

IMPLEMENTATION OF STRATEGIC CHANGE AT PARLIAMENTARY SERVICE
COMMISSION

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DECLARATION

This research project is my original work and has not been submitted for examination to any other university or college for the award of degree, diploma or certificate

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DEDICATION

This project is dedicated to my entire family for their support and encouragement throughout the study. May God Bless you all.

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ABBREVIATIONS

CNA	-	Clerk of the National Assembly
DPM	-	Directorate of Personnel Management
GOK	-	Government of Kenya
KNA	-	Kenya National Assembly
LEGCO	-	Legislative Council
MP	-	Member of National Assembly
PARLSCOM	-	Parliamentary Service Commission
SDC	-	Senior Deputy Clerk
SNA	-	Speaker of the National Assembly

ABSTRACT

The environment in which organizations operate in is ever changing. For survival, organizations must develop and implement various strategies geared towards survival in turbulent environments and to increase their competitiveness. In an ever-changing global economy, Johnson and Scholes (2002) notes that organizations must formulate strategies on how to tackle the challenges that come with the changes through planning and implementing the requisite change programs. Various models on change management have been developed by various scholars. They include Lewin's (1947) three- step model of change, Kanter et al (1992) model of change management, Bullock and Batten (1985) four-phase model of planned change, Kotters (1996) eight -steps change model and Senge's (1990) learning organization model.

The objectives of the study were to establish change management practises at Parliamentary Service Commission and identify factors influencing implementation of strategic change. The findings indicated that the need for change at PARLSCOM was necessitated by the commission's quest to facilitate members of parliament fulfill their constitutional mandate of oversight, legislation, representation and resource allocation in the most efficient and effective manner.

The research was conducted through a case where, qualitative research technique for data collection was applied. Primary data was collected through personal interviews using an interview guide which was administered to members of board of management of PARLSCOM. Secondary data was obtained from various Acts of Parliament, The Constitution of Kenya (GOK,2010), PARLSCOM Strategic Plans and various reports obtained from the library.

The data collected was summarized according to study theme being change management practices and factors influencing implementation of strategic change and analyzed using content analysis. From the findings, PARLSCOM change management practises entailed evaluation of previous strategic plans, the constitution of Kenya (amendment) Act, No. 3 of 1999, vision 2030 first medium-term plan 2008-2012 and presidential Circular No. 1/2008. In addition, the institution analyzed various changes in the legal framework and identified gaps which were addressed through implementation of various changes in its infrastructure, structure, systems and processes as required. The board of management under the leadership of the Clerk of the National Assembly was the guiding coalition who offered leadership and monitored the change output to ensure the commission achieved its objectives.

The researcher identified a number of factors that influenced implementation of change process. They included organization culture which did not support change process, resistance to change, organization power and politics, structure, system and constitutions of Kenya (2010). The respondents noted that leadership of the institution under the guidance of Speaker of the National assembly played a critical role in the change process which enabled the institution implement various programmes successfully. Finally, the constitution of Kenya , 2010 remains the greatest force for change in PARLSCOM due to various provisions which require more changes to be implemented to ensure the institution fulfills its mandate of serving a bicarmel system of parliament.

CHAPTER ONE: INTRODUCTION

1.1 Background

Organizations operate within certain environments which keep changing hence the need to adapt to the changes for survival. A change in an organization's environment is one of the triggers for strategic change out of the need for organizations to exploit the existing or emerging opportunities and deal with threats in the market ((Johnson and Scholes, 2002). This implies the need to seek and create a competitive advantage and where possible be innovative to improve competitive positions.

Strategic change is about leveraging vision to get fundamental aspects of the organization, including the organization's direction and its culture. Hence, it's about forging organizational robustness in the face of environmental pressures which require an accurate and insightful view of the current reality (Senge, 1990). Organizational change is complex and difficult process to manage successfully. However, the most successful ones are those in which change is regarded as the norm and managers are constantly seeking to improve organizational strengths and eliminate weaknesses so that they can maximize profitability. Strategic change is thus the movement of a company away from its present state to some desired future state to increase its competitive advantage (Hill & Jones, 1999).

According to Aosa (1992), once strategies have been deployed, they need to be implemented; they are of no value unless they are effectively translated into action. Implementation process of a strategy impacts every part of the organization structure, from the largest organizational unit to the smallest frontline work group (Thompson & Strickland, 1998). Koskei (2003) affirms that

strategy implementation results when organizational resources and actions are tied to key strategic priorities, key success factors identified and performance measures and reporting are aligned.

1.1.1 Strategic Change

A change in a firm's business environment is one of the triggers for strategic change. The biggest challenge to managers today is on how organizations can cope with both the dynamic and complex environment in which they operate given the constraints, challenges and threats they face. The emphasis is creating organizational conditions necessary to encourage individuals and groups to be intuitive and challenging in their thinking about the possible futures through organizational learning (Burnes, 2004). Research by Ansoff and McDonnell (1990) supports that unlike previous changes which arose out of uncertainties in one's traditional business, there is a new kind of turbulence from unaccustomed and unfamiliar sources.

Globally, most organizations have gone through some kind of strategic change in their quest to strengthen their existing core competencies to be able to overcome the ever increasing environmental turbulence in which they operate. Johnson and Scholes (2002) affirm that strategic change arises out of the need for organizations to exploit the existing or emerging opportunities and deal with threats in the market. This implies the need to seek and create a competitive advantage and where possible be innovative to improve competitive positions.

Strategies cannot take effect until they take shape in action in form of the day to day processes and relationships that exists in organizations and need to be managed, desirable in line with the

intended strategy. Formulating strategy is one thing and executing it through the entire organization is the hard part. Larry (2005) states that unfortunately, most managers know far more about developing strategic changes than executing them.

Successful strategy implementation requires the input from employees to participate in the planning process so that they feel part of the plan. Beitler (2006) reaffirms that for successful implementation of a change programme, three key aspects on what need to be changed, why the change is needed and the specific benefits for change must be considered.

A number of approaches have been proposed for strategic change management. Emergent approach views change as a dynamic process and acknowledge the need for organizations to align to both internal and external conditions (Burnes, 2003). Planned approach on the other hand conceives organization change as a process of moving from one fixed state to another through a series of preplanned steps (Burnes, 2003). In order for organizations to successfully implement strategic change, various theoretical models and techniques have been put forward. They include Bullock and Batten (1995) Integrated Four-phase model of planned change, Lewin's (1947) three-step model, Kanter et al(1992) model of change management, Senge's (1990) learning organizations model and Kotter's (1996) eight-steps change model.

1.1.2 Public Sector in Kenya

There are three arms of government of Kenya. These are the executive, the legislature and the judiciary with each of arm having separate and independent powers and responsibilities, (Constitution of Kenya, 2010). The Kenyan public sector constitutes of statutory agencies and constitutional commissions under various arms of government charged with the responsibility of

delivering various services as per their mandates. Flynn (1997) points out that the public sector has not been spared by the challenges of dynamism in the environment. The author observes that public organizations are challenged to justify their existence by taxpayers who fund their operations. Hence, they must demonstrate that they are operationally and administratively feasible to accomplish their mandates. In addition, they must be legitimate and politically sustainable to attract both authority and resources from the political environment to which they are accountable.

1.1.3 Parliamentary Service Commission

At independence in 1963, the Parliament of Kenya was modeled along the Westminster Parliamentary System which was a mixture of both the presidential and parliamentary systems of government. The advent of the present Parliament of Kenya began with the agitation by white settlers who, in 1906, petitioned the Secretary of State for Colonies demanding to be represented in the administration of Kenya. The British Government responded by issuing an Order in Council in 1906 that established an Executive Council chaired by the Governor and later the setting up of a Legislative Council (LEGCO) which later evolved to become the legislative arm of government of elected and nominated members (PARLSCOM 1998).

