation. It involves change or alignment and re-alignment of policy, systems, styles, values, staff, and skills of an organization to realize a strategy (Thompson and Strickland, 2003). Management of strategic change is therefore how to create conditions that make proactive change a natural way of life.

Pettigrew and Whipp (1991) argue that organizations which manage change successfully demonstrate five (5) important characteristics. First is environmental assessment which leads to their understanding of the business environment they are operating in. Second is leading change whereby the organizations take the agenda for change specifically in terms of organizational context and the values and beliefs of those in the organization. Third is linking strategy and operational change where emphasis is not only in strategic change but also in how change is communicated through the mundane and symbolic aspects of the organization. Fourth is strategic human resource management where human resource management policies are integrated with their strategies and the strategic change process. Fifth and last is coherence in managing change which includes coherence between intended strategies, the stated objectives, their expression in operation terms, and behavior of executives to reinforce the strategy.

Change management has also been viewed as a structured approach to change in individuals, teams, organizations and societies that enables the transition from a current state to a desired future state. The change referred to in this context includes a broad array of topics. From an individual perspective, the change may be a new behavior. From a business perspective, the change may be a new business process or new technology. From a societal perspective, the change may be a new public policy or the passing of new legislation. Successful change, however, requires more than a new process, technology or public policy. Successful change requires the engagement and participation of the people involved. Change management provides a framework for managing the people side of these changes. The most recent research points to a combination of organizational change management tools and individual change management models for effective change to take place (Hiatt, 2006; Beitler, 2006).

Change in strategic orientation is a pivotal component of organizational adaptation (Chakivarthy, 1982; Galbraith and Kazanjian, 1986). Two dominant schools of thought have emerged to understand the occurrence of such changes (Johnson, 1987). The rational school of thought about strategy formulation and implementation asserts that when environmental changes are perceived to have occurred, strategists recognize available strategic options, evaluate them, and make the appropriate decisions. This perspective examines the influence of two factors: the feedback effects of prior performance, and environmental conditions (Fomrun and Ginsberg, 1989; Oster, 1982; Tushman and Anderson, 1986).

In contrast, the interpretive, or cultural, school of thought asserts that strategic changes occur as the result of changes in the strategic 'recipes' or 'formulae' that managers use to construe their environment (Grinyer and Spender, 1979; Hinings and Greenwood, 1989). This perspective examines the role of new chief executives or management consultants in loosening the mechanisms that act to preserve or institutionalize such recipes, or orientations (Grinyer et al., 1988; Johnson, 1987). According to this school of thought, pressure for strategic reorientation occurs when new frames of reference emerge among managers that make them see aspects of the environment that necessitate realignment

(Hedberg, 1981). Consistent with this perspective, participants in the strategy-making process may facilitate extreme strategic shifts in two important ways: (1) by introducing new perspectives that create pressure for organizational change; and (2) by taking political and symbolic actions that counteract institutional inertia and cultural resistance to change.

2.3 Change Management in the Public Sector

The most important motive for change in a business enterprise according to Kanter (1984) is to improve the organization's ability to meet and satisfy its customers' needs. In a fast changing global economy, change cannot be an occasional episode in the life of a corporation. Companies with rigid structures will be swept away. Corporate cultures that can adapt will survive and thrive. As the internal and external environments change, organizations need to also change their strategies in order to achieve a strategic fit. In a dynamic world, a source of competitive advantage in one period becomes not only irrelevant but also often a source competitive disadvantage in another. Core competencies become core rigidities; valuable knowledge and skills become rapidly outdated, often at a rate faster than many people's learning capacities. Failure to challenge the status quo can easily lead to a phenomenon referred to as the "failure of success", a scenario where a company assumes that its past successes will ensure its future successes (Business Week, Reinventing America, 1992).

Flynn (1997) defines the Public Sector as made up of Local Government, the Civil Service, and other statutory agencies created by the government. He adds that the public sector includes all those state institutions that are charged with the responsibility of policy and delivery of the goods and services that the government has committed itself to delivering. In Kenya the Civil Service, Local Authorities, Teachers Service Commission, and Statutory Organizations constitute the Public Sector (Public Service Reform Development Secretariat, 2005).

Flynn (1997), points out that the public sector has not been spared by the challenges of the dynamic environment. He observes that public organizations are challenged to justify their existence by taxpayers. They must demonstrate that they produce substantially valuable

goods and services to overseers, clients, and beneficiaries at low costs in terms of authority and money. They must also be legitimate and politically sustainable in order to attract both authority and resources from political authorizing environment to which they are accountable. Thirdly, they must demonstrate that they are operationally and administratively feasible; that they can accomplish their mandates.

The direction of strategic change is consistent with what is happening in the environment and the way in which this is understood in the organization. It is also managed with due regard to stakeholders including suppliers and customers on whom the organization is critically reliant. The strategy is feasible in terms of resources it requires, the structuring of the organization and the changes that need to occur in organizational culture and operational routine. The strategic direction is clearly related to achieving competitive advantage or excellent performance and internally it is understood why and how this is so. Overall, such coherence means that there is need to be ability to hold the organization together as an efficient, successful entity while simultaneously changing it (Pettigrew and Whipp, 1991).

Public sector organizations are now competing with private sector organizations in providing public services. The concept of corporate strategy introduced in the private sector for analyzing opportunities and threats presented by the dynamic environment and positioning themselves through competence building to harness the opportunities and deal with threats is now commonly applied in the public sector. Public sector organizations are developing missions, visions, and strategies for their operations. Strategic change management is now a day-to-day management issue in public sector organizations as they set out to respond to the changing environment and compete effectively in order to remain relevant. Change management skills are now necessary and all public sector managers must possess them (Rowe et al. 1994).

Management of strategic change in the public sector is inherent in the reforms that are introduced to enhance efficiency and effectiveness in service delivery (Njiru, 2007). Public sector reforms relate to the general structure of a public sector or policy, or a business

function of all the public organizations (like performance measuring, human resources management, etc.). They have a broad scope and are usually designed by an external authority through a significant political process. Change management deals with the internal implementation of organizational development or transformations. Changes can derive from internal decisions or processes or external pressure. They can involve political decisions or be more of a civil servant task. The impact of every public reform depends on the effectiveness of the change management process in every single public organization involved and in their networks (Longo, 2007).

Looking at the purpose of reform, Longo (2007) points out that different kinds of changes in the public sector can be seen. These changes can relate to: the role of public administrations and the boundaries between state, market and civil society; the reshaping of public administration and the allocation of public functions (e.g. decentralization and centralization); the introduction of administrative rules and proceedings; the identification of failings in public policies defining which actions have to be taken to contribute to a public interest, having a cultural and value background; the introduction of managerial tools, such as organizational structures, stakeholders' control or evaluation systems, new marketing or finance solutions, etc.

