CHALLENGES OF IMPLEMENTING CHANGE AT SELECTED COUNTY ASSEMBLIES IN KENYA

BY

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A RESEARCH PROJECT SUBMITTED IN PARTIAL FULFILLMENT OF THE REQUIREMENT FOR THE AWARD OF MASTER OF BUSINESS ADMINISTRATION DEGREE, SCHOOL OF BUSINESS, UNIVERSITY OF NAIROBI

NOVEMBER, 2013

DECLARATION

This Research Project is my original work and has not been presented in any other University.

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

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DEDICATION

I dedicate this work to my family and those who supported me throughout the completion of this project.

ACKNOWLEDGMENTS

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

I wish to express my sincere gratitude to my project supervisor, Prof. Martin Ogutu, for his tireless guidance, selfless dedication and encouragement in making this project a reality. I also wish to acknowledge the contribution of the rest of University of Nairobi fraternity especially the library staff, MBA coordination office and moderators to the success of this project.

Sincere appreciation goes to my entire family for their moral support and encouragement and understanding when I was not there for them during the project period; I wouldn't have made it this far without you.

Most important of all I extend my gratitude to the Almighty God for strength, good health, knowledge and vitality that helped make this project a reality.

TABLE OF CONTENTS

LIST OF TABLES.....vii
ABSTRACT.....viii
CHAPTER ONE.....1
INTRODUCTION.....1
1.1 Background of the Study.....1
1.1.1 Organizational Change.....2
1.2 Research problem.....5
1.3 Research Objectives.....7
1.4 Value of the Study.....7
CHAPTER TWO.....9
LITERATURE REVIEW.....9
CHAPTER THREE.....18
RESEARCH METHODOLOGY.....18
CHAPTER FOUR.....22
DATA ANALYSIS, FINDINGS AND DISCUSSION.....22
4.1 Introduction.....22
4.2 General Information.....22
4.2.1 Involvement in the Change Management.....22
4.3 Change Implementation.....23
4.3.1 Extent of Change Implementation.....23
4.3.2 The manager of the overall change process at the County Assembly.....24
4.3.3 How Successful the County Assembly is at Implementing Change.....24
4.3.4 Approaches in implementing change process.....25
4.3.5 The country assembly ability to implement the change program.....26
4.3.6 How well the system of devolution is operational at county assembly.....26
4.4 Challenges of Change Management Programme.....27
4.4.1 Adequacy of Resources at the County Assembly.....27
4.4.2 Resource adequacy on change implementation.....27
4.4.3 The executive arm of the county assembly on the rate of change program implementation.....28

4.4.4 Challenges in implementing change.....29
4.4.5 Measures taken by County Assemblies in managing challenges in change management.....30
4.5 Discussion of Findings.....32
5.2 Summary of the findings.....35
5.3 Conclusions of the Study.....38
5.4 Recommendations of the Study.....39
5.6 Area for Further Research.....40
5.7 Implications on Policy, Theory and Practice.....40
REFERENCES.....42
APPENDICES 46
Appendix I: List of County Assemblies to be studied.....46
Appendix II: Questionnaire.....47

LIST OF TABLES

ABSTRACT

Rose and Lawton (1999) observes that changes in the service institutions arise out of the need for efficiency, economy, effectiveness, performance evaluation ethics and market concerns. The objectives of this study were: to determine the extent the County Assemblies have implemented their planned changes since August 2012; to establish the challenges faced by County Assemblies in implementing changes and; to determine measures taken to manage the challenges. This study adopted a cross sectional survey design where a number of County Assemblies were included in the Study. The target population of the study was the County Assembles in Kenya. Following the small number of the target respondents, all the clerks of the selected assemblies were included in the study hence a census. Primary data was collected using a questionnaire. The questionnaire included closed ended questions for ease of administration. To enhance quality of data, Likert type questions sufficed whereby respondents were required to indicate the extent to which the statements representing variables applied to the respondent. The findings of this study established that all (100%) the respondents were involved in change management and the changes that have been introduced by the new Constitution at the County Assembly level include the creation of the assembly where the respondents indicated that it was implemented to a great extent as shown by a mean of 4.8182. Majority 54.5% of the respondents indicated that the county assembly was fairly successful at implementing change while 45.5% of the respondents indicated that the county assembly was just successful at implementing change. The study found out that most 72.7% of the respondents indicated that resources at the County Assembly for the implementation of the devolved systems were not adequate. The study concludes that changes have been introduced by the new Constitution at the County Assembly level where the County Assembly and the County Assembly Service Board are involved with the management of the overall change process at the County Assembly. The study recommends that county assemblies must find ways for operating by developing new competences as the old advantage and competences gained is quickly eroded owing to environmental changes. The study found out that lack of communication was a challenge in implementing change having been encountered in the respective counties.

CHAPTER ONE

INTRODUCTION

1.1 Background of the Study

In an ever-changing global economy, Johnson and Scholes (2003) notes that organizations must find ways for operating by developing new competences as the old advantage and competences gained is quickly eroded owing to environmental changes. Because of the fact that changes are a necessity in private as well as public sector, every organization must change with the environment otherwise, it would become irrelevant. Rose and Lawton (1999) observes that changes in the service institutions arise out of the need for efficiency, economy, effectives, performance evaluation ethics and market concerns. Many organizations are occasionally faced with challenges that force them to adjust or change (Burnes, 2004). Development organizations, in particular, regularly have to go through change processes when having to respond to new development scenarios, changing priorities or simply as part of their expansion or restructuring processes.

This study focuses on the changes brought about by the new constitution on the devolved systems and structure at the county level of governance in Kenya. The study is grounded on two theories including open systems theory of open systems and the organizational development theory. These theories have been selected because of their argument on change implementation in organizations. In order for the County Governments in Kenya to fully implement the devolution changes created under the new constitution, it is important that they review the resources within their disposal which they can use for optimal performance. They get resources from their environment and release output to the environment.

In analyzing how well an organization is positioned to achieve its intended objective, some approaches look at internal factors, others look at external ones, some combine these perspectives, and others look for congruence between various aspects of the organization being studied. While some models of organizational effectiveness go in and out of fashion, one that has persisted is the McKinsey 7S framework. The McKinsey (1980) 7S framework was originally developed as a tool to enable broader thinking when organizing a company effectively, suggesting that strategy must be thought about in terms of how it works in conjunction with a number of other factors. Successful change requires attending to the seven variables of the model and using them as a framework to diagnose how an organization currently operates and how change might be designed. Organizations are occasionally faced with challenges that force them to adjust or change the way in which they operate in order to conform to the changes taking place in their operating environment (Burnes, 2004). Beginning 27 August 2010, with the promulgation of the new Constitution, Parliament has up to five years to enact the various legislations and to institute structures necessary for implementation of the whole Constitution.