The quest by parliament as an arm of Government of Kenya to acquire autonomy and independence from the executive dates back to first parliament of independent Kenya (Parliamentary Service Report, 1998). This was aimed at reducing control of management and administrative process and structure of the parliament from the control of the executive and vests them in organs created by, from and direct answerable to parliament. To attain this,

Parliamentary Service Commission (PARLSCOM) was created by the Constitution of Kenya (GOK, 1999) comprising of ten members; Speaker of the National Assembly (SNA) as the chairperson, vice-president, leader of official opposition party in the house and seven members of parliament with Clerk of the National Assembly (CNA) as the secretary. To fulfill this, the commission created a secretariat of two hundred members of staff, headed by CNA with a deputy and two senior clerk assistant in charge of public relations and parliamentary relations respectively (PARLSCOM Annual Report, 2000).

Since the enactment of Parliamentary Service Act of 2000, the institution has been restructured which has resulted to creation of four directorates, each headed by a director. This is in addition to creation of specialized departments of research, legal affairs and an independent Parliamentary Budget Office (PARLSCOM Strategic Plan 2008-2018). The secretariat has evolved to cope with increased demands by the members of parliament for quality, timely and professional advice and support to enable them fulfill their constitution mandate. This has led to further expansion of the PARLSCOM with acquisition of various buildings to accommodate expanded workforce which currently stands at 650 under nine directorates (PARLSCOM Annual Report, 2010).

The institution is currently enshrined under section 127 of the Constitution of Kenya (GOK, 2010) with a broad mandate of provision of services and facilities to ensure efficient and effective functioning of the bicameral parliament consisting of the National Assembly and the Senate. The commission is expected to prepare annual estimates of expenditure of the Parliamentary Service and submitting them to the National Assembly for approval. This is in

addition to exercising budgetary control over the service, undertaking programmes with other relevant organizations to promote the ideals of parliamentary democracy and performing any other function as prescribed by a national legislation.

The promulgation of the Constitution of Kenya (GOK, 2010) remains the biggest force for change in all the three arms of government (Legislature, Judiciary and the Executive), where the legislature is seen as a core player in its implementation. The introduction of senate as an upper house in the legislature calls for adoption of various strategic changes in Parliament to enable it play its role as distinctively outlined in the constitution. This clearly shows that PARLSCOM has to implement various changes in its structure, infrastructure, systems and human resource to accommodate the expanded role of a bicameral parliament of two houses whose mandates are distinct. This includes review of commission's systems and procedures to support linkage between the National Assembly and the Senate, development of appropriate structure to accommodate additional constitutional office holders and staff, building of adequate infrastructure to cater for expanded representation of 350 members in the National Assembly, from the previous number of 222 members. This is in addition to 65 members of the senate (PARLSCOM Revised Strategic Plan 2008:2018).

It is the responsibility of PARLSCOM to facilitate current parliament in enacting the forty-nine legislations necessary to operationalize the constitution and to provide facilities needed to accommodate the significantly increased number of members of parliament and the senate (PARLSCOM Strategic Plan 2008:2018). To actualize the various changes that are required, a taskforce on implementation of the new constitution was appointed by the CNA to undertake key

changes under four thematic areas: Enactment of laws required to operationalize the constitution and advising on the legal aspects of the acquisition of properties within the proposed parliamentary square; Review of the 2008/2018 PARLSCOM Strategic Plan; Re-casting of the budget for 2010/2011-2012 Financial Years and preparation of appropriate offices for staff of the Senate and National Assembly(PARLSCOM, 2010).

1.2 The Research Problem

Effective change management is crucial to any organization's ability to adapt and react. The objective of any change management is to maximize benefits, while minimizing the risk of failure during the change implementation. The enormous costs associated with implementing change make failure an unthinkable result. Nevertheless, the field of organizational change is far from mature in understanding the dynamics and effects of time, process, discontinuity, and context (Pettigrew, et al. 2001).

PARLSCOM has been implementing various changes since September, 2010 to ensure it fulfills its expanded mandate as enshrined in the Constitution of Kenya (GOK, 2010) which was promulgated in August, 2010. The constitution has placed the sovereign power to the people of Kenya and delegated it to parliament as an organ of the state. The introduction of senate as an upper house in parliament calls for adoption of various strategic changes in PARLSCOM for the successful operationalization of the constitution.

Various studies have been undertaken on change management and strategy implementation. Awino (2001) found out that although strategy implementation is viewed as an integral part of

the strategic management process, little has been documented or researched on its implementation. Juma (2008) in his study on challenges of strategy implementation at African Centre found out that committed staff, sound leadership, supportive organizational structure and systems were key drivers to successful implementation of strategies. Gathungu (2008) in her study on employees' perception of strategic change at Kenya National Audit Office found out that employees were fully aware that change was required in their organization to ensure it had a future in the dynamic environment.

Finally, Kiambuthi (2008) in his study on change management at Kenya Association of Manufacturers established that change process was driven by senior management and Board of Director. What is not known is the change management process adopted by PARLSCOM and factors influencing implementation of change. The following research questions will therefore guide the study. What is the change management process at Parliamentary Service Commission? What are the factors influencing implementation of strategic change at Parliamentary Service Commission?

1.3 Research Objectives

The objectives of the study were;

- i. To establish change management practises at Parliamentary Service Commission;
- ii. To identify factors influencing implementation of strategic change at Parliamentary Service Commission.

1.4 Value of the Study

Changes have taken place all over the world and this has affected the way organizations conduct their businesses. To succeed, organizations should be able to align their operations to the constantly changing environment. This entails designing a strategy that legitimizes change programme in order to survive and remain relevant (Johnson & Scholes, 2002).

The study will be useful to PARLSCOM in management of change process for successful implementation of the constitution for the commission to fulfill its mandate. Through this, the wishes and aspirations of Kenyans will be fulfilled through various benefits accruing from constitution implementation such as devolution of power to county government, equitable allocation of resources in a transparent and accountable manner, enhanced public participation in governance and adherence to the rule of law. This is in addition to embracing a culture of constitutionalism, accountability, transparency and good governance. The findings of the study will also benefit other arms of government and policy makers who are key players in the process of constitutional implementation by identifying challenges and coming up with appropriate measures to overcome them. Finally, the information will provide data to future researchers, who would like to carry out further research on the same area with an aim to extend, refine or validate the findings.

CHAPTER TWO: LITERATURE REVIEW

2.1 Management of Strategic Change

Strategic change arises out of the need for organizations to exploit existing or emerging opportunities and deal with threats within the environment in which they operate in. Change in organizations comes about as a response to the shocks of rapidly evolving markets and technology (Schaap, 2006). A primary difference between organizations that succeed and those that fail is the ability to respond to the pace of change, need to monitor and scan their external environments and the ability to adapt to change. Prasad (1989) on the other hand argues that management of organizational change is a complex process due to various negative aspects of change and emergence of pockets of resistance. This implies readiness to change within the organization and ability to implement the proposed change (Pearce and Robinson, 2003).

Balogun and Hailey (1999) classified change by the extent of the change required and the speed with which the change is achieved. The speed is about the way change is implemented, ranging from an all-at-once big bang type of change to a step-by-step, stage-by-stage incremental kind. The extent of change required brings about four types of strategic change; Adaptation, Reconstruction, Evolution and Revolution, with implications on how change might be managed. In terms of scope of the change process, they focused on whether change can occur within the current paradigm which they referred to as realignment of strategy or whether there is need for a fundamental change of strategic direction which results to transformational change. These types of change are illustrated on Table 1.

Table 1: Types of Changes

		Scope of change	
		Realignment	Transformation
Nature of Change	Incremental	Adaptation	evolution
	Big Bang	Reconstruction	Revolution

Source: J. Balogun and V.Hope Hailey, Exploring Strategic Change, Prentice Hall, 1999.pp. 506

Whereas adaptation change is incremental in nature and can be accommodated within the current paradigm, Reconstruction change may be rapid and could involve a good deal of upheaval in an organization. On the other hand, Evolution is a change which requires paradigm change but over time while revolution is change which requires rapid and major strategic and paradigm shift.

They emphasized on the need for organizational change to be incremental in a way it will build on the skills, routines and beliefs of those in the organization, so that change is efficient and likely to win their commitment. However, a ‘big-bang’ approach might be needed on occasion when the organization is facing crisis or needs to change direction very fast (Balogun & Hailey ,1999).