As can be seen, public reforms are very diversified in their aims, but they all have a relevant implementation dimension, which makes change management fundamental. The ability to manage change often influences the real impact of reforms or, alternatively, the attention reforms have for an implementation approach determines their success rate. Internal organizational development processes differ in intensity; there can be both changes and innovations in the public environment. As a result, change becomes a broad phenomenon that involves the growth and/or development of one or more of a number of elements in public services. By contrast, innovation becomes discontinuous change. In the former existing organizations are innovated by developing services and skills; in the latter, structures, social targets, and service content are radically changed. However, the two are not mutually exclusive; they overlap (Osborne and Brown, 2005).

2.4 Forces of Change

Kotter (1995) lists major economic and social forces driving change as: the increasing pace of technological changes that is hinged on the information technology and a more developed transport network, greater international integration through greater liberalization and reduction of trade barriers, maturity of markets in the developed countries and stagnation of growth hence the trend towards seeking international global markets for opportunities. The fall of communism and socialism also catalyzed more privatization and heralded increased competition. The resultant effect according to Kotter has been globalization and increased competition. Globalization has diminished the shield or insulation that firms formerly enjoyed. Peters (1994) sees the ensuing change as going beyond tradition.

Kanter (1984) talks of phenomenal change in the environment as originating from such sources as the labor force, patterns of world trade, technological changes and political realignment. The forces mirror those advanced by Kotter (1995) with the only difference being that Kanter adds the people dimension (labor). This may be for good reason given that she appears focused on the response to the changes. Her solution lies in the people to make decisions in response to the changes. Interestingly, even though Kanter's observations were made in 1984, at least five years before the collapse of communism and socialism that were central to the cold war, the mention of political forces by Kanter gives concurrence to the reason advanced by Kotter (1995) on the influence of politics on business.

Johnson and Scholes (2002) also identify political, economic, social, technological, and ecological factors as comprising the external business environment that present the organization with opportunities, threats and constraints. Aosa (2002) notes that managers have to constantly monitor developments in the environment and take action to maintain an appropriate relationship between their organizations and the external environment. This relationship is the strategy of an organization (Barbara, 1997).

Ansoff and McDonnell (1990) state that the environment can either be relatively stable or turbulent. They categorize the environment turbulence into five levels that are on a

continuum: repetitive, expanding, changing, discontinuous, and surprise. Each of these levels requires different levels of strategic aggressiveness and organizational responsiveness. A change in a firm's business environment is one of the triggers for strategic change in an organization. Other triggers include temporal environment such as change in agricultural climate and internal triggers such as changes in people. Dawson (1994) maintains that internal and external triggers are often interdependent. Organizational change is therefore an ever-present feature in organizational life. Organizational life consists of periods of incremental change or convergence punctuated by discontinuous changes. During incremental change, organizations either fine-tune and/or carry out incremental adjustments to environmental shifts to perform more effectively and optimize their consistencies between strategy, structure, people, and processes. However, when there are discontinuous changes in the environment, then frame-breaking changes take place and they involve major changes in strategy, structures, processes, and people behavior (Thomson and Strickland, 2003).

Kazmi (2002) sums up the business environment as being complex, dynamic, and multi-faceted with far-reaching impact. Kazmi adds that the traditional approach to strategic management has had its emphasis on control, order, and predictability. But the environment is proving to be more unpredictable, uncertain and no-linear. The environment can be summarized as characterized by ever recurring changes and herein lies the challenge for business managers.

Burnes (1996) says that the magnitude, speed, unpredictability, and impact of change have become greater than ever before. New products and processes are appearing in the market at an ever-increasing rate. Boundaries are shrinking as globalization takes centre stage. The source of the next competition may not even be within imagination. He further observes that protected markets are opening up while public bureaucracies and monopolies are changing hands to the private sector or having the competitive market culture transferred into them.

2.5 Approaches to Change Management

Burnes (2000) observes that the way organizational changes are managed, and the appropriateness of the approach adopted, have major implications for the way people experience change and their perceptions of the outcome. In spite of the vast amount of literature on the subject, all suggested models of managing change in organizations fall under two main approaches: planned and emergent approaches.

Planned change is an iterative, cyclical, process involving diagnosis, action and evaluation, and further action and evaluation. It is an approach which recognizes that once change has taken place, it must be self-sustaining (i.e safe from regression). The purpose of planned change is to improve effectiveness of the human side of the organization. Central to planned change is the stress placed on the collaborative nature of the change effort: the organization, both managers and recipients of change, and the consultant jointly diagnose the organization's problem and jointly plan and design the specific changes (Burnes, 2000).

Planned approach to change is a term first coined by Kurt Lewin to distinguish change that was consciously embarked upon and planned by an organization, as averse to types of change that might come about by accident, by impulse or that might be forced on an organization (Marrow, 1969 in Burnes, 2000). The planned approach to change is most closely associated with the practice of Organizational Development (OD). According to French and Bell (1995), Organizational Development (OD) is about people and organizations and people in organizations and how they function. It is also about planned change, that is, getting individuals, teams and organizations to function better.

Hurkey et al 1992, in Burnes (2000) identify five values on which OD is based. They include: empowering employees to act, creating openness in communications, facilitating ownership of the change process and its outcomes, the promotion of a culture of collaboration, and the promotion of continuous learning. Therefore, the main emphasis of organizational development is on team building, personal development and participation (Burnes, 2000).

Planned approach to change has been widely explored and various scholars have in the process developed a number of models for managing change in organizations. Key among them include Lewin's (1951) Three Step Model of Change and Force Field Analysis Model, Kotter's (1995) Eight Step Model, Kanter et al (1992)'s Model of Change Management, and Bullock and Battern (1985) integrated Four-Phase Model of Planned Change among others.

Pettigrew (1990) in Burnes (2000) argues that the planned approach to change management as exemplified by the OD movement is too prescriptive and does not pay enough attention to the need to analyze and conceptualize organizational change. He maintains that it is essential to understand the context in which change takes place. In particular, he emphasizes the following: the interconnectedness of change over time; how the context of change shapes and is shaped by action; and the multi-causal and non-linear nature of change. For Pettigrew, change needs to be studied across different levels of analysis and different time periods. This is because organizational change cuts across functions, spans hierarchical divisions, and has no neat starting or finishing point; instead it is a 'complex analytical, political, and cultural process of challenging and changing the core beliefs, structure and strategy of the firm'.

The emergent approach to change, therefore, stresses the developing and unpredictable nature of change. It views change as a process that unfolds through the interplay of multiple variables (context, political process, and consultation) within an organization (Burnes, 2000). In contrast to the pre-ordained certainty of planned change, Dawson (1994) in particular adopts a processual approach to change which is less prescriptive and more analytical and, he argues, better able to achieve a broader understanding of the problems and practice of managing change within a complex environment.

Advocates of Emergent approach to change who adopts the processual perspective tend to stress that there can be no simple prescription for managing organizational transitions successfully, owing to time pressure and situational variables. Proponents of Emergent approach argue that power and politics play a central role in the process of organizational

This is a major point of departure between them and proponents of planned change (Dawson, 2000). Dawson (1994) sees change as a period of organizational transition characterized by disruption, confusion and unforeseen events that emerge over long time-periods. Advocates of Emergent change adopt a Contingency perspective. Implicit in their perspective is the assumption that if organizations operated in more stable and predictable environments, the need for change would be less and it might be possible to conceive of it as a process of moving from one relatively stable state to another. Consequently, for proponents of Emergent change, it is the uncertainty of the environment that makes Planned change inappropriate and Emergent change more pertinent. This point is emphasized by Mintzberg (1998) who draws on systems theory to highlight the way that organizations are not isolated from but connected to their environment. Generally, proponents of Emergent change stress five features of organizations which either promote or obstruct success: structure, processes, cultures, organizational learning, managerial behavior, and power politics (Dawson, 2000).