1.1.1 Organizational Change

Change is any planned or unplanned transition from one scenario to another. Organizational change management is very important globally and it is influenced and affected by different internal and external factors, positively or negatively (Burnes, 2004). Change management, according to Jeff (2007) is the process, tools and techniques to manage the people side of business change to achieve the required business outcomes and to realize that business changes effectively within the social infrastructure of the

workplace. The concept of change is important in that it creates a fit between the desired position and the existing situation. Change may be either planned or unplanned. Planned change is an attempt by the organization to improve its operational effectiveness.

According to Mullins (1985), most planned organizational change is triggered by the need to respond to new challenges or opportunities presented by the external environment, or in anticipation of the need to cope with potential future problems (Burnes, 2004). It involves learning and picking new attitudes, values and behaviours. Change can come from within or without the organization, and so it means that there are many forces that can trigger change and these can stem from the environment the organization is interacting with, for example, intended government legislation, a new product development by a major competitor or further technological advances (Senior, 2002).

According to Mintzberg (1999), implementation means carrying out the predetermined plans. Strategic implementation is thus putting strategy into action. The way in which the strategy is implemented can have a significant impact on whether it will be successful or not and is affected by various factors. In most cases, different people from those who formulated it do implementation of the strategy which makes it difficult to carry the picture which existed during formulation to implementation. For this reason, care must be taken to communicate the strategy and the reasoning behind it. Otherwise, the implementation might not succeed if the strategy is misunderstood or if the affected parties resist its implementation because they do not understand why the particular strategy was selected (Thomson, 1993).

The implementation of appropriate change remains one of the most difficult areas of management in any organization. Researchers (Thomson, Strickland and Gamble, 2007, Giles, 1991, Sanderlands, 1994) have revealed that 1 out of 10 strategies are implemented successfully. They identified challenges like weak management roles in implementation, a lack of communication, lacking a commitment to the strategy, unawareness or misunderstanding of the strategy, unaligned organization systems and resources, poor coordination and sharing of responsibilities, inadequate capabilities, competing activities and uncontrollable environmental factors.

According to Johnson and Scholes (2002), dealing with the environment is difficult. This is because of the diversity of different business influences, difficulty in identifying environmental influences on the organisation and the faster speed of technological changes. This makes it difficult for managers to cope with the environment and only focus on a few aspects of the environment which are important and relevant to their organisations. Ansoff and Mc Donnell (1990) say that business firms are in constant two ways interaction with the environment. They receive assortment of resources from the environment, transform them and deliver them back to the environment.

1.1.2 County Assemblies in Kenya

According to Article 177 (1) of the Constitution a County Assembly consists of (a) members elected by the registered voters of the wards, each ward constituting a single member constituency; (b) the number of special seat members necessary to ensure that no more than two thirds of the membership of the assembly are of the same gender; (c) the number of members of marginalized groups, including persons with disabilities and the

youth; and (d) the Speaker, who is an ex officio member (Commission on Revenue Allocation, 2013). The members contemplated in clause (b) and (c) are nominated by political parties in proportion to the seats held by the political parties represented in the Assembly.

Section 12 of the County Governments Act establishes County Assembly Service Boards responsible for providing services and facilities to ensure efficient and effective functioning and administration of the county assemblies. Section 13 of the same Act also provides that each county assembly has a Clerk (as Chief Executive) and staff. Change management in county assemblies prior to the general elections was undertaken by the respective Clerks and staff (Commission on Revenue Allocation, 2013).

1.2 Research problem

Change has become a constant phenomenon which must be attended to and managed properly if an organization is to survive. According to Pearce and Robinson (1990) a host of external factors influence an organization's choice of direction, action and ultimately, its organizational structures and internal processes. These factors, which constitute the external environment, can be divided into three interrelated strategy categories that are factors in the remote, industry and operating environment.

The promulgation of the new Constitution of Kenya, 2010 provided for a changed structure in the legislative arm of government. According to the Constitution of Kenya, 2010, devolved governance is achieved by the creation of County Governments and decentralized units and structures (Commission on Revenue Allocation, 2013). County Governments have only been in existence since March 2013. However, a lot of changes

(of various forms) have taken place within the County Assemblies. While some changes were initiated by the Assemblies themselves, others were initiated by the County Executive. Among the changes initiated by county executives include: Governors suspended some clerks of the county Assemblies (who were former chief offers of local authorities on allegations of financial misappropriations and sheer mismanagement in their previous stations. Some county Assembly clerks or senior officers were appointed to county executive positions, leaving the assemblies vacant; Governors frustrating the Assembly Clerks by inciting Members of County Assemblies to revolt against the clerks, especially where such governor believed that the clerk could sway the Members of the Assembly to excessively push the executive on issues of oversight (as was witnessed in Kiambu County where it was reported that the clerk received death threats and finally quit job; and Tribalism also took centre stage in some counties.

Here, Governors decided to evict those clerks perceived to be "outsiders", thereby looking for their own sons and daughters. At the same time, the changes initiated by County Assemblies included: When the county assembly service boards were established, the interim officers and staff were disowned by the new owners (the boards) of the newly created entities and hence pressed for fresh recruitment of officers and staff; Financial Challenges: The budget passed by the National parliament for use by counties between March and June 2013 had items that were not usable hence could not actually meet the needs required by counties-some items were not necessary, while the necessary ones were not factored in the budgets; and inexperienced Clerks and Staff. Some clerks decided to exit upon realizing that the job was challenging and full of new things and ways of doing.

Several studies have been carried out on challenges of implementing change in organizations. For instance, Karimi (2007) carried a research on challenges of strategic implementation in Mathare 4A slum upgrading in Nairobi, Kiuna (2007) did a research on strategy formulation. Kung'u (2007) carried out a survey on strategy implementation challenges in the main stream churches in Kenya while Mecha (2007) did a study of strategy choice at the Kenya Pipeline Company using Ansoff's grand strategies matrix. It is in this light that this study sought to determine the challenges of implementing strategic change programmes at County Assembly levels in Kenya as they were created recently. The study sought to answer one research question: What are the challenges of implementing change programmes at County Assemblies in Kenya?

1.3 Research Objectives

The objectives of this study were:

i. To determine the extent the County Assemblies have implemented their planned changes since August 2012; and
ii. To establish the challenges faced by County Assemblies in implementing changes.
iii. Determine measures taken to manage the challenges.

1.4 Value of the Study

This study would contribute to the theory on strategic implementation in organizations. In particular, the study would be useful to researchers and academia in the field of strategic management and Legislative Assemblies in Kenya, as it would be a source of reference in forming their future research topics and studies since knowledge is power. They would be able to identify the changes that have taken place in the County assemblies in Kenya

since August 2012, learnt of the challenges and the ways in which they have affected change management; and contribute to the strategic management studies through literature review and also identify where further research can be done on the subject matter.