2.2 Models in Change Management

There are two approaches to change management which have been used by scholars to develop various models for managing changes in organizations. The planned approach to change views organizational changes as a process of moving from one fixed state to another through a series of predictable and preplanned steps (Lewin, 1947). The emergent approach starts from the assumption that change is a continuous, open-ended and unpredictable process of aligning and realigning an organization to its changing environment (Burnes, 2003).

Planned change is an interactive, cyclical process involving diagnosis, action and evaluation, and further action and evaluation. It recognizes that once change has taken place, it must be self-sustaining. The purpose of planned change is to improve effectiveness of the human side of the organization (Lewin, 1947). Emergent approach on the other hand assumes that change is continuous, open ended and unpredictable process of aligning and realigning an organization to its changing environment. Advocates of this approach argue that its more suitable in a turbulent environment in which modern firms operate since unlike planned approach, emergent change approach recognizes the need for organizations to align their internal practises and behaviour with changing external conditions (Burnes, 2003).

2.2.1 Force Field Analysis

The earliest effort to understand the process of change comes from the works of Lewin (1947). In the course of his research, he made two observations; First, change initiatives encountered strong resistance, even when there was general agreement on the goals of the initiatives. Second, even initiatives that appeared to overcome resistance and were successfully implemented were

often short lived, with the system returning to its previous state in a matter of months. These observations led him to see organizations as highly resistant to change due to the human nature of organizations (such as behaviour, habits, group norms) and because of organizational inertia.

Using the thermodynamic metaphor of unfreezing-change-refreezing matter, Lewin perceived the change process as a series of discrete episodes. The inertia for transition to a different state is created by a force field, which assumes the organization is always in the state of quasi equilibrium. The force field consists of driving forces that seek to promote change and restraining forces which attempt to maintain the status quo. According to Lewin (1947), an issue is held in balance by the interaction of two opposing sets of forces. Successful organizational change must first disrupt the equilibrium process (unfreezing) before the change initiatives begin, and then create a new equilibrium state that maintains the new condition (refreezing). The research also revealed that unfreezing is more successful if it is directed to reducing the forces that block change (restraining forces), rather than increasing it.

2.2.2 The Learning Organization

For advocates of emergent approach, learning plays a key role in preparing people for, and allowing them cope with change (Senge, 2000). He defines learning organizations as those where people continually expand their capacity to create the results they truly desire, where new and expansive patterns of thinking are nurtured, where collective aspiration is set free, and where people are continually learning to see the whole together. The basic rationale for such organizations is that in situations of rapid change only those that are flexible, adaptive and

productive will excel. For this to happen, he argued that organizations need to discover how to tap people's commitment and capacity to learn at all levels.

He identified five basic disciplines or component technologies that distinguish learning from more traditional organizations. They include systems thinking, personal mastery, mental models, building shared vision and team learning. He adds to this recognition that people are agents, able to act upon the structures and systems of which they are a part. All the disciplines are, in this way, concerned with a shift of mind from seeing parts to seeing wholes, from seeing people as helpless reactors to seeing them as active participants in shaping their reality, from reacting to the present to creating the future (Senge, 1990).

2.2.3 Kotter's 8-Step Change Model

Kotter (1996) developed eight step process approaches which change process goes through. Each phase lasts a certain amount of time and mistakes at any phase can impact the success of the change. He observed that since change makes people uncomfortable due to the fact that it brings uncertainty about what the future looks, there is need to create a sense of urgency. To counteract resistance, there is need to form a powerful coalition of managers to work with the most resistant people.

In addition, there is need to have a clear plan which must be well communicated. The next step involves empowerment of people to act on the vision by removing barriers to change and encouraging risk taking and creative problem solving change. Kotter emphasized on the need for positive reinforcement when people break away from old behaviors and do something that is new and desirable. This is the step where you plan for, create and reward short-term wins that move

the organization toward the new vision change. Finally, he observed the need to institutionalize change through reinforcement.

2.2.4 Shields Model

Shields (1999) model builds on the idea that when change fails, it is because of insufficient attention to the human and cultural aspects of the organization. Shields suggest that there are critical components that are necessary for leaders to change an organization and that if a change occurs in one component and that one does not align the other components, it leads to inefficient work processes. This system integrates both human resources management and business process innovation.

Organizational leaders who are considering change should clearly understand which strategies they want to change and define critical success factors so that they will know the extent to which the desired change is possible. The model emphasize on the need for organizations to communicate the strategic objectives to the workforce otherwise the transformation effort will be reduced to a series of unrelated initiatives.

Finally, organizational leaders must review each of the work elements to identify their degree of alignment in support of the business strategy. Shields (1999) suggest five steps for successful implementation of change. First, there is need to define the desired business results and change plans and then creates capability to change. Afterwards, innovative solutions are designed and solutions developed and deployed. Finally, he proposes the need to reinforce and sustain business benefits as more changes are introduced to the advantage of the organization.

2.2.5 Bullock and Batten's Model

Bullock and Batten (1985) analyzed over 30 models of change management and arrived at their own 4-phase model of programmed change management which can be applied to almost any circumstance. This model distinguishes between 'phases' of change which an organization passes through or to implement change and the 'processes' of change i.e. the methods applied to get the organization to the desired state.

Exploration phase is the first one whereby the organization has to make a decision on the need to change. This involves identifying what changes are required and resources for change to take place. The second phase is planning phase whereby the organization tries to understand the problem. It involves collecting all the requisite information in order to establish a correct diagnosis of the problem, establishing change goals and designing appropriate actions to achieve the goals and getting key decision makers to approve and support proposed changes (Bullock and Batten, 1985). Action phase is the third one which involves implementation of the agreed changes and evaluation of the results in order to make adjustments as necessary. The phase is aimed at moving the organization from its current state to a desired future state.

Lastly, integration phase is concerned with consolidating and stabilizing the changes so that they become part of organization norm. The phase involves reinforcing new behaviors, communicating results and outcomes of change throughout the organization, continuous

development of staff through training and conducting monitoring and evaluation of change (Bullock & Batten, 1985).

2.3 Implementation of Change Programme

Strategies cannot take effect until they take shape in action in form of the day to day processes and relationships that exists in organizations and need to be managed, desirable in line with the intended strategy. Mankins and Steel (2005) in their research on strategy execution concluded that most companies realize only 60 percent of their strategy's potential values because of defects and breakdowns in planning and execution.

In the late 1990s, a survey among Fortune 500 companies in the USA revealed that Over 80% of these large companies had undergone at least one significant organizational change programme in the previous three years (Button, 1998). Of the respondents reporting to the survey, 75% of them claimed that their change programme failed to deliver against any of the objectives or failed to do so on time and within budget. The reasons given for this failure were organization culture, unclear or unrealistic goals, staff not engaged in the process, poor communications and lack of connectedness due to influx of various activities which are unrelated to the overall objectives.

In their case study on merger of Astra and Zeneca, Eriksson and Sundgren (2005) emphasized on the importance of a common and shared language in the communication of change proposals. The 'Chemco' case study (Burgi et al., 2004) also illustrated the importance of key people in the change process and underlined the necessity of sharing views at each stage. Wider staff

involvement has also been highlighted as an important element in the successful implementation of a change programme. Senge (1990) stresses how important it is for everyone in the organization to participate in change management for its successful implementation.

Pearce and Robinson (1999) identified six components which support effective execution of a given strategy; structure, systems, shared values (culture), skills, style and staff. The structure of an organization requires making activities and organizational units that are critical to the strategy being implemented thus uniting the main building blocks in the organizational structure (Thompson & Strickland, 1997).

Organizational change is undertaken to improve the performance of the organization or a part of the organization. To really understand organizational change and begin guiding successful change efforts, the change agent should have at least a broad understanding of the context of the change effort. This includes understanding the basic systems and structures in organizations, including their typical terms and roles. This requirement applies to the understanding of leadership and management of the organizations, as well. Below are some factors to be considered for an effective implementation of a change programme:

2.3.1 Organizational Power and Politics

Weber (1947) in his classical organization theory defines power as the relationship within which one person could impose his will regardless of any resistance from other, whereas politics is the skillful use of both power and influence over the people to obtain your wishes. This entails reconciling competing interests within the organization. Power and politics

are key aspects of strategy implementation because they can enable managers to be proactive and influence rather than being dominated and manipulated by external events.