Change Management Practices

Change management practices are related to various activities managers do as they manage various aspects of change. Change processes are by nature complex, but they must be clear priorities in order to be manageable. Excessive complexity and an inconsistent focus are deadly to a program's executability, especially to an organization-wide program. When they ask themselves what the right change would be, organizations must systematically define what the focal points of the change will entail and what, as a result, other focal points will not entail.

Another critical factor for the success of a change process is top management credibility (Dawson, 1999). Therefore, as they design the change, an organization's top management must ask itself, 'what can we credibly implement?', 'What change can we really commit to?' and 'What type of change will fit our style so that we will be able to support it financially and wholeheartedly later?'. Change programs and projects have to make sense from the beginning, when the actual idea of change came into place. The feeling that a change is right for an organization and the necessary sense of urgency to secure its

realization will only occur if it is clear that the change has been tailored to the organization and its particular business situation (Bruch and Ghoshal, 2003). Change is only possible when it is contextualized against the backdrop of an organization's particular past and present (Pettigrew, 1987).

Managers in Local Government who are the ultimate winners in the restructured councils will rise to this challenge and respond to their environment by designing and managing organizations that: have strategy-driven organizational structures and cultures that support change; incorporate commercially competitive and market focused business units; enable them to satisfy government directives regarding accountability and competition; effectively manage relationships with other organizations; and provide extensive opportunities for management development with special emphasis on strategic management, people skills and entrepreneurship. Therefore, the managers must assist councils in developing a vision for their cities or municipalities and must harness their organizational resources in achieving this vision. However, they cannot do this alone. They must develop (or recruit if necessary) a key team to drive change through the organization (Longo, 2007).

In particular, everything that any organization needs to do to be change-ready can be included in processes for strategic and business planning, organizational and job re-design, cultural change, performance management, management development, and business process reengineering among others. However it should also be remembered that most organizations do not need them all of these processes and many will have at least some of them in place.

Strategic planning ensures that an organization is doing the right things. In the context of a change program, a strategic plan explains what the organization is changing to. Once it has determined what the right things to do are, it devolves accountability for doing them right to one or more business plans. In large organizations, strategic plans may be prepared at different levels in the organization and/or define the role of particular functions across the whole organization. Corporate planning is the highest form of strategic planning. Smaller organizations do not need this many plans, and often have one plan only, which is both a Strategic and a Business Plan (Feldman, 2007).

The strategic planning process first identifies 'critical stakeholder needs' and environmental threats to success. It examines current organizational competencies, values and resources to determine the development needed to respond to these needs and threats. Strategic plans usually contain a vision and/or mission, values, objectives and broad strategies. The strategies define products and/or services to be delivered, markets to be served, and technologies (both hard and soft) that will be used to deliver them (Feldman, 2007).

If strategic plans explain what the organization must achieve, business plans explain how they will achieve it. The strategic plan and consequent organizational re-design will have ensured that the business can be viable. However, it will be the business (unit) manager's responsibility to structure and manage his or her business successfully. Business Plans may be used inside the organization to provide direction to staff and outside the organization to justify bids for funding by proving the commercial viability of a business. They should contain strategies for marketing, operations, human resource management and financial management.

Regarding organizational re-design (or re-structure), the purpose is to ensure that people are employed within a structure that both enables and encourages them to make the full range of their expertise available to the task of implementing of the organization's strategies. Both large and small organizations and units within large organizations can benefit from a re-design of their structure. Good re-design aligns an organization's with the strategies it is pursuing. It does not necessarily cause downsizing (Brown and Einsenhardt, 1998).

Many organizations are re-designed or restructured, on the assumption that this is all that is needed to achieve major change. If the organization's culture is inconsistent with the vision and values in the Corporate Plan, and the culture is left unchecked, 'spring-back' occurs – that is, people simply continue to act as they had under the old structure, regardless of their new titles and reporting lines. However, once a culture is successfully changed, the new volunteer mindset it creates relieves management of a piecemeal struggle

to reform possibly hundreds of management and/or work practices. This represents an enormous saving of valuable resources.

Change ready organizations integrate performance management into a cycle of planning and performance measurement that extends from corporate, through business unit planning down to individual performance agreements and appraisals. This integration is achieved by common goals in business plans and the business manager's performance agreement. A manager's performance agreement should also include relevant managerial competencies for achieving these goals, career development and performance improvement strategies and commitments by the manager to provide organizational support. A performance management system will be most effective if appropriate consequences follow the achievement (or not) of performance goals. It should also be objective, valued by both employees and managers and trusted to be fair (Feldman, 2007).

Performance management fortifies change by identifying duplication of effort and initiatives that are pulling the organisation in opposing directions. Inefficiency results from duplication. The presence of initiatives working in opposition can lead to disintegration, confusion, mistakes, low morale and cynicism. These are all enemies of a successful change program. For example, duplication occurs when two positions in the structure are designed to provide the same customer with a near identical service; opposition results from a pay structure that rewards quantitative targets, which can only be achieved by compromising corporate or business objectives. The performance management system can be integrated into the change program by using it to develop a 'performance oriented culture', enhancing the capacity of line managers to lead change and supporting them as they do so (Feldman, 2007).

The skills needed by managers in change-ready organizations are those that will enable them to manage staff, to build constructive relationships with their fellow managers and strategic partners and to help their company to achieve its strategic goals. Motivation and leadership skills are essential for effective staff management. Change-ready managers are not afraid to use punishment, but have also learnt to use rewards to motivate their staff. Good leaders understand when it is appropriate to delegate, and by how much. They lead

change by example; modeling the new behaviors that they expect of their staff. Change-ready managers build constructive relationships with their fellow managers, suppliers and customers. They communicate well and contribute as equal team members. Because change-ready managers need to make strategic decisions, they develop an ability to step back and see the big picture (Simons, 1999; Davenport and Beck, 2000).

A further change management practice is Business Process Reengineering (BPR) which is a powerful change phenomenon and an approach that has made radical and fundamental changes to the way organizations conduct business. The purpose of these changes is to redesign the existing business processes and implement new ones with the objective of cost reduction and improve efficiency and effectiveness, including profitability, customer satisfaction, return on assets, growth, and market share. Because of the pervasiveness of changes, organizations undertaking BPR must redesign not only their business processes, but also their products/services, assets, culture, thought patterns, behaviors, and/or technology spanning across functional areas (Davenport 1993).