The study would further contribute to the practice of strategic management and in particular demonstrate the challenges faced by autonomous government bodies to adapt to implement change in line with the changes in the operating environment, and bridge the knowledge gap. It would therefore provide a framework upon which more efficient change implementation can be built.

This study would be of importance to members of management of the County Assemblies in Kenya in enabling them to understand the dynamics of implementing changes in line with the requirements of the new Constitution of Kenya. Through the findings of the study, management would equip themselves with the relevant skills and knowledge necessary to ensure efficient implementation of the changes as outlined in the new Constitution. This would enable them to implement strategies appropriately and to deal effectively with challenges arising from their constantly evolving environment.

CHAPTER TWO

LITERATURE REVIEW

2.1 Introduction

This chapter summarizes the information from other researchers who have carried out research in the same field of study. The specific areas covered here are stheoretical perspective of the study, organizational change, approaches to change and change implementation. The chapter is basically concerned with discussing literature by other scholars on the concept of change management.

2.2 Theoretical Perspectives of the Study

There are several theories governing change management programmes in organizations. Two theories have been identified to guide this study: open systems theory of competitive advantage and the organizational development theory. These theories have been selected because of their argument on strategy implementation in organizations.

Open systems theory holds that organizations are strongly influenced by their environment which consists of other organizations that exert various forces of an economic, political, or social nature (Scott, 2002). A system that interfaces and interacts with its environment, by receiving inputs from and delivering outputs to the outside, is called an open system. The environment also provides key resources that sustain the organization and lead to change and survival. Open systems theory was developed after World War II in reaction to earlier theories of organizations, such as the human relations perspective of Elton Mayo and the administrative theories of Henri Fayol, which treated the organization largely as a self-contained entity. The adaptability and survival of open

systems has been exhibited in society's recent global information age. Current information technologies have absorbed new technologies and approaches have sustained long term success (Luhmann, 1995). Systems which incorporate efficient data representation, storage, and transfer, and good operating system design and effective use of processor power have retained their public user base.

According to organizational Development theory, development is a necessary process that all organizations must undergo. There are many factors that make organizational development important for organizations to thrive and be successful (Luhmann, 1995). Organizational development is a complex process that is described as a "set of behavioral science-based theories, values, strategies, and technologies aimed at planned change of the organizational work setting for the purpose of enhancing individual development and improving organizational performance, through the alteration of organizational members' on-the-job behaviors" (Britt and Jex, 2008, Ch. 15). The process of organizational development cause changes in the daily workplace routine, and these changes cause success and productivity in the workplace. Organizational developments help an organization to improve and evolve into a more successful organization. Organizational development is necessary for any organization to survive and be successful. Many theories have helped organizations to understand and implement organizational developments (Scott, 2002). It is important that conditions be correct in an organization if changes are expected to be successful.

2.3 Organizational Change

In an ever-changing global economy, Johnson and Scholes (2003) notes that organizations must find ways for operating by developing new competences as the old advantage and competences gained is quickly eroded owing to environmental changes. Many of these change programmes in organizations arise from management fads such as culture change, business process engineering, empowerment and total quality. The Change Cycle begins with the introduction of new ideas which may be initiated anywhere within the organization.

Porter (2008) has described a category scheme consisting of three general types of strategies that are commonly used by businesses. These three generic strategies are defined along two dimensions: strategic scope and strategic strength. It has become the accepted view that, for organizations, the magnitude, speed, unpredictability and impact of change are greater today than ever before. According to the ancient Greeks, change is the only constant (Spencer-Matthews, 2001). One widespread and widely acknowledged typology of strategic change categorizes forms of organizational change according to different dimensions. A first dimension is the intensity of change, ranging from no change required to radical renewal of the company (Fopp and Schiessl, 1999). In this context, Nadler differentiates between incremental and radical change.

The second dimension is the chronological positioning of the change. Here, a difference is made between anticipative and reactive change processes. Using these two dimensions, Nadler draws up a matrix in which he positions the basic types of change of company strategy. In so-called tuning, future environmental developments are anticipated to

increase company efficiency. In contrast to this, adaption means the adaptation of the company to the environmental changes. What tuning and adaption have in common is that the change is evolutionary, and starts off in subsections of the company. If the whole company is restructured anticipatively through fundamental transformation, we speak of a reorientation. The alternative to this is reactive redesign, in which environmental changes are reacted to which have already taken place (Nadler, 1994; Stacy, 2000). Senior and Fleming (2006) observed that the forces that operate to bring change in an organization can be thought of as winds which are many and varied.

2.4 Approaches to Change

The success of implementing change is generally associated with those who facilitate the change process. The change agent is defined here as a manager who seeks to reconfigure an organization's roles, responsibilities, structures, outputs, processes, systems, technology or other resources (Buchanan and Badham, 1999) in the light of improving organisational effectiveness. The role of change agents as facilitators is extensively discussed within a rational framework. For example, Buchanan and Boddy (1992) list competencies of effective change agents as clarity of specifying goals, team building activities, communication skills, negotiation skills and influencing skills to gain commitment to goals.

According to Alexander (1985), the ten most frequently occurring strategy implementation problems include underestimating the time needed for implementation and major problems surfacing that had not been anticipated, in addition uncontrollable factors in the external environment had an adverse impact. More recent articles confirm

notable barriers to successful change implementation about which there appears to be a degree of accord including Beer and Eisenstat's (2000, p. 37) who assert that six silent killers of change implementation comprise: a top-down/laissez-faire senior management style; unclear strategic intentions and conflicting priorities; an ineffective senior management team; poor vertical communication; weak co-ordination across functions, businesses or borders; and inadequate down-the-line leadership skills development (Beer and Eisenstat, 2000).

Corboy and O'Corrbui (1999), meanwhile, identify the deadly sins of change implementation which involve: a lack of understanding of how the strategy should be implemented; customers and staff not fully appreciating the strategy; unclear individual responsibilities in the change process; difficulties and obstacles not acknowledged, recognized or acted upon; and ignoring the day-to-day business imperatives. Overall though, it is increasingly acknowledged that the traditionally recognized problems of inappropriate organisational structure and lack of top management backing are not the main inhibiting factors to effective strategy implementation (Aaltonen and Ikåvalko, 2002).

Eisenstat (1993) pointed out that most companies trying to develop new organization capacities failed to get over these organizational hurdles: competence, co-ordination, and commitment. Sandelands (1994) indicated that there were difficulties to conjecture the commitment, time, emotion, and energy needed to translate plans into action. McGrath et al. (1994) explained that the political turbulence might be the most important issue facing any implementation process. Otley (2001) stated that market, people, finance, operation, adaptability, and environmental factors play a vital role to long-term successful strategy

implementation. Fiegener (2005) mentioned that intended strategies would be implemented as they have been envisioned if three conditions were met. First, those in the organization must understand each important detail in management's intended strategy.