Kanter et al (1992) argue that the first step to implementing change is coalition building through involvement of people who matter to seek their support. Dawson (1994) advocates for the need to shape political dynamics of change so that power center develops to support rather than block it.

2.3.2 Organization Culture

Change must be managed because it is disruptive and alters the equilibrium of operations. It results in a paradigm shift and causes variations in the status quo. According Nyambok (2005), organizational change management is a careful planning, organization and execution of an alteration from the norm to the unknown which will require thinking and doing things differently. The entire process has to involve people from the beginning to the end by making the stakeholders buy into the change process and own the process itself. Pearce and Robinson (2003) define culture as a set of important assumptions (often unstated) that members of an organization share in common. These shared assumptions (beliefs and values) among members of an organization set a pattern for activities, opinions and actions within that firm. The important assumptions are sufficiently central to the life of an organization so as to have a major impact on it.

Culture is a strength that can also be a weakness. It's strength because it eases and economizes communication, facilitates organizational decision making and control, and may generate higher

levels of cooperation and commitment in the organization. This results in efficiency. The stronger the culture, the greater the efficiency. However, culture becomes a weakness when important shared beliefs and values interfere with the needs of the business, its strategy and the people working on the company's behalf (Pearce and Robinson, 2003)

According to Johnson and Scholes (2002), social processes can also create rigidities if an organization needs to change their strategy. Resistance to change may be legitimized by the cultural norms. Managing the strategy-culture relationship therefore requires sensitivity to the interaction between changes necessary to implement strategy and compatibility or fit between those change and the organizational culture. Johnson and Scholes (2002), affirms that during implementation of any strategic change, there will be a tendency towards inertia and resistance to change due to the fact that people tend to hold on existing ways of doing things and existing beliefs about what makes sense. Managing strategic change must therefore address the powerful influence of paradigm and cultural web on the strategy being followed by the organization.

A culture web represents culture as an interlinked set of organizational subsystems in which the paradigm drives the visible manifestations of culture, such as the organizational symbols, routines and rituals, stories, control systems and structures. The web can be completed for the current organizational culture, and then redrawn to represent the type of culture that is necessary if the proposed changes are to be successful. If the changes require alteration to some of the central assumptions and beliefs sitting in the paradigm, then the changes will be transformational. The use of such a framework can prevent overestimation of the extent of

change required, the announcement of wholesale culture change, and subsequent disillusionment when this does not materialize because it is not necessary. (Johnson & Scholes, 2002).

2.3.3 Leadership

Organization speed, flexibility and the need to execute discontinuous change require effective leadership skills. In increasingly turbulent environments, executive leadership matters as never before. Organization leaders become leaders because of their planning skills and their abilities to envisage and communicate a better future. Leadership is important to the organization's business strategy because the strategy must be linked to the future; it cannot be simply an extension of the present.

Johnson and Scholes (2002) contend that a leader needs not only to lead the change initiative, but also closely manage it. Getting people's attention is merely the first step hence the leader needs to explain the urgency for change with respect to survival. The leader must sell the idea that the organization cannot continue doing business the way they have been doing it. If the employees are well informed of what is happening, they are more likely to participate and support change efforts. There is also need to set up credible channels for receiving feedback for reinforcement of change. (Johnson & Scholes, 2002).

Pringle, et al (2006) argue that change leaders would be people who can rise above the constraints of functional boundaries and take a helicopter view of the business and of the organization. They would see their job as bringing together the ability to understand the business and its surrounding environment, understand how organizations, personalities and power

dynamics work and how to engender effective action and change. Strelbel (1996) on the other hand found that the widespread difficulties in implementing change programmes were due to difference in perception of change between managers and employees. Whilst top level managers view change as an opportunity to strengthen business in aligning operations with strategy, most employees including middle level managers, neither seek nor welcome change. They view it as disruptive and intrusive since it upsets the balance. This clearly calls for strong leadership which must drive the process of change to alter the employees' perception and bring about revised personal impact and acceptance of change.

2.3.4 Organizational Structure

According to Pearce and Robinson (2003), an organizational structure is the division of tasks for efficiency and clarity of purpose, and coordination between interdependent parts of the organization to ensure organizational effectiveness. Structure balances the need for specialization with need for integration. It provides a formal means of decentralizing and centralizing consistent with the organizational and control needs of the strategy.

Johnson and Scholes (2002) argue that formal structures and processes need to be aligned with informal processes and relationships into coherent configurations. Organization's configuration consists of the structure, processes and relationships through which the organization operates. An appropriate organizational structure is a major priority in implementing a carefully formulated strategy. If the structure and the strategy are not coordinated, this may result in inefficiencies, misdirection, and fragmented efforts. Structuring the organization involves decisions about how to coordinate activities, relationships, and communication among the internal stakeholders. The

organization can be structured by focusing on functionality, products, markets, projects or cooperation.

2.3.5 People

While organizational members may agree that a change is necessary, they may believe that the change initiative proposed by management will not work (Kissler, 1991). A perceived dislike of change can lie within a context of efficacy and valence. Change that leaves an organizational member feeling vulnerable in terms of his or her ability to successfully take part in the change can trigger resistance towards the change.

As Galpin (1996) noted, a lack of confidence in one's ability to adapt to a particular change initiative can lead to resistance toward it. By communicating, management can create the belief among employees that the appropriate training and education will be provided and that those receiving the training and education will benefit in terms of the ability to perform and take advantage of opportunities that may arise from implementation of the change initiative. Most people dislike ambiguity or a sense of not being in control. The uncertainty can arise from a lack of information as to whether the chosen course of action is the right action or even needed, how others feel about the change, whether one has the knowledge, skills, or ability to be a successful part of the change, and uncertainty as to how one will be impacted by the proposed change initiative.

Johnson and Scholes (2002) developed a transition curve to show that change is a gradual process in which recipients experience self-doubt about their ability to cope, which results in decreases in confidence and performance. Change can be likened to bereavement; it usually

involves a loss of the familiar, uncertainty and ambiguity. Different individuals pass through the curve at different speeds, and employees have to be helped through the process by their managers. It is necessary to deploy a range of interventions to do with communication, education and training, coaching and counseling. This will help people to let go of the past and come to an understanding of what is expected of them in the future to enable them take on board their new roles, responsibilities and relationships (Johnson & Scholes, 2002).

The transition process can create many problems for middle managers. Although these people are often accused of resisting change and derailing the change efforts of their seniors, the middle managers also fulfill a very important role. They are the linking pin between the senior management team and the rest of the organization. They have responsibility for helping their staff through the change process while simultaneously undertaking changes themselves. They need undertake personal change, help their teams through change, implement the necessary changes in their parts of the business and keep the business going in the interim until change is completely accepted (Johnson & Scholes, 2002).

2.4 Challenges Faced During Implementation of Organizational Change

Resistance to change is a natural phenomenon but it is likely to be greater if levels of involvement and information are low. Change can generate deep resistance in people and in organization, making it difficult to implement. Doppelt, (2003) states that resistance to change is expected whenever the possibility of a change in culture appears. It is a natural reaction or safety

response to interruption of status quo. However, for effective implementation of change, new norms, values and beliefs must be reinforced.

Conner (1998) affirm that human beings seek to control and tend to fear and avoid ambiguity of disruption, whether it is positive or negative and hence what people resist in reality is not the change but its implication. This calls for the need to involve employees views in change management to avoid being “stuck in the middle” during its implementation.

Ansoff and McDonell (2000) identified two types of resistance to change; behavioral resistance and systemic resistance. The two types of resistance occur concurrently during a change process and they produce similar effects which include delays, unanticipated costs, and chronic mal-performance of new strategies. However, the basic causes are different. Whereas behavioral resistance comes as a result of active opposition to change by employees, systemic resistance is normally due to passive incompetence of the organization. Behavioral resistance is a natural reaction by groups and individuals to change which threatens their cultural and position of power.