BPR is the fundamental rethinking and radical redesign of business processes to achieve dramatic improvements in critical contemporary measures of performance such as cost, quality, service, and speed (Hammer and Champy, 1993). BPR is about beginning again with a clean sheet of paper. It is about rejecting conventional wisdom and perceived assumptions of the past. At the heart of reengineering lies the notion of discontinuous thinking, which involves inventing new approaches to processes and structures that bear little or no resemblance to those of previous eras. According to Manganelli and Klein (1994), reengineering embodies rapid and radical of strategic value-added business processes and the systems, policies and organizational structures that support them, to optimize workflows and productivity in the organization.

2.7 Principles of Change Management

In most industries, and in almost all companies, from giants on down, heightened global competition has concentrated management's collective mind on something that, in the past, it happily avoided: change. Successful companies develop a culture that keeps moving all

the time. This presents most senior executives with an unfamiliar challenge. In addition to devising the best strategic and tactical plans, the senior executives must also have an intimate understanding of the human side of change management (the alignment of the company's culture, values, people, and behaviors) to encourage the desired results. This is because plans themselves do not capture value; value is realized only through the sustained, collective actions of the employees who are responsible for designing, executing, and living with the changed environment (Jones et al., 2004).

Jones et al (2004) observe that no single methodology fits every company, but point out that there is a set of practices, tools, and techniques that can be adapted to a variety of situations. Jones et al refer to this set of practices, tools, and techniques as guiding principles for change management. Using these as a systematic, comprehensive framework, executives can understand what to expect, how to manage their own personal change, and how to engage the entire organization in the process. These principles, as identified and described by Jones et al. (2004) include: addressing the "human side" systematically, starting at the top, involving every layer, making the formal case, creating ownership, communicating the message, assessing the cultural landscape, addressing culture explicitly, preparing for the unexpected, speaking to the individual. All these are discussed below.

Addressing the "human side" systematically involves formal approach for managing change, beginning with the leadership team and then engaging key stakeholders and leader, should be developed early, and adapted often as change moves through the organization. The change-management approach should be fully integrated into program design and decision making, both informing and enabling strategic direction. It should be based on a realistic assessment of the organization's history, readiness, and capacity to change Jones et al (2004).

Starting at the top is where all eyes will turn to the CEO and the leadership team for strength, support, and direction because when change is in the horizon, it is inherently unsettling for people at all levels of an organization. The leaders themselves must embrace the new approaches first, both to challenge and to motivate the rest of the institution. They must speak with one voice and model the desired behaviors Jones et al (2004).

Involving every layer is where change efforts must include plans for identifying leaders throughout the company and pushing responsibility for design and implementation down, so that change “cascades” through the organization. At each layer of the organization, the leaders who are identified and trained must be aligned to the company’s vision, equipped to execute their specific mission, and motivated to make change happen Jones et al (2004).

Making the formal case occurs in situations where individuals are inherently rational and will question to what extent change is needed, whether the company is headed in the right direction, and whether they want to commit personally to making change happen. They will look to the leadership for answers. The articulation of a formal case for change and the creation of a written vision statement are invaluable opportunities to create or compel leadership-team alignment.

Creating ownership entails involving people in identifying problems and crafting solutions. It is reinforced by incentives and rewards, which could be tangible (e.g. financial compensation) or psychological (e.g. solidarity and a sense of shared destiny). Leaders of large change programs must over-perform during the transformation and be the zealots who create a critical mass among the work force in favor of change. This requires more than mere buy-in or passive agreement that the direction of change is acceptable. It demands ownership by leaders willing to accept responsibility for making change happen in all of the areas they influence or control.

The best change programs reinforce core messages through regular, timely advice that is both inspirational and practicable. Communications flow in from the bottom and out from the top, and are targeted to provide employees the right information at the right time and to solicit their input and feedback. Often this will require over-communication through multiple, redundant channels. Too often, change leaders make the mistake of believing that others understand the issues, feel the need to change, and see the new direction as clearly as they do.

Thorough cultural diagnostics can assess organizational readiness to change, bring major problems to the surface, identify conflicts, and define factors that can recognize and

influence sources of leadership and resistance. These diagnostics identify the core values, beliefs, behaviors, and perceptions that must be taken into account for successful change to occur. They serve as the common baseline for designing essential change elements, such as the new corporate vision, and building the infrastructure and programs needed to drive change. Successful change programs pick up speed and intensity as they cascade down, making it critically important that leaders understand and account for culture and behaviors at each level of the organization. Companies often make the mistake of assessing culture either too late or not at all.

Once the culture is understood, it should be addressed as thoroughly as any other area in a change program. Leaders should be explicit about the culture and underlying behaviors that will best support the new way of doing business, and find opportunities to model and reward those behaviors. This requires developing a baseline, defining an explicit end-state or desired culture, and devising detailed plans to make the transition. Understanding that all companies have a cultural center i.e. the locus of thought, activity, influence, or personal identification, is often an effective way to jump-start culture change.

Effectively managing change requires continual reassessment of its impact and the organization's willingness and ability to adopt the next wave of transformation. No change program goes completely according to plan. People react in unexpected ways; areas of anticipated resistance fall away; and the external environment shifts. Fed by real data from the field and supported by information and solid decision-making processes, change leaders can then make the adjustments necessary to maintain momentum and drive results.

Change is both an institutional journey and a very personal one. Individuals (or teams of individuals) need to know how their work will change, what is expected of them during and after the change program, how they will be measured, and what success or failure will mean for them and those around them. Team leaders should be as honest and explicit as possible. People will react to what they see and hear around them, and need to be involved in the change process. Highly visible rewards, such as promotion, recognition, and bonuses, should be provided as dramatic reinforcement for embracing change. Sanction or removal of people standing in the way of change will reinforce the institution's commitment.

2.8 Change Management Styles

Whoever is in the position of managing change will need to consider the styles of management they adopt, which is likely to be more or less appropriate according to organizational context. Johnson and Scholes (2002) identify five change management styles as education and communication, collaboration or participation, intervention, direction, and coercion or edict.

Education and communication involve the explanation of the reasons for and means of strategic change in order to win the support of every one in the organization. Bowman and Asch (1987) point out that a change strategy of education and communication is based on the assumption that if people are given the rationale for change, they will see the need for it and therefore accept it. This may be useful when resistance, based on inadequate or inaccurate information, is anticipated.

Collaboration or participation in the change process is the involvement of those who will be affected by strategic change in the identification of strategic issues, the setting of the strategic agenda, the strategic decision-making process or the planning of strategic change. This can be helpful in increasing ownership of a decision or change process, and in increasing commitment to it. This leads to better quality of decisions than would have otherwise been achieved.

Intervention is the co-ordination of and authority over processes of change by a change agent who delegates elements of the change process. The change agent could delegate certain elements of the change process like idea generation, data collection, detailed planning or the development of rationale for change to project teams or taskforces. These teams become involved in the change process and see their work building towards the change process. This is beneficial in that it not only involves members of the organization in idea generation but also in the implementation of solutions.

Direction involves the use of personal managerial authority to establish a clear future strategy and how change will occur. It is usually top-down management of strategic change

and may be associated with vision or strategic intent developed by some one recognized as the leader in the organization.