Second, if the organization is to take collective action, the strategy needs to make as much sense to each of the members in the organization as they view the world from their own context, as it does to top management. Finally, the collective intentions must be realized with little unanticipated influence from outside political, technological, or market forces. DeWit and Meyer (2007) noted two dimensions of strategy implementation: structural arrangements, and the selection and development of key roles. According to Chebat (1999) effective strategy implementation is affected by the quality of people involved in the process.

One of the reasons why change implementation processes frequently result in difficult and complex problems or even fail at all is the vagueness of the assignment of responsibilities. This is indeed a challenge, because as already mentioned before, organizational members tend to think only in their own department structures. This may be worsened by over-bureaucracy and can thus end up in a disaster for the whole implementation (Rap and Kauffman, 2005).

Cross-functional relations are representative of an implementation effort. This is indeed a challenge, because as already mentioned before organizational members tend to think only in their own department structures. This may be worsened by over-bureaucracy and can thus end up in a disaster for the whole implementation (Rap and Kauffman, 2005).

Human resources represent a valuable intangible asset. Latest study research indicates that human resources are progressively becoming the key success factor within strategy implementation. In the past, one of the major reasons why strategy implementation efforts failed was that the human factor was conspicuously absent from strategic planning. This leads to a dual demand (Balogun and Johnson, 2004). The difference of individuals requires, as a consequence, different management styles. For the purpose of strategy implementation it is desirable to create a fit between the intended strategy and the specific personality profile of the implementation's key players in the different organizational departments (Rap and Kauffman, 2005).

Organisational culture refers to the leadership style of managers – how they spend their time, what they focus attention on, what questions they ask of employees, how they make decisions; also the organizational culture (the dominant values and beliefs, the norms, the conscious and unconscious symbolic acts taken by leaders (job titles, dress codes, executive dining rooms, corporate jets, informal meetings with employees).

One of the major challenges in strategy implementation appears to be more cultural and behavioural in nature, including the impact of poor integration of activities and diminished feelings of ownership and commitment. Corboy and O'Corrbui (1999), meanwhile, identify the deadly sins of strategy implementation which involve: a lack of understanding of how the strategy should be implemented; customers and staff not fully appreciating the strategy; difficulties and obstacles not acknowledged, recognized or acted upon; and ignoring the day-to-day business imperatives.

2.5 Change Implementation

Schmidt (1994) claimed that a strategic change can be successfully implemented through a four-stage process: Assess the organizational capabilities and behavior needed to move from what the company is to what it needs to become, Determine what work processes would be required to implement the strategy and design current work processes to fit those requirements, Identify what information needs the work processes generate, and determine what information systems and databases would be required to meet those needs and determine which organizational structure would best support those work processes.

Kotter (1996) came up with the eight-stage change process whose initial step is establishing a sense of urgency crucial in gaining needed cooperation. This is because when urgency low, it's difficult to put together a group with enough power and credibility to guide the effort or to convince key individuals to spend the time necessary to create and communicate a change vision. The second step is creating the guiding coalition since a strong guiding coalition is always needed. The coalition must have the right composition, level of trust and shared objective. Building such a team is always an essential part of the early stages of any effort to restructure, reengineer, or retool a set of strategies. Four key characteristics seem to be essential to effective guiding coalitions these are position power, expertise, credibility and leadership. The third step is developing a vision and strategy (Burnes, 2004). Vision refers to a picture of the future with some implicit or explicit commentary on why people should strive to create that future.

The fourth step is communicating the change vision since the real power of a vision is unleashed only when most of those involved in an enterprise or activity have a common understanding of its goals and direction (Burnes, 2004). That shared sense of a desirable future can help motivate and co-ordinate the kind of actions that create transformations. The fifth step is empowering broad-based action to empower a broad base of people to take action by removing as many barriers to the implementation of the change vision as possible at this point in the process (Burnes, 2004). The biggest obstacles that often need to be attacked are structures, skills, systems and supervisors.

CHAPTER THREE

RESEARCH METHODOLOGY

3.1 Introduction

Research methodology sets out various stages and phases that were followed in completing the study. This chapter discusses the methods that were used in the collection and analysis of data and how data presentation was done. It also discusses how the objective of the study was met. It specifically covers issues to do with research design, data collection and data analysis.

3.2 Research Design

This study adopted a cross sectional survey design where a number of County Assemblies were included in the Study. Cross sectional design has been chosen because it provides information that can be generalized on all the population. The study further adopted a descriptive research design. Descriptive research design is chosen because it enables the researcher to generalise the findings to a larger population. Descriptive study has been selected because it best builds a profile about a phenomenon.

Descriptive research design can be used when collecting information about peoples' attitudes, opinions, habits or any of the variety of education or social issues (Orodho and Kombo, 2002). The study aimed at collecting information from respondents on the challenges facing the implementation of strategic change programmes at County Assemblies in Kenya.

3.3 Population of the Study

Target population in statistics is the specific population about which information is desired. According to Bryman and Bell, (2003) a population is a well defined set of people, services, elements, events, group of things or households that are being investigated. The target population of the study was the County Assembles in Kenya.

3.4 Sampling and Sample Size

Kombo and Tromp (2006) define a sample as a finite part of a statistical population whose properties are studied to gain information about the whole sample. The population of this study is 47 county Assemblies in Kenya. The study used cluster sampling where the county Assemblies were first be clustered into regions.

For the purpose of this study, the researcher selected county assemblies in the Rift Valley region. These are Turkana, Trans-Nzoia, Elgeyo/Marakwet, Baringo, Nandi, West Pokot, Laikipia, Kericho, Bomet, Nakuru, Uasin Gishu, Narok, Kajiado and Samburu county Assemblies. The Rift valley Region has been selected because of its expansive area covering the highest number of counties (Commission on Revenue Allocation, 2013). The selected Rift Valley Region provided adequate representative sample that was appropriate for the study and the general understanding of the challenges of implementing changes in County Assemblies in Kenya. Following the small number of the target respondents, all the clerks of the selected assemblies were included in the study hence a census.

3.5 Data Collection

In this study, emphasis was put on primary data. The primary data was collected on the challenges facing the implementation of change programmes at County Assemblies in Kenya Assemblies in Kenya. The specific officers to participate in this study were the clerks of county assemblies. These have been selected upon because they are the Chief Executive officers of the County Assemblies hence they are involved in the formulation and implementation of strategies.