A study carried out on challenges of change management in Croatian enterprises identified four types of largest barriers in change processes: Conflicts due to different interests/goals of the participants in the change process; Imprecise delegation of individual and team tasks/responsibilities; Too many activities which were not a priority; and sacrificing of long-term measures for short-term result improvement (Perkov et al, 2008). Change efforts may also fail because of poor planning, monitoring and control, focusing more on the objective than on the

steps and processes involved, a lack of milestones along the way, and failing to monitor progress and take corrective action (Gill, 2003).

In summary, some of the main reasons why change programmes do not meet with success are; failure to properly diagnose the real problem or issues; failure to get commitment, buy-in and the engagement of everyone from top to bottom; and failure to measure and monitor what is happening once the change programme is underway (Mitchell, 1998; Kotter, 2002).

Resistance of employees serves to be a major factor behind the failure of any organization, willing to implement change. This resistance can be lessened by applying suitable communication techniques to align employees with the coming change according to the culture of organization and employees. For the purpose of alignment, a charismatic leader is required who has the potential to eradicate the gaps between the concerns of top management and its employees (Mitchell, 1998; Kotter, 2002).

CHAPTER THREE: RESEARCH METHODOLOGY

3.1 Research Design

The researcher utilized a case study form of research design. Case studies are preferred strategy when “how” and “why” questions are being posed, when the researcher has little control over events and when the focus is on contemporary phenomenon within some real-life context (Yin, 1989). Both Young (1960) and Kothari (1990) concur that a case study is a very powerful qualitative analysis that involves a careful and complete observation of a social unit, a cultural group or entire community.

By using case studies, researchers are able to probe, collect data and explain phenomena more deeply and exhaustively (Mugenda & Mueda, 2003). It provides a multi-dimensional perspective that can be used to create a shared view of the situation being studied to make an informed decision. This design was ideal as it provided in-depth information on change management practises and factors influencing implementation of strategic changes in PARLSCOM.

3.2 Data Collection

The researcher used both primary and secondary data. Primary data was collected using an interview guide (appendix 1) which had open-ended questions to avoid subjectivity that could result from limiting interviewee’s answers to questions (Cooper & Schindler, 2003). The questions were administered by the researcher to members of PARLSCOM Board of Management comprised of the CNA, SDC, and nine directors in-charge of various directorates

under the commission. These are top administrators at PARLSCOM who are involved in policy matters and are tasked with implementation of various changes as directed by the commission.

The researcher established their availability through their secretaries and requested for an appointment. In addition, the researcher had called each of the interviewees one day before the appointment date to briefly explain the purpose of the appointment. This ensured that the interviewees were prepared for various questions on the interview guide and enabled them to prioritize their day. The researcher was able to interview seven respondents out of a target of nine. Those interviewed were the Senior Deputy Clerk, Director of Information and Research services, Director of Committee services, Director of Legislative Services, Director of Budget, Director of Centre for Parliamentary Studies & Training and Director of Administrative services.

Data was collected through notes prepared by the researcher in the course of the interview with the respondents. This data was collected in duration of three weeks. Secondary data was obtained from various sections of the Constitution of Kenya (GOK, 2010), PARLSCOM Strategic plans (2000-2008, 2008-2018), relevant Acts of Parliament and various PARLSCOM annual reports (2007-2010).

3.3 Data Analysis

Content analysis was used to analyze the qualitative data. Content analysis is the systematic qualitative description of the composition of the objects or materials of the study (Mugenda & Mugenda, 1999). The data collected was summarized according to the study themes being the

change management practise and factors influencing implementation of strategic change. It was evaluated and analyzed to determine its adequacy, credibility, usefulness and consistency.

According to Cooper and Schindler (2003), content analysis measures the semantic content or the “what” aspect of the message. Its breadth makes it flexible and wide ranging tool that may be used as a methodology or a problem-specific technique. It guards against selective perception of content, provides rigorous application of reliability and validity criteria. This approach has previously been used by Koskei (2003) and Kiambuthi (2008).

CHAPTER FOUR: DATA ANALYSIS, FINDINGS AND DISCUSSION

4.1 Introduction

This chapter discusses the findings of the study based on the analysis and interpretation of primary data collected from PARLSCOM board of management who were interviewed and additional secondary data that was reviewed. The findings were presented in three sections: forces of change, approach to change management and factors influencing implementation of change.

4.2 Parliamentary Service Commission

The researcher established that prior to the year 1999, the administration of parliament was carried out by staff appointed by the executive. The Clerk of the National Assembly (CNA) who is the accounting officer and all parliamentary staff were civil servants under the directorate of personnel management (DPM). Their recruitment, training, promotions, discipline and transfers were controlled by the executive appointed Public Service Commission through the DPM. This meant that their terms and conditions of service were those of civil servants without taking cognizance of the unique conditions of long hour of service and pressure under which parliamentary staff were expected to acclimatize to as they served members.

In addition, all assets of parliament and development facilities belonged to the executive who approved all procurement requests of additional facilities through relevant ministries and government agencies (KNA, 1999). This meant that the control of management and administrative process and structure of the parliament was firmly vested under the executive,

hence lack of independence on legislature as an arm of government. This arrangement also resulted to inefficiencies due to lack of proper control and accountability on performance of staff deployed to serve members since they were accountable to the Public Service Commission, being the appointing authority. The appointing authority could transfer such staff as they deem, a factor that affected their morale since they were not sure of their stay to serve members. The researcher established that frequent transfer of the CNA, being the acting officer negatively affected the operations of parliament, especially when they were expected to accomplish various programmes aimed at enhancing members perform their duties.

Development of parliamentary infrastructure was also a challenge since the executive controlled parliamentary budget through various ministries that parliament had to seek development services from. Member welfare was also compromised due to lack of various facilities such as offices, catering services and recreation facilities, a factor that negatively compromised on their roles since they had to make their own private arrangement to provide for the same. The researcher also found that the executive could also nominate members of parliament to be board members of various government agencies, a factor that created conflict of interest on oversight role of such members of parliament who were to oversee that the same agencies were managed efficiently.

To attain this independence, there was enactment of the constitution of Kenya (Amendment) Act, Act No. 3 on November 11, 1999 which provided for an independent and an autonomous Parliamentary Service (KNA, 1999). This resulted in the creation of Parliamentary Service Commission comprising of ten members; Speaker of the National Assembly (SNA) as the

chairperson, vice-president, leader of official opposition party in the house and seven members of parliament with Clerk of the National Assembly (CNA) as its secretary. The powers of the commission in managing parliamentary service included provision of services and facilities for members and staff, constitution of offices in the Parliamentary Service, appointment and supervision of office holders, preparation of Parliamentary Service budget and controlling it.

To fulfill its mandate, the commission created a secretariat of one hundred and fifty members of staff, headed by CNA with a deputy and two senior clerks assistant in charge of legislation and administration relations respectively (PARLSCOM Annual Report, 2000). As demands from members for effective services from staff of the secretariat increased, directorates were created to serve as centres of excellence in service delivery on technical and administrative issues. By October 2008, the number of staff stood slightly above 500 with four directorates and fourteen departments (PARLSCOM Strategic Plan 2008:2012).

The researcher established that heightened public expectations and the need to improve on performance has resulted to adoption of a more effective organizational structure to support various strategies with an efficient human resource. This has resulted to creation of additional technical directorates of Legal, Budget Office and Centre for Parliamentary studies and Training to bring to nine the total number of directorates at the commission. Additional staff in various technical areas of Research, Economics, ICT, Legal and Finance have been recruited bringing to a total of 650 staff (PARLSCOM, 2010). This number is suggested to double when the legislature adopts a bicarmel parliament of two houses (National Assembly and Senate) after national elections of the year 2012 as required under provisions of the constitution of Kenya,

(GOK, 2010). This will see the commission review its structure to accommodate increased demand for services with the increased numbers of members from 210 to 350 and to also serve the senate which will be comprised of 67 members.

4.3 Change Management Practises at Parliamentary Service Commission

This chapter establishes approaches to change management, practises and models of change management that PARLSCOM applied in implementing various changes.