Coercion involves the imposition of change or the issuing of edicts about change. It is the explicit use of power and may be necessary if the organization is facing a crisis. This style may be useful in crisis situations or rapid transformational change.

Johnson and Scholes (2002) make some observations about the appropriateness of the different styles of managing change. They say that the styles of managing change are not mutually exclusive in a change programme. This means that application of one style in managing change does not preclude the application of others. They also say that different stages in the change process may require different styles of managing change and that different styles suit different personality types.

2.9 Change Management Models

Successful implementation of change requires a good focus to avoid common mistakes that lead to failure. Major theorists and practitioners have proposed a number of models for strategic change management. The Eight (8) - stage Model proposed by Kotter is a typical model. A description of the eight stages in the models follows:

Establishing a sense of urgency which is crucial to gaining the needed co-operation. With low urgency, it is difficult to bring together a group with enough power and credibility to guide the effort or to convince key individuals to spend necessary time to create and communicate a change vision. By examining the market and competitive realities, identifying and discussing key issues, crises or opportunities establishes urgency.

Creating a guiding coalition because no one individual is able to develop the right vision and communicate it effectively to large numbers of people, eliminate key obstacles and get the change going on. A strong coalition composed of the right members with high level of trust and having a shared objective and vision is needed. The coalition should be able to work as a team with enough responsibility and authority. Position power, expertise,

credibility, and leadership should be the key characteristics to be considered when forming the group or team.

Develop a vision and strategy which is necessary in helping direct the change effort for effective and successful implementation of the change. An effective vision should be imaginable, desirable, feasible, focused, flexible, and communicable. The firm should also develop strategies for achieving the vision, which should be clear and well understood by all members of the organization. The vision should be grounded on a clear and rational understanding of the organization, its market environment and competitive trends. Strategy provides the logic and a first level of detail of how the vision can be accomplished.

Communicating the change vision where all means possible should be used to communicate the new vision and strategies. Such means include employee bulletins, staff meetings, memos, and newspapers, formal or informal interactions. The team leading the change should be role models to the employees with exceptional behavior. Communication of change vision can be undermined by behavior on part of key team members who seem to be inconsistent with the vision. The senior management behavior is carefully monitored so as to identify and address inconsistencies between words and actions.

Empowering employees which involves getting rid of obstacles, changing systems or structures that undermine the change vision and encouraging risk taking and no traditional ideas, activities and actions. To fully empower employees, the following could be done: confront supervisors who undercut/sabotage needed change, provide the training employees need, make structures to be compatible with the vision, have and communicate a clear and sensible vision, and align information and personnel systems to the vision.

Generating short-term wins because running a transformation without serious attention to short term wins is extremely risky. One should plan for visible improvements in performance or wins and also create those wins. In addition, the people who make the wins should be visibly rewarded and recognized.

Consolidating gains and producing more change which involves changing all systems, structures and policies that do not fit in the transformation vision. Hire and promote people who can implement the change vision. The system is reinvigorated with new projects, themes, and change agents.

Anchoring new approaches in the culture which entails creating better performance through better customer and productivity-oriented behavior, more and better leadership, and more effective management. Articulate the connections between the new behaviors and organizational success. Also, develop means to ensure leadership development and succession.

Kurt Lewin from his work on change management came up with three models: Action Research Model and The Three-Step Model (Burnes, 1998). The Action Research Model is based on the emphasis that change requires action and also the recognition that successful action is based on analyzing the situation, identifying possible alternative solutions, and choosing the one most appropriate to the situation at hand. An agent gathers data and solves the problem jointly with the client (Burnes, 1998).

The Three-Step Model proposes going through the steps of unfreezing, moving, and refreezing. Unfreezing involves removing those forces maintaining the organization's behavior at its present level. Moving involves acting on the results of unfreezing i.e. take action to move to the desirable state of affairs. Refreezing seeks to stabilize the organization at the new set of equilibrium (Burnes, 1998).

Kanter et al (1992)'s model of change management focuses on managing the political context by providing information, resources, and support for the change effort. The main theme is that for organizational change to be successful, it needs to be holistic and systematic, addressing individual, social, and organizational factors. The model suggests a number of actions that should be taken during change management: building coalitions by seeking support from power sources and stakeholders; articulate a shared vision of the mission, goals, and desired results; define the structure and process that will guide the

change, including clear reporting relationships, coordination between activities and teams and accountability for outcomes; ensure communication to keep people informed, education, and training to increase their capacities; institute policy and systems review in order to align the strategy with resource allocations; operations, systems and staffing; enable local participation and innovation by clearly specifying fixed goals while encouraging local variation in their implementation; ensure standards, measures and feedback mechanisms as a way of monitoring the process and results; provide symbols, signals and rewards that demonstrate and support commitment to change.

While the change management concepts and methods vary, the basic elements are similar: a vision to align the organization; communicate why the changes are necessary; involving the affected people actively in the change process; provide people with the skills to actively support the change process; marketing new approaches; and institutionalize new approaches to avoid erosion effects.

Rose and Lawton (1999) have proposed a model for public sector change management. They propose a dozen action steps to managing change in the public sector: assuring the support of stakeholders; using leadership to generate support for change; using symbols and language to stress the importance of change; building in stability to reduce uncertainty and anxiety; surfing dissatisfaction with the present state to demonstrate the need for change; participation in change to build ownership; rewarding behavior in support of change; making time and opportunity to discharge from the present state; developing and communicating a clear vision of the future; using multiple and consistent leverage points; developing organizational arrangements for the transition and building in feedback mechanisms.

Dawson (1994) and Wilson (1992) both challenged the appropriateness of planned change approaches due to dynamism and uncertainty in the environment. They are proponents of emergent change handling models. Dawson adopted a processual approach which identifies the substance of change such as technology or legal requirements. The need for change is conceptualized and transition in terms of new tasks, activities and decisions is achieved in

the contextual framework of politics of change, human resources, administrative structures, business markets and the operation of new organizational arrangements. The logical incrementalism model proposes change taking place incrementally. Solidifying the change program is also done incrementally and integration of the processes and interest in the change program is also done incrementally (Quinn, 1980).

In the emergent change models, there are key organizational activities which allow these elements to operate successfully. These are: information gathering about external environment, internal objectives and capabilities; communication, which is the transmission, analysis, and discussion of information; and learning, which is the ability to develop new skills, identify appropriate responses and draw knowledge from their own and others' past and present actions (Burnes, 1998).

In summary, planned change approach, which views organizational change as a process of moving an organization from one fixed state to another through a series of pre-planned steps is suitable in stable business environment whereas emergent change approach, which views change as a continuous open-ended and unpredictable process of aligning and realigning an organization to its changing environment is ideal in turbulent environment. The approach recognizes the importance of the organization to adapt its internal practices to the changing external conditions. Whatever the approach, Butcher et al (1999) point out that the role of the top management must be the climate for pockets of good practice, to grow, and to nurture them where they appear. Only in that sense should pockets principle be a top down one.