Primary data was collected using a questionnaire. The questionnaire included closed ended questions for ease of administration. To enhance quality of data, Likert type questions provided whereby respondents were required to indicate the extent to which the statements representing variables applied to the respondent. A five point likert scale was used. The structured questions were used in an effort to facilitate easier analysis while the unstructured questions were used so as to encourage the respondent to give an in-depth and felt response without feeling held back in revealing of any information. The questionnaire was administered in person to ensure a high response rate. The questionnaire consisted of three parts. Part A collected general information about the counties and respondents, part B is the data on the change management process at the County Assemblies while challenges of change management were addressed by part C of the questionnaire.

3.6 Data Analysis

The completed questionnaire was first edited for completeness and consistency. The data was split down into different aspects of the challenges facing the implementation of change programmes at County Assemblies in Kenya. This offered systematic and qualitative aspects of the study objectives.

Quantitative data collected was analyzed by the use of descriptive statistics using SPSS and presented through percentages, means, standard deviations and frequencies. To help generalize the findings the collected data was grouped using percentages and measures of central tendency. Descriptive statistics including, cross-tabulation, frequencies and percentages, mean and standard deviation was used for comparison.

CHAPTER FOUR

DATA ANALYSIS, FINDINGS AND DISCUSSION

4.1 Introduction

This chapter presents data collected using questionnaires. The purpose of the study was to assess the challenges of implementing change programmes at County Assemblies in Kenya. The data was collected using a questionnaire as the data collection instrument. The study targeted 16 respondents. Eleven (11) questionnaires out of 14 were completed and returned giving a response rate of 79%. This response rate was good enough and conforms to that recommended by Mugenda and Mugenda (2003).

4.2 General Information

4.2.1 Involvement in the Change Management

The study sought to establish whether the respondents were involved in change management. The findings are presented in the table below.

Table 4.1: Involvement in change management

Response	Frequency	Percent
Yes	11	100.0

From the study findings, the study established that all (100%) the respondents were involved in change management. This implies that change management is an important aspect of the development in the County Assemblies.

4.3 Change Implementation

4.3.1 Extent of Change Implementation

The study sought to establish the extent to which changes that have been introduced by the new Constitution at the County Assembly level have been implemented. The findings are presented in the table below.

Table 4.2: Extent of Change Implementation

Changes introduced by new Constitution	Mean	Std. Deviation
The creation of the assembly itself	4.8182	.40452
Changes in the structure at the county level	3.9091	.83121
Changes in the resource management at the county level	4.0909	.70065
Introduced public participation in decision making	3.8182	.98165
Laws and regulation on county management	3.0909	1.44600
Staffing changes	3.1818	1.25045
Association with the National Government	3.3636	1.28629

On the creation of the assembly itself the respondents indicated that it was implemented to a great extent as shown by a mean of 4.8182. On the changes in the structure at the county level the respondents indicated that it was implemented to a great extent as shown by a mean of 3.9091. On the changes in the resource management at the county level the respondents indicated that it was implemented to a great extent as shown by a mean of 4.0909. About introduction of public participation in decision making the respondents indicated that it was implemented to a great extent as shown by a mean of 3.8182. On the laws and regulation on county management the respondents indicated that it was implemented to a moderate extent as shown by a mean of 3.0909. On staffing changes the respondents indicated that it was implemented to a moderate extent as shown by a mean of 3.1818. About the association with the National Government the respondents indicated that it was implemented to a moderate extent as shown by a mean of 3.3636.

4.3.2 The manager of the overall change process at the County Assembly

The respondents were asked to indicate who the manager of the overall change process at the County Assembly was. The findings are presented in the table below.

Table 4.3: The Manager of the Overall Change Process at the County Assembly

Manager of the Overall change process	Frequency	Percent
Heads of Departments	2	18.2
County Assembly Clerks	5	45.5
County Assembly Service Board	4	36.4
Total	11	100.0

From the findings, 18.2% of the respondents indicated that the manager of the overall change process at the County Assembly was the Heads of Departments, 45.5 % of the respondents indicated that the manager of the overall change process at the County Assembly were the County Assembly Clerks whereas 36.4% of the respondents indicated that the manager of the overall change process at the County Assembly were the County Assembly Service Board.

4.3.3 How Successful the County Assembly is at Implementing Change

The study sought to establish how successful the county assembly was at implementing change. The findings are presented in the table below.

Table 4. 4: How successful the county assembly is at implementing change

Level of Success	Frequency	Percent
Fairly Successful	6	54.5
Successful	5	45.5
Total	11	100.0

From the data findings, majority 54.5% of the respondents indicated that the county assembly was fairly successful at implementing change while 45.5% of the respondents indicated that the county assembly was just successful at implementing change. The findings reveal that a lot of effort is being put in place to ensure success in implementing change at the County Assembly.

4.3.4 Approaches in implementing change process

The study sought to establish the extent to which the County Assembly used the following approaches in implementing change process. The findings are presented in the table below.

Table 4.5: Approaches in implementing change process

Approaches in implementing change process	Mean	Std. Deviation
Train people for the change	3.6364	1.02691
Assess the rate of implementing the change	3.5455	1.29334
Describe the changes needed for the change to succeed	3.5455	1.12815

On training people for the change approach the respondents agreed to a great extent as shown by a mean of 3.6364. On assessing the rate of implementing the change approach the respondents agreed to a moderate extent as shown by a mean of 3.4455. On describe the changes needed for the change to succeed approach the respondents agreed to a moderate extent as shown by a mean of 3.5455. The findings imply that some action was being taken by the people involved to ensure that implementing the change process is successful.

4.3.5 The country assembly ability to implement the change program

The study sought to find out the country assembly ability to implement the change program. The findings are presented in the table below.

Table 4.6: The country assembly ability to implement the change program

Ability	Frequency	Percent
able	2	18.2
Fairly able	9	81.8
Total	11	100.0

As shown in the above table majority of the findings indicated that most 81.8% of the respondents indicated that the country assembly was fairly able to implement the change program whereas 18.2% of the respondents indicated that the country assembly was just able to implement the change program. These findings reveal that the country assembly has the ability to implement the change program.

4.3.6 How well the system of devolution is operational at county assembly

The study sought to find out how well the system of devolution was operational at county assembly. The findings are presented in the table below.

Table 4.7: How well the system of devolution is operational at county assembly

	Frequency	Percent
Fairly well	10	90.9
Very well	1	9.1
Total	11	100.0

From the study findings, majority 90.9 % of the respondents indicated that the system of devolution was fairly well operational at county assembly whereas only 9.1% of the respondents indicated that the system of devolution was very well operational at county

assembly. According to the findings, the system of devolution was therefore operational at County Assembly.