4.3.1 Approach to Change Management Process

The researcher established that change management at PARLSCOM was geared towards attainment of its vision ‘To be a supreme, effective, efficient and self-sustaining Parliament as a major participant in the process of good governance’. This was carried out in a participatory manner through the Strategic Plan Implementation Committee which reviewed various relevant documents which included the first PARLSCOM Strategic Plan 2000-2012, the constitution of Kenya (amendment) Act, No. 3 of 1999, vision 2030 first medium-term plan 2008-2012 and presidential Circular No. 1/2008 on organization of the government of the republic of Kenya . In addition, the committee involved departmental heads and staff to come up with various objectives geared towards provision of efficient and effective service to members to enable them fulfill their constitution mandate.

The researcher further noted that the committee used information gathered from various documents, retreats, workshops and submissions by various directorates and departments to carry out SWOT analysis (strengths, weakness, opportunities and threats), PESTEL analysis(Political,

Economic, Social, Technological, Environmental and Legal) and stakeholder analysis. This enabled identification of various gaps and strategic issues which needed to be implemented to enable the institution respond to changes in its environment as contained in PARLSCOM Strategic Plan 2008-2018. It was established that this strategic plan was developed in a participatory and consultative process which involved consultative meetings, retreats and workshops. The process was aimed at ensuring that there was ownership of the plan, buy-in of changes contained therein and commitment for successful implementation of various changes as proposed. This enabled the commission develop a framework that enabled the institution respond to increased demand brought about by heightened public expectation of the legislature as an arm of government and the need to provide a conducive working environment for both members and staff.

Respondents cited that the board of management had identified the need and urgency to implement various changes, which included leveraging on ICT to improve on operations, enhancement of staff performance for enhanced output and improved utilization and absorption of allocated funds. For proper coordination and successful implementation of change programme, the Board of Management appointed a Strategic Plan Implementation Committee, chaired by the director of Information and Research services with membership drawn from key technical staff who worked closely with departments to facilitate implementation process. The committee initiated various changes which were cascaded down to departments and monitored implementation process through receipt of progress reports during quarterly meetings with departmental heads.

The researcher further noted that the vision for change was to align the commission with the changes in its operating environment. The respondents pointed out that various reforms in the public sector geared towards efficiency and effective service provision was a key factor influencing change practises at the commission which falls under legislative arm of government. To ensure all staff shared in the vision for change and create a sense of urgency, the researcher noted that directors held regular meetings with heads of departments, who were mandated to share the vision and progress of change with staff. In addition, it is clear from majority of respondents that the commission had developed and trained its staff adequately to deal with various changes in a democratic legislative body. This was done through sponsorship of staff to train in various areas of expertise geared towards improvement of their technical skills. In addition, the commission facilitated attachment of staff to other relevant legislative bodies and accepted exchange programmes of staff from other parliaments across the globe to share best practises in parliamentary administration.

Respondents were in agreement that planned approach to change management was dominant. The top-bottom approach in which change programmes are decided at the commission, and then cascaded to staff through the Board of management and their departmental heads for implementation was adopted. However, emergent approach to change management was also applied to address issues which unfolds through interplay of various variables, the major one being changes in the political and legal environment. Given the fact that the commission is comprised of nominees from different political parties, emerging political interplay in the country affected decision making, where various interests had to be taken into consideration. Emerging changes in the legal environment, especially the promulgation of constitution in the

year 2010 had great impact on commission operations both in terms of its mandate to its composition. With the creation of Salaries and Remuneration Commission under article 214 of the Constitution of Kenya, 2010, PARLSCOM's power to set and determine remuneration of members of parliament and staff was relegated to Salaries and Remuneration Commission.

In terms of composition, Article 127 of the Constitution of Kenya, 2010 states PARLSCOM shall be comprised of the Speaker of the National Assembly as chairperson, vice-chairperson to be elected by members, seven members appointed by Parliament from among its Members (four from both Houses by the party or coalition of parties forming the national government, of whom at least two shall be women; and three nominated by the parties not forming the national government of whom at least one shall be a woman) and one man and one woman appointed by Parliament from among persons who are experienced in public affairs but are not members of Parliament. The Clerk of the Senate shall be the Secretary to the Commission.

The researcher further established that the commission chaired by SNA played pivotal role as champions of change. It guided the change process by creating a conducive environment for implementation of various changes through provision of adequate resources and approval of requisite policies to anchor the change process. PARLSCOM closely monitored and evaluated implementation process through quarterly briefs and reports by the CAN, being the principal secretary and also through its sub-committees mandated to deal with a number of issues in Finance, Projects, Human Resource and Welfare.

4.3.2 Model of Change Management

Respondents came up with various ways in which change was executed in their directorates. The researcher noted that a combination of various models of change management was applied for its successful implementation. The researcher could pick Bullock and Batten's (1985) 4-phase model of programmed change management. Exploration phase being the first one involved identifying changes that are required and resources needed for change to take place. The commission identified the need for change in its structure, systems and infrastructure geared towards efficiency and effectiveness. This led to creation of additional technical directorates of Legal, Research, Budget and projects in its structure. On systems, respondents cited increased use of ICT where payment system, mileage claims, hansard production and procurement processes were computerized.

The establishment of Parliamentary Broadcasting Unit ensured live broadcast of house and committee proceedings all aimed at demystifying the operations of the legislature and enhancing public participation in the lawmaking. The commission planned and prioritized key strategic areas in which to allocate its resources to achieve its mission. There was a deliberate move to allocate more resources on improvement of infrastructure and capacity building for staff as identified under key strategic objectives in PARLSCOM Strategic Plan 2000-2012.

The planning phase being the second involve collecting the requisite information in order to establish a correct diagnosis of the problem, change goals and designing appropriate action. The respondents identified various committees which were appointed by the CNA to implement various aspects identified in the change process as per their terms of reference. They included

staff advisory committee to deal with all human resource matters, strategic plan implementation committee to ensure departments developed targets to enable them achieve their strategic objectives , taskforce on implementation of the new constitution to advise the commission on key areas of focus aimed at ensuring the commission prepare adequately for a bicarmel parliament of two houses.

Finally, the projects committee was formed to coordinate major infrastructural development on refurbishment of the two chambers to accommodate the expanded membership to parliament and construction of an office block. Respondents cited involvement of external expertise from ministry of public works to assist in infrastructure development and procurement of consultancy services in Human resource and capacity development to assist as the commission did not have the requisite capacity to carry out some of the technical aspects required for successful implementation of various projects.

Action phase being the third one involves implementing various changes and evaluation of the results. The researcher established that various changes had been implemented, including review of the organization structure to accommodate various technical departments/directorates, review of schemes of service for staff to match skills with responsibilities and accommodate career growth, review of systems with integration of procurement and financial accounting services to enhance prudent absorption of funds as per the approved budgets, establishment of common services to be shared by both the national assembly and the senate to ensure they support bicarmel parliament, revision of standing orders to guide operations of both houses, their respective committees and joint committees, acquisition of new additional buildings and leasing of office space within parliament precincts, computerization of most operations and

establishment of a centre for parliamentary training aimed at enhancing capacity building for members and staff.

Integration phase is the last one which entails consolidating and stabilizing the changes so that they become organization's norm. The respondents identified adoption of performance management system, communication of management decisions and continuous training and development as some of the strategies used to reinforce new behaviors. Heads of departments were also encouraged lead the by being champions for change and ensuring they keep on reminding their staff on the benefits of various changes that the commission was implementing. Positive culture and professionalism was encouraged in all forums by CNA with constant reminder of sanctions for non-conformity.

The researcher could also identify Kotter's (1996) eight – step change model as having been applied as change management practise at PARLSCOM. The respondents concurred that there was urgency to undertake various reforms in the commission to ensure that it continued providing efficient and effective service to members of parliament and Kenyans in general. This was in line with various public sector reforms which were being undertaken in other arms of government geared towards efficiency in service delivery through accountability and transparency in the use of public resources. This urgency created a sense of need for change in the way the commission was operating to ensure it conforms to the demands of the public through their members of parliament. Members of parliament being peoples' representatives had to lead the way through improved services to their electorates resulting to increased demands for similar services from PARLSCOM staff.