CHAPTER THREE: RESEARCH METHODOLOGY

3.1 Research Design

This study was conducted through a case study design. It involved an in-depth investigation into the strategic change management practices in a local authority- the Municipal Council of Kiambu. The design is most appropriate when detailed, in-depth analysis for a single unit of study is desired. Case study research design provides very focused and valuable insights to phenomena that may otherwise be vaguely known or understood. This research design was successfully used by Ogwora (2003); Mbatha (2005); and Kiini (2007) in related studies.

3.2 Data Collection

The study used primary and secondary data which were collected based on the objectives of the study. To achieve this, an interview guide was used in which eight respondents were targeted. These include the Mayor, Town Clerk, Heads of departments of Finance, Works, Revenue, Audit and Accounts, and Social Services. These respondents were considered to be resourceful enough in providing the data because they occupy positions whose duties and responsibilities involve in part the management of strategic change at Kiambu Municipal council. The interview guide was administered through mail and follow-up personal interviews that allowed for further probing. Secondary data were obtained from the council's documented change initiatives.

3.3 Data Analysis

The data that were collected were qualitative in nature. Therefore, the data were analyzed by way of content analysis. This will involve making inferences by systematically and objectively identifying specified characteristics of messages and using the same to relate trends (Nachmias and Nachmias, 1996).

CHAPTER FOUR: FINDINGS AND DISCUSSIONS

4.1 Introduction

The study was designed to achieve two objectives: to establish strategic change management practices at Municipal Council of Kiambu; and to determine the factors influencing change management at the council. To achieve these objectives, data were collected from senior level management at the council through personal interviews using an interview guide and analyzed by way of content analysis. This chapter presents and discusses the findings of the study in line with the objectives of the study under three main themes. These are: nature of change, change management practices, and forces/factors influencing change management at Municipal Council of Kiambu. Under each of these themes, different sub-themes are identified and discussed.

4.2 Nature of Change at Municipal Council of Kiambu

Organizations initiate and implement different types of change depending on the forces that define the context of change within them. The study focused on the strategic and structural changes. The study intended to establish whether the respondents were aware of the strategic and structural changes that have taken place at Municipal council of Kiambu for the last 3-4 years. This was to form the basis of further investigation into other aspects of change at the council relevant in achieving the study objectives. All the respondents that were interviewed indicated that they were all aware of the changes that have taken place at the council for the last 3-4 years.

4.2.1 Strategic Changes

According to Hill and Jones (2001), strategic change is the process of moving an organization away from its present state towards some desired future state to increase its competitive advantage. According to the respondents, it was established that a number of strategic changes have been initiated at Municipal council of Kiambu that are geared towards moving it to the future desired state. The changes were found to be concerned with efficiency and effectiveness in service delivery at the council.

Key among the strategic changes that was established is the adoption of strategic planning by the council, a practice which had not been practiced since it was founded. According to the respondents, the adoption of strategic planning by the council has revolutionized the way things are done at the council. With the vision and mission statements, the management of the council is now focused than ever in ensuring that municipal council of Kiambu delivers its mandate most efficiently and effectively. Further, strategic planning has resulted into the development of annual and quarterly action plans by each and every section in the council, a practice that has continuously improved service delivery and effective utilization and management of resources by the council.

Following the adoption of strategic planning, a number of consequential strategic changes were pointed out by the respondents. To ensure successful implementation of the strategic plan, a new top management team was put in place to offer the necessary and competent professionalism in spearheading the required changes at the council. Given this orientation, all staffs at the council were empowered to carry out the changes through training and involvement in decision making.

Moreover, the respondents pointed out that there has been a significant change of employee perception about the council and municipality of Kiambu at large with respect to its linkage with the outside world. This has in turn had a positive impact on public perception of the council's image which has resulted into collaborations with the public to identify priority areas in which the council should concentrate. This saw the implementation of the Local Authority Service Delivery Action Plan (ILASDAP) project that was identified and prioritized by public. The project concerned maintenance of roads, improved water provision, construction of police post to improve security among others.

It was also established that being a public organization, municipal council of Kiambu realized the need to enter into contract with the customers by promising them high quality service delivery. This promise, according to the respondents, was encapsulated in the council's customer service charter. This was found to be a new initiative by the council to emulate and/or benchmark best practices in the public sector as well as private sector.

4.2.2 Structural Changes

Initiating strategic changes would not be adequate enough to bring about the desired changes in any organizations. Strategic changes have to be complemented by the structural changes in order to efficiently and effectively implement the desired changes. The intention of the study was to establish the structural changes that accompanied the strategic changes at municipal council of Kiambu.

Key among the structural changes that were pointed out by the respondents is to have an organizational structure in place. According to the respondents, the council had been operating without a formal organizational structure in place. This meant that the roles, duties and responsibilities were not clearly defined, the lines of authority were unclear, and therefore accountability lacked to a large extent. Respondents also indicated that for all the time that the council has had no formal organizational structure, there has been absence of job descriptions and specifications. This was a recipe for ineffective coordination and communication within the council and even with its outside world, more so with the customers and the general public.

According to the respondents, having a formal organizational structure has resolved all the above issues and as a result, led to improved efficiency and effectiveness in service delivery. This is because there is clarity in the reporting relationships up to and including clarity in who is responsible for doing what as regards implementation of the strategic plan in carrying out the council's mandate. This has been strengthened by having job descriptions and specifications which have led to recruitment of qualified and competent personnel to spearhead the council's reform agenda.

It was also established that the council has installed an information and communication technology (ICT) system to enhance communication and sharing of pertinent information for decision making. According to respondents, the ICT system has led to quick decision making, significant reduction in paperwork, efficiency in service delivery and above all, it has empowered a significant number of staff in the council because of ease of access and availability of information for decision making and effective interface with customers.

Closely related to the installation of the ICT system is the refurbishment of the municipal library. Respondents pointed out that for a long time, the municipal library has been dilapidated and therefore not only the general public but also the council staff have been lacking this essential service for purposes of obtaining up-to-date information. The refurbishment has so far resulted into not only equipping the library with the up-to-date facilities and reading materials but also providing a conducive environment for reading and studying.

Respondents observed that the above changes were not so easy without concerted effort from the council staff and management. Effective implementation of the changes required that employees are motivated and empowered to carry out their respective activities. To this end, the study established that hitherto delays of salary payments were now a thing of the past. The strategic and structural changes that the council initiated and carried out ensured that the council employees understand what the council's mission is and what their contributions are in carrying out that mission. As a result, the changes have witnessed an increase in council revenues which have translated into improved capacity to implement the changes and prompt salary payments to the employees.

4.2.3 Necessity of Change

The study sought views from respondents on whether or not they considered the changes that have been carried out in the council were necessary. The respondents indicated unanimously that the changes were necessary and provided a number of reasons why they considered the changes were necessary.

Key among the reasons why the changes were necessary was because of the need for the council to be efficient and effective in service delivery. The respondents felt that over the past, the council has been entangled by enormous inefficiencies and ineffectiveness that had resulted into massive revenue losses and tainted public image. The need for efficiency and effectiveness was also motivated by a further need to benchmark with the best practice.