4.4 Challenges of Change Management Programme

4.4.1 Adequacy of Resources at the County Assembly

The study sought to find out the adequacy of resources at the County assembly for the implementation of these devolved systems. The findings are presented in the table below.

Table 4. 8: Adequacy of Resources at the County Assembly

Adequacy of Resources	Frequency	Percent
Not adequate	8	72.7
Moderately adequate	3	27.3
Total	11	100.0

From the data findings, most 72.7% of the respondents indicated that resources at the County assembly for the implementation of the devolved systems were not adequate while 27.3% of the respondents indicated that resources at the County assembly for the implementation of these devolved systems were moderately adequate. The findings indicate that more funds are needed to ensure adequacy of resources at the County assembly for the implementation of these devolved systems.

4.4.2 Resource adequacy on change implementation

The study sought to find out the extent to which the resource adequacy affected change implementation at the county assembly. The findings are presented in the table below.

Table 4.9: Resource adequacy on change implementation

Resource adequacy on change implementation	Frequency	Percent
Moderate extent	2	18.2
Great extent	7	63.6
Very great Extent	2	18.2
Total	11	100.0

From the findings, majority 63.6 % of the respondents indicated that the resource adequacy affected change implementation at the county assembly to a great extent, 18.2% of the respondents indicated that the resource adequacy affected change implementation at the county assembly to a very great extent whereas another 18.2% also indicated that resource adequacy affected change implementation to a moderate extent. According to the findings, lack of resource adequacy affected change implementation at the county assembly.

4.4.3 The executive arm of the county assembly on the rate of change program implementation

The study sought to find out whether the relationship with the executive arm of the County Government affects the rate of change programme implementation at the County Assembly. The findings are presented in the table below.

Table 4.10: The executive arm of the county assembly on the rate of change program implementation.

	Frequency	Percent
Yes	11	100.0

As shown in the above findings, all 100% of the respondents indicated that the executive arm of the County Government affects the rate of change programme implementation at the County Assembly.

4.4.4 Challenges in implementing change

The study sought to establish the extent to which challenges in implementing change have been encountered in the respective county. The findings are presented in the table below.

Table 4.11: Challenges in implementing change

Challenges in implementing change	Mean	Std. Deviation
Lack of communication and channels for feedback	4.4545	.82020
Employee resistance to change	4.0000	.89443
Not all management level engaged in the change	3.8182	.75076
Inadequate resources/budget to implement change	4.3636	.80904
Shifting focus or changing priorities too soon	3.7273	1.10371
Managers out of touch with those affected by the change	3.8182	.87386
Managers sending out inconsistent signals	4.1818	.75076
Management behaviors not supportive of the change	3.8182	.75076
Managers not directly involved with the project	3.5455	.82020
Poor leadership styles	3.3636	1.36182

On the lack of communication and channels for feedback the respondents indicated that it was implemented to a great extent as shown by a mean of 4.4545. On employee resistance to change the respondents indicated that it was implemented to a great extent as shown by a mean of 4.0000. On whether not all management level are engaged in the change the respondents indicated that it was implemented to a great extent as shown by a mean of 3.8182. On inadequate resources/budget to implement change the respondents indicated that it was implemented to a great extent as shown by a mean of 4.3636 .

On the Shifting focus or changing priorities too soon the respondents indicated that it was implemented to a great extent as shown by a mean of 3.7273. Asked if the managers are out of touch with those affected by the change the respondents indicated that it was implemented to a great extent as shown by a mean of 3.8182. On managers sending out inconsistent signals the respondents indicated that it was implemented to a great extent as shown by a mean of 4.1818. On whether the management behaviors were not supportive of the change the respondents indicated that it was implemented to a great extent as shown by a mean of 3.8182. Asked if the managers are not directly involved with the project the respondents indicated that it was implemented to a great extent as shown by a mean of 3.5455. On poor leadership styles the respondents indicated that it was implemented to a great extent as shown by a mean of 3.3636. The study findings imply that there are numerous challenges in implementing change that have been encountered in each respective county.

4.4.5 Measures taken by County Assemblies in managing challenges in change management

The study sought to establish some measures taken by County Assemblies in managing challenges in change management. The findings are presented in the table below.

Table 4.12: Measures Taken to Manage the Challenges

Measures Taken to Manage the Challenges	Mean	Std. Deviation
Fresh recruitment of qualified staff	4.0000	1.00099
Seeking officers from national government	3.1818	1.53741
Organizing seminars and workshops for staff	4.4545	.82020
Training employee on change management	4.1818	.87386
Carrying out staff audit	3.5455	.68755
Conducting staff rationalization	3.5455	1.43970
Restructuring	2.9091	1.44600
Seeking more funding from the national	2.3636	1.02691
Entering into private partnerships	2.6364	1.28629
Increasing fees on services provided by the county	2.0000	1.09545

On fresh recruitment of qualified staff the respondents indicated that the measure was implemented to a great extent as shown by a mean of 4.0000. On seeking officers from national government the respondents indicated that the measure was implemented to a great extent as shown by a mean of 3.1818. On organizing seminars and workshops for staff the respondents indicated that the measure was implemented to a great extent as shown by a mean of 4.4545. On training employee on change management the respondents indicated that the measure was implemented to a great extent as shown by a mean of 4.1818. On carrying out staff audit the respondents indicated that the measure was implemented to a great extent as shown by a mean of 3.5455.

On conducting staff rationalization the respondents indicated that the measure was implemented to a great extent as shown by a mean of 3.5455. On restructuring the respondents indicated that the measure was implemented to a moderate extent as shown by a mean of 2.9091.On seeking more funding from the national the respondents

indicated that the measure was implemented to a little extent as shown by a mean of 2.3636. On entering into private partnerships the respondents indicated that the measure was implemented to a moderate extent as shown by a mean of 2.6364. On increasing fees on services provided by the county the respondents indicated that the measure was implemented to a little extent as shown by a mean of 2.000. The study findings imply that despite there being numerous challenges in implementing change several measures are being taken by County Assemblies in managing challenges in change management.

4.5 Discussion of Findings

From the findings of the study above, the study established that some level of change had been implemented at the county assemblies. These involved the creation of the county assemblies themselves, changes in the structure at the county level had already taken place, changes in resource management, there had also been introduced public participation in decision making through public fora, new laws and management of counties' management were already in place, staffing changes especially in the reporting structure in association with the central government. These findings are a confirmation that some levels of change had taken place at the county government level. These findings are consistent with the definition of change by Burnes (2004), who defined change as any planned or unplanned transition from one scenario to another. These aspects of change that had already been implemented at the counties were part of the planned transition from central government system to devolved government system.