The researcher further noted that the board of management through the leadership of the CNA guided the secretariat through various reforms. They engaged the commission and staff in various forums through workshops, retreats and meetings to articulate on how best the commission would be re-engineered to for successful implementation of various changes and reduce resistance. This was cascaded down to departments which were expected to form teams to monitor implementation process and ensure departmental work plans were operationalized. To achieve this, the researcher established that departments were guided by the strategic plan implementation committee on how to develop work plans in a participatory manner where all staff expected to implement the plans were involved. The plans were later communicated to all staff under various directorates through their heads of department.

Respondents were in agreement that departmental work plans formed the basis for individual targets under which staffs were appraised under the performance management system. This enhanced institutionalization of performance management with introduction of an appraisal tool and PARLSCOM performance management policy for staff. The policy guides on expectations in terms of output required from each staff, reward system for those who achieve and exceed targets and sanctions for poor performance. In addition, the CNA issued circulars from time to time to communicate various aspects of change and their implication upon approval of various key aspects by the commission. This ensured staff were briefed on various aspects as various changes were taking place. In so doing, they felt part of the change process and that their efforts were being recognized, a factor that reduced resistance to change.

The respondents pointed out that the taskforce on implementation of constitution was responsible for implementation of various changes to enable the commission align its structure and systems in readiness for a bicarmel parliament in the year 2012. It's mandated to look into four key thematic areas which addresses a wide range of changes to be implemented in readiness for a bicarmel parliament effectively serve a devolved government. The first one is enactment of laws required to operationalize the Constitution and advising on the legal aspects of the acquisition of properties within the proposed parliamentary square to offer office accommodation for an expanded house. Secondly, the taskforce was to review PARLSCOM 2008- 2018 Strategic Plan to ensure it accommodates the two houses. Thirdly, there was re-casting of the budget to accommodate the senate as an upper house and audit of human resource capacity was the other key area. Finally, the taskforce was to oversee the commission infrastructure was expanded to accommodate the increased number of members and ensure offices for all constitution office holders were ready. The researcher noted that the constitution had provided for the following offices; Leader of the Majority Party, the Leader of the Minority Party, the Speakers of both houses (National Assembly & Senate), the Deputy Speakers of both houses, Committee Chairpersons and the Clerk of both houses.

4.3.3 Implementation of Change at PARLSCOM

The researcher identified a number of key strategic changes that had been implemented by PARLSCOM in the last ten years. They included expansion of physical infrastructure from one building (Main Parliament Building) to acquisition of four additional buildings (County Hall, Continental House, Harambee Plaza and Protection House), creation of nine directorates as centres of excellence in service provision (Directorates of Information & Research services,

Administrative Services, Finance, Office of Legal Counsel, Budget Office, Committee Services, Legislative & Procedure, Centre for Parliamentary studies and Sergeant-At-Arms). There was a gradual increase in staffing levels since the commission was established in 1999, from a less than 150 staff to the current number of over 650 currently. The researcher also noted that the numbers are likely to double in the next one year as per proposals on human resource requirements for the senate, which is the parliament's upper house to be constituted as per the new constitution after the national elections in the year 2012.

Other changes that had been implemented are establishment of a fully fledged Parliamentary Training Centre, overhaul of standing orders to guide debate in the chamber and committee proceedings, establishment of a Parliamentary Broadcasting Unit and computerization of processes like mileage claims, payment, procurement, hansard production and library services. The researcher also noted that all staff and members had been connected through intranet with increased access of ICT facilities to users. The ICT department had established an ICT clinic within parliament building to train staff and member on computer operations. Parliamentary website had also been enriched to include incorporate hansard reports of the house and schedules of house business/order paper. This has opened the house deliberations to the public who can easily download both house and committee proceedings from the internet.

Majority of the respondents agreed that expanded democratic space in Kenya had exerted pressure for improved service delivery in the entire public service by public coffers. Members of parliament being public servants and peoples' representatives were not left behind in demanding for similar service from PARLSCOM staff to enable them meet the expectations and aspirations

of their electorates. This resulted to increased staffing levels where priority was given to staff with the requisite technical skills. This has resulted to creation of additional technical departments and directorates to support legislation and oversight functions of Parliament. They include Research Services, Information Communication Technology (ICT) services, legal, budget office, projects coordination unit and Centre for Parliamentary Service and Training. Through their technical support and professional advise to members and the commission, these directorates and departments have greatly improved the capacity of members to legislate from an informed point of view, introduce private members bill and enabled them effectively scrutinize government bills which resulted to passage of the highest number of bills by the tenth parliament (PARLSCOM Report of 2010).

Respondents cited the changing environment in the public sector, where citizens demand for accountability and transparency in the use of public resources through improved services as a force for change. As an arm of government, PARLSCOM being the legislative arm of government had to review its operations to ensure it fulfill its mandate as per the public expectations. Through review of systems, procedures and processes, the commission identified use of technology in most of its operation as a strategy to achieve efficient. This has resulted to installation of computer hardware and software to aid in parliamentary work in hansard production, finance and accounting and procurement. This is in addition to installation of computers in all members and staff offices for ease of access for prompt service delivery. Parliamentary Broadcasting Unit was also established to enable live broadcast of house and committee proceedings to the public. This has enhanced public participation and interest in the

legislature and ensured electorates interests are guarded as per the principles in democratic governance.

The researcher also identified increased in demand for office accommodation as a factor that led to acquisition of new buildings and lease of office space outside parliament precincts. Previously, members of parliament did not have offices in parliament building. This meant that they did not have a place they could coordinate their administrative functions of oversight, legislation and representation. PARLSCOM in its quest to improve on their welfare allocated office space to all the 210 members, which had resulted to acquisition of four additional buildings to house increased demand in office space for both members and additional staff. This was replicated at all constituencies, where constituency offices with full time staff were established to coordinate constituency matters. The changes were all geared towards enabling the institution fulfill its mission ‘to facilitate members of parliament to effectively and efficiently fulfill their constitutional mandate in a representative system of government by upholding and ensuring the autonomy of Parliament in its corporate relationship with other arms of Government’.

Finally, the constitution of Kenya (GOK, 2010) which established a bicarmel parliament consisting of two houses; the national assembly and the senate each with distinct mandates was also identified as a key force for change in PARLSCOM as an administrative body of the two houses. This will not only lead to an expanded national assembly of 350 members down from 210 but also result to an additional house, the senate comprising of 67 members. Article 127 of the constitution provides for the Clerk of the Senate as secretary to the commission, a position

that was previously held by the Clerk of the National Assembly. In addition, there is an additional of two members of the commission who shall represent public interest, which is a new in yet to be formed commission. The provisions in the constitution were also found to place the sovereign power to the people of Kenya to be exercised only in accordance with the Constitution, hence the need for PARLSCOM to align its structures, systems and operations to be in tandem with provisions of the constitution.

4.4 Factors Influencing Change Management Processes

The researcher found out that various factors influenced the change management practises at PARISCOM. Respondents were in agreement that the current institutional culture was not supportive of change. Whenever changes were made, some staff viewed it with suspicion and uncertainty whilst others took considerable time before accepting change since they were comfortable with the current organizational culture. Resistance to change was a major factor that influenced change management process at the commission. Respondents pointed out that the source of resistance were in form of people resistance attributed to their personalities, attitudes, values, preferences, skills and interest. The respondent also pointed out that there was some resistance in restructuring of the commission due to fear of losing power by some heads of departments.

To manage resistance the board of management instituted participatory process to change management so that the majority of staff would own the change. However, in some instances, the commission took decisive action to deal with any form of resistance through firmness and consistency in decision making. The researcher also identified organizational politics and

power to have influenced the change process. The CNA as the leaders had identified board of management as the group that fully supported changes that were to be implemented. These were the change agents or crisis management team since their support was critical especially during subtle changes in organization structure and resource allocation.

The respondents also identified organization's structure, systems and policies as other factors that influenced strategic change management in the organization. The broad- ranging structural changes that had been adopted had transformed the institution from an almost flat structure of fewer layers (the Clerk of the National Assembly and two senior officers in charge of various administrative functions) to a highly specialized hierarchical structure supported by nine directorates and 28 departments dealing with various issues as per their mandates. This was aimed at decentralization of decision making process to enhance quality in output through establishment of directorates as centres of excellence in service provision.