Another reason why the changes were necessary was the need for transparency and accountability. Several corporate governance issues at the council were wanting so much so that corruption and other malpractices characterized the council. Therefore, as a way of restoring public image (both in the eyes of the public and employees) deliberate efforts to introduce necessary changes were long overdue. Further, respondents pointed out that the changes were necessary in order to address key stakeholder interests (business community, staffs, community).

Consequently, respondents were asked to point out areas that were targeted by the change. The study findings show that the areas targeted by the change in the council are, in one way or another, pointers to the structural and/or strategic changes at the council. The areas include: information technology, licensing, rates, procurement, revenue collection, staff training and placement, staff motivation, job enrichment and enlargement, staff participation in decision making, cleanliness and sanitation, environmental management, sewerage blockages, street lighting, and road maintenance and construction to ease traffic jam among others.

4.3 Change Management Practices

The first objective of the study was to establish the change management practices at Kiambu municipal council. It was established that a number of change management practices were adopted in managing change at the council. The study findings also show that the practices were in line with the nature of the changes that were found to be carried out at the council. The practices are discussed in this section.

First and foremost, respondents indicated that there was extensive adoption of business planning at the departmental and/or sectional/divisional level. This planning was, according to the respondents, in line with the desired strategic change at the council which necessitated the adoption of strategic planning. The study findings revealed that such planning entailed coming up with work plans for all staff, setting targets and measurement criteria. The planning for operations in the council was found to be carried out on a daily basis in all areas of the council. To ensure that this planning is efficiently

and effectively done, it was established that a number of mechanisms were put in place at the council. These include putting in place an effective and efficient audit department and constituting a finance and audit committee to coordinate and ensure effective financial planning in all the departments, drawing up monthly performance plans and consolidating them for management action, and instituting an efficient monitoring and evaluation system to track implementation of the plans.

The study also found out that the council has adopted restructuring and/or redesigning of the departments and sections in order to carry out the desired changes. Respondents pointed instances of indirect restructuring whereby there was outsourcing of certain services and seeking professional services and/or personnel from the ministry to assist/advice/guide on some aspects of the change process. As part and parcel of restructuring, it was necessary to recruit qualified and competent staffs, have more heads of departments, carry out transfers of staff among and between departments and sections to enhance sharing of ideas and bring about positive change, create new units, and redefine job descriptions and designation of officers, hence leading to new titles for some job positions within the council.

It was further established that there were cultural transformation in the various departments and divisions/sections at the council. Even though respondents pointed out that it was difficult to have full cultural transformation at the council, they were upbeat to observe that there have been significant strides in cultural transformation at the council. This was made possible through training staff for more responsibilities e.g community responsibilities, and holding seminars for sensitization and exposure among staff which has gone a long way in changing the way of doing things.

A further finding indicated that the council managed the change through instituting a performance management system. The study established that this practice was adopted up to departmental level where the various heads of departments are held responsible and accountable for their departments' performance and the individual staff therein. The system, according to the respondents, was seen as a move towards encouraging a result-

oriented culture from a process-oriented culture at the council. To this effect, the system has a scheme for rewarding outstanding performance.

Another change management practice that was found to be adopted by the council is career development. The study established that the council undertakes career development first through carrying out needs assessment (TNA) to know areas of need and prepare staff on succession planning and management. To effect this move, employees are encouraged to go for professional and academic training in different disciplines and after securing admission, they are given time off and sponsored to undergo training.

The study findings established that the council adopts performance improvement strategies in managing change. This involves the adoption of the rapid results initiative (RRI) approach, working towards ISO certification, establishment of customer satisfaction and complaint handling unit, breaking of annual plan into quarterly plans and allocating them to various rapid results initiative groups to gauge performance within a period of 100 days, provision of tools to achieve the targets, computerization, upgrading of markets and carrying out repairs, and carrying out regular training to equip implementers with skills to assist them achieve targets.

The respondents also pointed out that the management of change at the council had been carried out through enhanced empowerment. This was found to be done mostly through training. It was established that the staff are trained and placed on certain jobs that were initially outsourced. The training also targeted areas as ISO and ICT and involved seminars and video and visual presentation programmes on real life organizational transformations. Further empowerment was through participatory decision making, provision of open channels of communication, delegation of decision making authority, and opening up avenues for collective responsibility and accountability. Another way of empowerment is through encouraging staff to view the council as their own and not as an institution they are working for but as an institution they are working with as partners.

A perennial problem that was pointed out by the respondents was delay in decision making and production of council reports. Therefore, in introducing change at the council, it was established that the council embarked on Business Process Reengineering to curb the problem and ensure that desired changes were implemented. This went a long way in shortening the process of obtaining and processing data, shortening report production and approval times, license and receipts processing times. All these were made possible through the installation of an ICT system which saw the networking of all the departments and as a process, curbed corruption and increased revenue collection.

Finally, the study established that there is a lot of collaboration between and among the departments and departmental members. This, according to the respondents, takes the form of frequent meetings and consultations to discuss issues relating to work performance. There are also deliberate efforts to enhance teamwork and role clarifications among members of team e.g. employees now know their roles and responsibilities in the various rapid results initiative (RRI) teams and the various RRI team leaders meet to discuss issues of their groups.

4.4 Factors Influencing Change Management at Municipal Council of Kiambu

The management of strategic change in organizations is influenced by both internal and external factors, which in most cases, define the context of change. The factors have also been referred to as driving forces. Therefore, in determining the forces influencing change management at municipal council of Kiambu, the study looked at the factors that were driving change at the council rather than those that either enhanced and/or stifled change.

Consequently, respondents were quick to point out that change management at municipal council of Kiambu was greatly influenced by the new top management team and new employees into the council. Respondents indicated that a gross dissatisfaction with the status quo led to the appointment of a new top management team who brought in new ideas and ways of running the affairs of the council. Therefore, the top management team's zeal

and the need to be efficient and effective influenced the nature of change and way it was introduced and managed in the council.

The management of change was also influenced by the general change of attitude by the employees and the civic wing who expressed the willingness to allow change to take place. There was also willingness of community and stakeholders to allow and participate in the change process. This, to a greater extent, enhanced the buy in of the change initiatives and therefore instances of behavioral resistance to change were minimal if not absent.

Respondents also pointed out government directives/initiatives e.g performance contracts, vision 2030 etc as some of the factors that were influencing change management at municipal council of Kiambu. Given that municipal council of Kiambu is a public organization whose mandate is well defined and roles and responsibilities clearly spelt out, the council should therefore work towards fulfilling its mandate within the government directives and aspirations. The introduction of performance contracts in the public sector requires that every organization develops a strategic plan. This was a paradigm shift to most of the organizations, municipal council of Kiambu included. The recent launch of Vision 2030 provides another propelling force for every public sector organization to work towards achieving the vision. Therefore, all changes that are necessary to align organizational efforts towards these ends are influenced by the same ends.

Other factors that were found to influence change management at municipal council of Kiambu were: technological developments, change in needs both for the council and the public, ISO certification, and pledges/promises made to the public. New technological developments necessitate that organizations adopt them in order to be competitive and effective in service delivery. Therefore, adoption of the new technologies requires that organizational members be trained in order to know how to handle them. A shift in the needs of the council and/or of the general public more so the customers and other key stakeholders was found to greatly influence how change was managed in the council. This was evidenced by some of the change management practices adopted by the council.