From the findings of the study, several officers managed the overall change process at different counties. These findings indicate that each county had appointed an officer to oversee the overall function of change management. This person acted as a change agent

and they were meant to influence other members in the county assembly to adapt to the changes being effected. These findings are consistent with the argument of Sandelands (1994) that in order to conjecture the commitment, time, emotion, and energy needed to translate plans into action, it is important that a change agent be appointed to oversee the whole process of change in organizations. It was also established that the county assemblies had fairly succeeded in the implementation of change program.

The appointment of a change agent is also consistent with the recommendations of Buchanan and Badham (1999) who argued that a change agent is a manager who seeks to reconfigure an organization's roles, responsibilities, structures, outputs, processes, systems, technology or other resources in the light of improving organisational effectiveness. The change agents are required to be competent in order to ensure successful change implementation. As Buchana and Boddy (1992) indicated, competencies are important qualities of effective change agents as clarity of specifying goals, team building activities, communication skills, and negotiation skills and influencing skills to gain commitment to goals.

Several approaches were used by the county assemblies in implementing change. Key among these were training of staff in preparation of change. As the county assembles started their operations, they had to train their staff to prepare them to handle new tasks that came with the change. The counties also assessed the rate of implementing the change and described the changes needed for the change implementation to succeed. These findings are consistent with the argument of Balogun and Johnson (2004) who asserted that human resources represent a valuable intangible asset. Human resources are progressively becoming the key success factor within strategy implementation.

The study established that the county assemblies encountered several challenges in the implementation of change. Some of these challenges included inadequacy of resources, poorly coordinated relationship with the central government, employee resistance, limited commitment from senior assembly management and poor leadership styles. In order to deal with these challenges, the study established that the count assemblies engaged themselves in recruitment of qualified and experienced staff to oversee change implementation, seeking officers from the central government who were conversant with the operations of government, conducting staff audits and staff rationalization.

These findings are consistent with the argument of Fiegener (2005) who argued that intended strategies would be implemented as they have been envisioned if those in the organization must understand each important detail in management's intended strategy, if the organization is to take collective action, the strategy needs to make as much sense to each of the members in the organization as they view the world from their own context, as it does to top management and if the collective intentions must be realized with little unanticipated influence from outside political, technological, or market forces.

CHAPTER FIVE

SUMMARY, CONCLUSION AND RECOMMENDATIONS

5.1 Introduction

This chapter provides the summary of the findings from chapter four, and also the conclusions and recommendations of the study based on the objectives of the study. The objective of the study was to investigate the challenges of implementing change programmes at County Assemblies in Kenya.

5.2 Summary of the findings

The findings of this study established that all (100%) the respondents were involved in change management and the changes that have been introduced by the new Constitution at the County Assembly level include the creation of the assembly where the respondents indicated that it was implemented to a great extent as shown by a mean of 4.8182. On the changes in the resource management at the county level the respondents indicated that it was implemented to a great extent as shown by a mean of 4.0909. About introduction of public participation in decision making the respondents indicated that it was implemented to a great extent as shown by a mean of 3.8182.

On who the manager of the overall change process at the County Assembly was 45.5% of the respondents indicated that it was the County Assembly Clerks whereas 36.4% of the respondents indicated that the manager was the County Assembly Service Board. Majority 54.5% of the respondents indicated that the county assembly was fairly successful at implementing change while 45.5% of the respondents indicated that the county assembly was just successful at implementing change.

On training people for the change approach in implementing change process the respondents agreed to a great extent as shown by a mean of 3.6364. On assessing the rate of implementing the change approach the respondents agreed to a moderate extent as shown by a mean of 3.4455. On describe the changes needed for the change to succeed approach the respondents agreed to a moderate extent as shown by a mean of 3.5455. The study found out that most 81.8% of the respondents indicated that the country assembly was fairly able to implement the change program whereas 90.9 % of the respondents indicated that the system of devolution was fairly well operational at county assembly.

The study found out that most 72.7% of the respondents indicated that resources at the County assembly for the implementation of the devolved systems were not adequate while 27.3% of the respondents indicated that resources at the County assembly for the implementation of these devolved systems were moderately adequate. 63.6 % of the respondents indicated that the resource adequacy affected change implementation at the county assembly to a great extent and all 100% of the respondents indicated that the executive arm of the County Government affects the rate of change programme implementation at the County Assembly.

The study established the extent to which challenges in implementing change have been encountered in the respective county. On the lack of communication and channels for feedback the respondents indicated that it was implemented to a great extent as shown by a mean of 4.4545. On employee resistance to change the respondents indicated that it was implemented to a great extent as shown by a mean of 4.0000. On whether not all

management level were engaged in the change the respondents indicated that it was implemented to a great extent as shown by a mean of 3.8182. On inadequate resources/budget to implement change the respondents indicated that it was implemented to a great extent as shown by a mean of 4.3636. On the Shifting focus or changing priorities too soon the respondents indicated that it was implemented to a great extent as shown by a mean of 3.7273. Asked if the managers are out of touch with those affected by the change the respondents indicated that it was implemented to a great extent as shown by a mean of 3.8182.

On fresh recruitment of qualified staff in managing challenges in change management the respondents indicated that the measure was implemented to a great extent as shown by a mean of 4.0000. On seeking officers from national government the respondents indicated that the measure was implemented to great extent as shown by a mean of 3.1818. On increasing fees on services provided by the county the respondents indicated that the measure was implemented to a little extent as shown by a mean of 2.000. On organizing seminars and workshops for staff the respondents indicated that the measure was implemented to a great extent as shown by a mean of 4.4545. On training employee on change management the respondents indicated that the measure was implemented to a great extent as shown by a mean of 4.1818. On carrying out staff audit the respondents indicated that the measure was implemented to a great extent as shown by a mean of 3.5455.

5.3 Conclusions of the Study

The study concludes that changes have been introduced by the new Constitution at the County Assembly level where the County Assembly Clerk and the County Assembly Service Board are involved with the management of the overall change process at the County Assembly.

The study also concludes that the county assembly has been fairly successful at implementing change and that resources at the County assembly for the implementation of the devolved systems were not adequate whereby the resource adequacy affected change implementation at the county assembly to a great extent. The study further concludes that the executive arm of the County Government affects the rate of change programme implementation at the County Assembly and that the country assembly was fairly able to implement the change program.

The study also concludes that the lack of communication and channels for feedback, employee resistance to change and inadequate resources/budget to implement change are some of the challenges in implementing change that have been encountered in the respective counties. Finally the study concludes that fresh recruitment of qualified staff, seeking officers from national government and training employee on change management are some of the ways used in managing challenges in change management at the county assembly level.

5.4 Recommendations of the Study

The study recommends that county assemblies must find ways for operating by developing new competences as the old advantage and competences gained is quickly eroded owing to environmental changes.