Finally, the researcher established that the commission under the chairmanship of SNA offered leadership in the whole process. They guided the board of management and offered a conducive environment through support for management in the change process. This is in addition to offering political leadership which was needed in the wake of new constitution and ensured sufficient resources were allocated to the commission to enable it carry its work.

4.5 Discussion of the Findings

From the findings, change management practises at Parliamentary Service Commission were geared towards improvement in its operations to ensure the institution carried out its mandate of

supporting members of parliament fulfill their key roles of representation, legislation and oversight. This was an effort towards attainment of its vision 'To be a supreme, effective, efficient and self-sustaining Parliament as a major participant in the process of good governance'. These changes were influenced by various changes in the environment such as increased demand for efficient services from the public who fund the commission, the need to improve the welfare of members to facilitate perform of their roles, need to make laws and policies from an informed point of view and the need for an independent parliament as an arm of government as expected in a democratic governance. In so doing, the commission came up with strategies geared towards efficiency and effectiveness in service delivery.

The strategies were executed in a planned manner with support from the Board of Management who were the top management. Participatory approach was used where staff was involved in decision making through their respective departmental heads. This enhanced buy-in of change effort and reduced resistance during implementation process. . These findings are consistent with findings by Kiambuthi (2008) in his study on change management at Kenya Association of Manufacturers that for effective implementation of change, support and goodwill of top management is critical.

The findings also illustrated that PARLSCOM had to change its infrastructure, organizational structure, systems and processes in a bid to create efficient working environment. In addition, the commission recruited technical staff who supported members to perform their roles from an informed point of view, which improved the quality of bills and laws in general. All this was under sound leadership of the CNA and the board of management who led and monitored

implementation of various changes in their directorates. These findings were consistent with findings by Juma (2008) in his study on challenges of strategy implementation at African Braille Centre found that sound leadership, committed staff, supportive organizational structure and systems were the key drivers to successful strategy implementation.

CHAPTER FIVE: SUMMARY, CONCLUSIONS AND RECOMMENDATION

5.1 Introduction

This chapter provides the summary in the study findings, challenges encountered and conclusion and recommendation arising. The chapter concludes with the limitation of the study and suggestion for further study.

5.2 Summary

Below is a summary of the change management practices that were adopted by PARLSCOM and factors that influenced implementation of various strategic changes.

5.2.1 Change Management Practices

Establishment of change management practises at Parliamentary Service Commission and implementation of strategic change were the main objectives of the study. To achieve this, the researcher interviewed members of the commission's board of management who are the top administrators involved in the implementation of various aspects as directed by PARLSCOM. The aspects of change management investigated are organizational power and politics, organization culture, leadership, organization structure, and people/staff.

The research findings indicated that change process at PARISCOM was geared towards improvement in its operations to ensure the institution carried out its mandate of supporting members of parliament fulfill their key roles of representation, legislation and oversight. The

process was spearheaded by the board of management and was participatory process. Staff were thoroughly briefed on various changes through their departmental heads to reduce resistance.

To enhance implementation of various changes, the commission reviewed the organization structure to ensure it was supportive, empowered staff through training and development with emphasize on exposure to other developed legislative bodies across the world and improved the infrastructure. These strategies were aimed at creating a conducive environment for change to take place. The researcher further noted that CNA and the board of management had provided leadership in the process. They had appointment of various committee to tackle various technical issues geared towards effective implementation of various changes. The research also established that the board of management had a clear vision of where the institutions was headed, seen the urgency to act and worked as a team for successful implementation of various changes.

5.2.2 Factors Influencing Implementation of Strategic Change

Institutional culture is one of the key factors that influenced implementation process of various changes in PARLSCOM. This brought about resistance which slowed down the process through reluctance to adopt to new systems and procedures, making no effort to learn and excessive fault finding and criticism. Other factors included organizations structure which had to undergo a complete change to support the change process, schemes of service which had to be reviewed and process re-engineering where the institution took advantage of technology to computerize some of its key processes.

The leadership of the institution was key in offering a conducive environment and resources for changes to take place. This is in addition to offering political leadership to ensure the other arms of government support the institution in the change process, especially in the wake of a new constitution which has radically changed the structure of parliament by creating two houses; the senate and the national assembly, each with distinct mandate.

5.3 Conclusion

From the findings, it is evident that strategic changes at PARLSCOM were on-going and the biggest challenge was on implementation. The study concurs with literature available on how to manage strategic change for its successful implementation. Despite various obstacles that the commission is facing towards change management, it has succeeded in implementing various changes to enable it effectively fulfill its constitutional mandate as required by law.

5.4 Recommendations for Policy and Practice

There is need for a properly formulated and well communicated change management strategy. Top management need to take charge of the change process and give a clear direction to staff. There is need to completely restructure PARISCOM in line with ongoing reforms in the public service where performance contracts are used to evaluate staff in those institutions. Lastly, all staff must be sensitized on what to expect during implementation phases and must be prepared for eventualities of change since radical changes have to be implemented for PARLSCOM to be able to serve a bicarmel parliament.

5.5 Limitations of the study

The study had a number of limitations. First, it depended on interviews and discussions with respondents in top management, hence the need to validate the findings with sources from interviews with middle management and staff in the lower cadre. Secondly, due to their busy schedules, some of the respondents did not have adequate time to give much information as would be required. This could compromise the quality of information gathered since it could be inadequate.

Finally, the study looked at changes that have been implemented for the last ten years when PARLSCOM was serving a unicarmel house, the national assembly. With the introduction of a bicarmel parliament of two houses, the National Assembly and the Senate, more changes are going to be implemented to ensure the two houses function effectively, hence the need to validate the findings with the result of the on-going changes.

5.6 Suggestion for Further Research

Constitution of Kenya (GOK, 2010) which was promulgated in August 2010 has changed the structure of parliament, the legislative arm of government. From the year 2012, parliament will consist of two houses, the National Assembly and the Senate, with distinct mandate. The constitution has also altered the composition of members of PARLSCOM with introduction of two appointees to represent the interests of the public. The commission is expected to offer administrative support to both houses, hence the need to restructure it further to enable it fulfill its expanded mandate.. It is recommended that an evaluation of the change process be

conducted in future for compatibility. It will also be important to carry out a cross – sectional study in other arms of government, the judiciary and executive, to establish their experience in implementation of various changes in compliance with various provisions of the constitution of Kenya.

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APPENDIX I: LETTER OF INTRODUCTON

September, 2011

Dear Sir/Madam,

I am student from the School of Business, University of Nairobi. I am conducting a research on “Implementation of Strategic Change at Parliamentary Service Commission” for my project for the award of degree of Master in Business Administration.

In order to undertake the research, you have been selected to form part of the study. This letter is therefore to request your assistance in collecting information to enable me carry out the research.

The information you will give will be treated with strict confidentiality and is needed purely for purely for academic purposes.

A copy of the final report will be availed to you upon request. Your assistance will be highly appreciated.

Yours sincerely,

Lucy Kimathi
MBA Student

Dr. Jackson Maalu
Department of Business Administration
School of Business
University of Nairobi

APPENDIX II: INTERVIEW GUIDE

SECTION ONE: Change Management Process

1. What are the key strategic changes that have occurred in PARLSCOM for the last 10 years?
2. What factors necessitated the commission to effect the changes?
3. How would you describe the change management process in the commission?

SECTION TWO: Implementation of Change Programme (may be specific to directorates).

4. What is/are the key driver(s) of change in the commission?
5. Describe the major effects of the new constitution in PARLSCOM.
6. What does the commission envisage to achieve in effecting various changes in its operations?
7. To what extent has the commission facilitated implementation of various change?
8. To what extent are staffs of the commission empowered to implement the various changes?
9. Describe how best to execute the various changes in your directorate or in the commission as a whole.
10. What benefits accrue to implementation of various changes?

SECTION THREE: Challenges in Implementation of Change Management

11. To what extent are the following aspects a challenge in change management process in

PARLSCOM;

- a. Culture
- b. Staff skills and competencies
- c. Organizational Structure
- d. Systems, Procedures and Policies.
- e. Resource Allocation
- f. Constitutional timelines
- g. Stakeholders(specify)
- h. Others (please describe them).

12. Suggest ways the commission can use to minimize the challenges.

THANK YOU