With respect to ISO certification, there are specific change initiatives that the council has undertaken in order to satisfy the requirements for ISO certification. These are the changes that targeted business processes and their documentation, training on ISO specifics and installation of ICT systems to be ISO compliant. The changes that entailed rapid results initiatives and collaborative arrangements were due to the influence of the promises and/or pledges that were made to the general public through a customer service charter.

CHAPTER FIVE: SUMMARY AND CONCLUSIONS

5.1 Introduction

The objectives of the study were to establish the change management practices at Kiambu Municipal council and to determine the factors influencing change management at the council. In order to achieve these objectives the study examined the nature of change, change management practices and factors influencing change management using an interview guide directed to respondents drawn from senior management level who led the change process at the council. This chapter offers a summary of the main findings of the study with respect to each study objective and conclusions that were drawn on the findings. Suggestions for further study are also covered in this chapter.

5.2 Summary

Change is a transition from some current state which is undesirable to some desirable future state through some set of actions. Understanding and managing change are the dominant themes of management today. Adapting to the ever-changing present is essential for success in unpredictable future. It was on the spirit of this observation that this study was designed to document the change management practices at Kiambu municipal council. The study established that the council has undertaken a number of structural and strategic changes for the last 3-4 years.

It was established that there has been both strategic and structural changes at Kiambu municipal council. The strategic changes were found to be a precursor to structural changes. The strategic changes that had taken place include adoption of strategic planning by the council which has revolutionalized the way things are done at the council and resulted into the development of annual and quarterly action plans by each and every department/section in the council. Further, a new top management team was put in place to offer the necessary and competent professionalism in spearheading the required changes at the council. There has been a significant change of employee perception about the council which has had a positive impact on public perception of the council's image. The council

has come out with a customer service which is new initiative by the council to emulate and/or benchmark best practices in the public sector as well as private sector.

The structural changes at the council that were established include putting in place a formal organizational structure which has resulted into clear definition of roles, duties and responsibilities, clear reporting relationships and lines of authority, hence instilling a sense of accountability at the council. This has been strengthened by having job descriptions and specifications which have led to recruitment of qualified and competent personnel to spearhead the council's reform agenda. It was also established that the council has installed an information and communication technology system to enhance communication and sharing of pertinent information for decision making. Closely related to the installation of the ICT system is the refurbishment of the municipal library.

The study established that the council has adopted a number of change management practices in carrying out the strategic and structural changes highlighted above. These include: extensive adoption of business planning at the departmental and/or sectional/divisional level; restructuring and/or redesigning of the departments and sections; spearheading cultural transformation in the various departments and divisions/sections; instituting a performance management system; career development programmes; adoption of performance improvement strategies like the rapid results initiative approach, working towards ISO certification, establishment of customer satisfaction and complaint handling unit, etc; enhanced empowerment; business process reengineering; and encouraging a lot of collaboration between and among the departments and departmental members.

In adopting the above practices to manage change at the council, a number of factors were found to influence management of the change process. The factors were found to be both internal and external to the council. They include: the new top management team and new employees into the council; the general change of attitude by the employees and the civic wing; government directives/initiatives e.g performance contracts, vision 2030 etc; technological developments; change in needs both for the council and the public; ISO certification; and pledges/promises made to the public.

5.3 Conclusions

The findings of the study have shed adequate light to draw pertinent conclusions about change management practices and factors influencing management of the change at municipal council of Kiambu. The council has undertaken both strategic and structural changes in order to be both efficient and effective in service delivery. The changes involved the adoption of strategic planning, putting in place a new top management team, coming up with customer service charter, having a formal organizational structure in place, installing an ICT system, refurbishing the council library, and spearheading cultural transformation among others.

Both the strategic and structural changes at the council were managed through adoption of various change management practices. These include among others extensive adoption of business planning at departmental and sectional levels, restructuring and/or redesigning of the departments and sections, spearheading cultural transformation in the various departments and divisions/sections, instituting a performance management system, career development programmes, adoption of performance improvement strategies, and encouraging the spirit of collaboration and coordination among departments and departmental members. Further, the management of change at the council was influenced by such factors as the new top management team and new employees into the council, the general change of attitude by the employees and the civic wing, government directives/initiatives, and technological developments among others.

The study findings lead to a conclusion that most of the changes at municipal council of Kiambu were both deliberate and necessary. The study established that the changes at the council were necessitated by the need for the council to be efficient and effective in service delivery, and the need for transparency and accountability. Consequently, the areas targeted by the change are those that enhance the carrying out of the council's core business and mandate and include: information technology, licensing, rates, contracting, revenue collection, staff training, placement and motivation, cleanliness and sanitation,

environmental management, street lighting, and road maintenance and construction among others.

5.4 Suggestions for Further Research

Change is such that it can never be said to have been mastered because the environment in which organizations operate in is ever dynamic, turbulent and unpredictable; and therefore presents new challenges, opportunities and other peculiarities. A limitation in resources also curtails the scope of a study such as this one. This results in the emergence of areas of interest that may require further study so as to give more completeness and greater understanding of the entire study area.

It is therefore suggested that a similar study be replicated but from the perspective of various stakeholders' views to project a comprehensive view of the management of change at municipal council of Kiambu. This will go a long way in validating the findings of this study and promote objectivity.

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6. The following are some of the strategic change management practices in organizations. Give a brief description on how each of the practices has been adopted in your section/department/division.

Adoption of business planning at the department/section/division

Re-design/re-structuring the department/division

Undertaking cultural transformation in the department/division/section

Instituting performance management system

Undertaking career development

Adopting performance improvement strategies

Enhancing empowerment through training

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KIAMBU
KENYA

22nd August, 2008

/INTERNAL MEMO/

To: Departmental Heads

From: Senior Accountant

The following officers have been appointed to be trained on Iso certification. The Trainers will be from Kenya Bureau of Standard (KEBS). The training will take three (3) days from 27th August to 29th August 2008 from 8.00 am. to 5.00 p.m. at Community Hall.

You are requested to release them on those particular days so they can attend.

TOWN CLERK'S DEPARTMENT

1. Stephen N. Kiiru
2. Darr K. Waroe
3. Mary W. Mwatha
4. Francis M. Muhoio
5. Samuel K. Njoroge
6. Mary N. Ngigi
7. Mar W. Nganga

TOWN TREASURER'S DEPARTMENT

1. Susan W. Kimando
2. Peter M. Muniu
3. Jane N. Njuguna
4. Simon K. Mata
5. Lucy N. Njuhigu
6. Joseph Kimani
7. Monica N. Thuita
8. Magdaline N. Waweru
9. Irene W. Mbugua
10. Tabitha W. Huho
11. Grace N. Wachira
12. Francis K. Kimani
13. Susan Nduangu

TOWN ENGINEER'S DEPARTMENT

1. Naom Nyambura Ndichu

PETER M. MUNIU
SENIOR ACCOUNTANT