The study found out that the lack of communication was a big challenge in implementing change having been encountered in the respective counties. The study therefore recommends that the change should be well communicated to ensure success when implementing change.

5.5 Limitations of the Study

A limitation for the purposes of this study was regarded as any factor that was present from the onset and affected or could have affected the attainment of research objectives. First, this was a case study where the unit of analysis was one organization. Thus the findings may not be applicable to other organizations as there are no two organizations that are similar by any definition.

Another limitation involved the suspicion from the target respondents who were not ready to provide data needed for the study fearing that the information they provide may be misused. The researcher overcame this by carrying with him a data collection form from the University and assuring the respondents that the information requested will be treated with high level of confidentiality.

The units of analysis were new creations of the new constitutions. As such, limited information was available locally and the respondents also had little to benchmark with.

The study experienced challenges as structure had not been well defined by the time of the study.

5.6 Area for Further Research

This study focused on assessing the challenges of implementing change programmes at County Assemblies in Kenya. More research needs to be done on the challenges which were encountered when implementing the change programmes especially in devolved Governments.

The study further suggests that future research be carried out on strategic management at the county government levels so as to establish the best way of managing strategic management at the 47 counties.

5.7 Implications on Policy, Theory and Practice

The County governments should use the study findings to anticipate challenges in the implementation of devolution in Kenya. From the happenings currently, the county governments have faced several challenges ranging from too high wage bill, lack of common goal between the different devolution implementation agencies and inadequacy of resources. This will help the strategic change managers in smoothly ensuring that devolution is a success. Players in the county governments should get insight from the study on benefits as well as the constrain arising from various counties in the implementation of devolution .

The Government and policy makers should get insight from the study on the challenges of implementing change at county levels. This study should enable policy makers to

make policies that enhance the smooth implementation of change at the county government level as the country adopts devolved system of governance.

The academicians and scholars should use the study as a basis upon which further studies on change management. The findings should contribute to professional extension of existing knowledge on management of change management at county government levels.

In theoretical foundations, this study has established that organizations operate as open systems hence are affected by and affect the environment in which they operate. Implementation of change at the county government level involves several stakeholders starting from the central government, senators, governors, women representatives and members of parliament.

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APPENDICES

Appendix I: List of County Assemblies to be studied

1. Turkana County Assembly
2. Trans-Nzoia County Assembly
3. Elgeyo/ Marakwet County Assembly
4. Baringo County Assembly
5. Nandi County Assembly
6. West Pokot County Assembly
7. Laikipia County Assembly
8. Kericho County Assembly
9. Bomet County Assembly
10. Nakuru County Assembly
11. Uasin Gishu County Assembly
12. Narok County Assembly
13. Kajiado County Assembly
14. Samburu County Assembly

Appendix II: Questionnaire

SECTION A: GENERAL INFORMATION

1. Name of the County Assembly: (Optional) ----------
2. How long have you been working at the County Assembly?
3. Are you involved in change management? Yes [ ] no [ ]
   Please explain.

SECTION B: EXTENT OF CHANGE IMPLEMENTATION

4. Below is a list of some changes that have been introduced by the new Constitution at the County Assembly level? On a scale of 1-5 (where 1= Not at all, 2=Little extent, 3= moderate extent, 4=great extent and 5= very great extent) please indicate the extent to which each has been implemented.

	1	2	3	4	5
The creation of the Assembly itself					
Changes in the structure at the County level					
Changes in resource management at the County level					
Introduced public participation in decision making					
Laws and Regulations on County Management					
Staffing changes					
Association with the National Government					

5. In what ways have the changes in County assemblies affected the operations?
   Inclusion of publics in decision making [ ]
   Timely implementation of systems [ ]
   Other (Please specify) [ ]

_____

_____

6. Who is managing the overall change process at the County Assembly?
   Heads of Departments [ ]
   County Assembly Clerks [ ]
   County Assembly Service Board [ ]
   Other please specify) [ ]

_____

_____

7. How successful do you think the County Assembly is at implementing the change

Not successful [ ] Less Successful [ ] Fairly successful [ ]

Successful [ ] Very successful [ ]

8. To what extent has your County Assembly used the following approaches in implementing change process?

	1	2	3	4	5
Train people for the Change					
Communicate the need for the change clearly and widely					
Describe the changes needed for the change to succeed					
Assess the rate of implementing the change					

9. How would you rate the County Assembly ability to implement this change program?

Not able [ ] Less Able [ ] Able [ ]

Fairly able [ ] Very able [ ]

10. In the implementation of the devolved systems, what changes have already been implemented?

_____

_____

11. How well is the system of devolution operational at your county assembly?

Not well [ ] Less Well [ ] fairly well [ ]

well [ ] Very well [ ]

SECTION C: CHALLENGES OF CHANGE MANAGEMENT PROGRAMME

12. What is the adequacy of resources at the County assembly for the implementation of these devolved systems?

    Not adequate [ ] Fairly adequate [ ]

    Moderately adequate [ ] adequate [ ]

    Very adequate [ ]

13. To what extent has the resource adequacy affected change implementation at your county assembly?

    No extent [ ] little extent [ ]

    Moderate extent [ ] great extent [ ]

    Very great extent [ ]

14. Does the relationship with the executive arm of the County Governments affect the rate of change programme implementation at your County Assembly?

    Yes [ ] No [ ]

    If Yes, please explain.

    _____

15. Below is a list of some challenges in implementing change. Please indicate for each the extent to which it has been encountered in your respective county. Use a scale of 1-5 (where 1= Not at all, 2=little extent, 3= moderate extent, 4=great extent and 5= very great extent).

	1	2	3	4	5
Lack of communication and channels for feedback					
Employee resistance to change					
Not all management levels engaged in the change					
Inadequate resources / budget to implement change					
Shifting focus or changing priorities too soon					
Managers out of touch with those affected by the change					
Managers sending out inconsistent signals					
Management behaviours not supportive of the change					
Managers not directly involved with the project					
Poor leadership styles by managers					

Other challenges (please specify below) ---------- ----------

SECTION D: MEASURES TAKEN TO MANAGE THE CHALLENGES

16. Below is a list of some measures taken by County Assemblies in managing challenges in change management. Please indicate the extent to which you have encountered each challenge in your respective county. Use a scale of 1-5 (where 1= Not at all, 2=little extent, 3= moderate extent, 4=great extent and 5= very great extent).

	1	2	3	4	5
Fresh Recruitment of qualified staff					
Seeking officers from national Government					
Organizing seminars and workshop for staff					
Training employees on change implementations					
Carrying out staff audit					
Conducting staff rationalization					
Restructuring					
Seeking more funding from the national government					
Entering in public private partnerships					
Increasing fees on services provided by the County					
Other Measures (please specify below) ---------- ----------					

THANK YOU!!!