

**STRATEGY IMPLEMENTATION AT MUNICIPAL COUNCIL OF  
MOMBASA**

**By**

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## DECLARATION

This research project is my original work and has never been presented for a degree in any other University or Institution.

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

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To you all, I say thank you very much. May our Lord continue blessing each and every one of you abundantly and in a special way

## **DEDICATION**

**In memory of my beloved son Linus Ruto Kipkemai Kibor**

## ABSTRACT

The study sought to determine Strategy Implementation at the Municipal Council of Mombasa. The Authority's leaders will benefit from the research findings as they will be better equipped to handle associated challenges and therefore enhance service delivery to residents and visitors.

The study adopted a descriptive case study. Data was collected using an interview guide. Responses were analyzed using content analysis.

The Municipal Council of Mombasa has a well formulated strategy for financial year 2011/12. It spells out in detail strategic objectives, core activities, strategic initiatives, performance indicators, targets/outputs, responsibility, partners, timeframe and budget.

Implementation of activities and initiatives has not been very successful. This can be attributed to various challenges including political interference, corruption, lack of funds, lack of qualified staff, cost overruns, billing system, lack of administrative capacity, inadequate consultation, outdated tariffs and lack of maintenance/investment. These factors are summarized under rewards management, resources, organizational culture, leadership and administration, rules and procedures and training.

It is recommended that the Municipal Council should review its reward policies, tariffs and billing system. It should also explore new sources of revenue, enhance expenditure controls, contract the Kenya Revenue Authority to collect land rates on an agency basis and complete staff rationalization

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# **CHAPTER ONE: INTRODUCTION**

## **1.1 Background of the Study**

Public sector organizations and institutions face a number of challenges in implementation of their strategies as they strive to outperform one another (World Bank, 2000). Strategic management is as a result of several trends in the environment. Increased competition in most industries has made it difficult for some organizations to compete. Modern technology and cheaper means of transport and communication have led to increased global trade and awareness to all organizations. Competition has become very stiff and organizations operate in complex environment. It is therefore imperative that these organizations formulate strategies that will make them operate as successful entities in an increasingly competitive and complex environment (Lamb, 2004).

### **1.1.1 Strategy Implementation**

The Implementation phase of the Strategic Management process follows Strategy Formulation and is therefore the process through which a chosen strategy is put into action. Indeed a strategy is never complete, even as formulated until it gains a commitment of the organization's resources and becomes embodied in organizational activities. It is very crucial in the drive to achieve objectives because well formulated strategies are of little use without effective implementation (Grant, 2005). During this stage, strategic thought is translated into organizational action (Pearce and Robinson, 1991)

Strategy Implementation involves the design and management of systems to achieve the best integration of people, structure, processes and resources in achieving organizational

objectives. Once the creative and analytical aspects of strategy formulation have been settled, the managerial priority is one of converting the strategy into operationally effective action.

It can be observed from the above that the scope of managerial activities associated with strategy implementation virtually co-exists with the entire management process. In particular the following factors are important in strategy implementation; institutionalization of strategy, setting proper organizational climate, developing appropriate operating plan and developing appropriate development strategy

The main concern of management during implementation is identifying measurable, mutually determined annual objectives; developing specific functional strategies and communicating concise policies to guide decisions (Pearce and Robinson, 1991). It also involves allocation of resources, alteration of existing Organizational structure, restructuring and reengineering, revision of reward and incentive plans, minimisation of resistance to change, matching of managers with strategy, development of a strategy-supporting culture, adapting production/operations processes, development of an effective Human Resource function, and if necessary, downsizing (David,2005)

Strategy Implementation is primarily an operational process hence its focus on efficiency and managing forces during action. Managers and employees must be motivated, disciplined and committed for strategy implementation to succeed. For this reason, management should ensure that all employees are trained so that they can understand the objectives to be achieved and means (strategies) to achieve them

### **1.1.2 Challenges of Strategy Implementation**

Technological development has led to accelerated changes in global economy (Dobson and Richards, 2004). This has led to stiff competition between organizations necessitating strategic actions for them to be successful. Organizations therefore need to embrace strategic management, which will provide overall direction to them. Enterprises require strategic alignment between them and the environment – a phenomenon referred to as a strategic consistency. According to Arien (2007), there is strategic consistency when the actions of an organization are consistent with the expectations of management.

Strategic management is a field that deals with the major intended and emergent initiatives taken by general managers on behalf of the owners, involving utilization of resources to enhance the performance of organizations in their external environments. It entails specifying an organization's mission, vision and objectives, developing policies and plans in terms of project and programs designed to achieve those resources to implement the policies, plans, projects and programs.

Access to information systems have allowed senior managers to take a much more comprehensive view of strategic management than ever before. The most notable of the comprehensive systems is the balanced score card approach developed in the early 1990s. (Kaplan & Norton, 1992). The scorecard measures several factors: Financial, Marketing, Production and Organizational development to achieve a balanced perspective.

Big strategic ideas are plentiful, yet relatively few strategies can be described as having revolutionized the entire organization. Execution is extraordinarily difficult – this is

where real innovation and ingenuity is required. Successful strategy execution is a unique blend of nuts, bolts and really bright ideas (Aosa, 2002).

According to Aosa (2002), "the six silent killers of strategy implementation are top-down or complacent upper management, unclear strategy and conflicting priorities, ineffective senior management team, poor vertical communication, poor coordination across the enterprise and inadequate middle-manager and supervisor management skills. Training and communication is the key to overcoming these challenges. Strategy implementation can pose a number of challenges. The challenges arise from sources that are internal and external to the organization. The particular challenges that will face strategy implementation will depend on the type of strategy, type of organization and prevailing circumstances (Judith et al 2008). Many challenges in strategy implementation can be avoided if strategy development is coupled with implementation. The lack of understanding of a strategy and the inability to connect strategy formulation and implementation has an impact on successful implementation (Daft, 2001)

### **1.1.3 Local Authorities in Kenya**

Local Authorities are established and regulated by the Local Government Act Cap 265 of the Laws of Kenya. The Local Authorities are categorized into four: City Councils, Municipalities, Town Councils and County Councils. The ministry of Local Government is charged with the responsibility of supervising these councils.

Kenya inherited a dual administrative structure consisting of Local Authorities and a decentralized administration of Central Government ministries at independence in 1963.

Up to today, this dual structure forms the framework for Local Government and decentralized service delivery (Southall and Wood, 1996). At the time of independence, Local Authorities were relatively powerful and well functioning, were much fewer in number than they are currently and had a reasonable income base supplemented by grants from the Central Government.

The Local Government Act enacted in 1963 described a wide range of activities that Local Authorities could undertake. Although they were obliged to carry out very few services, the Local Authorities were nevertheless able to deliver a broad range of relatively high quality services (Muia, 2005). After independence, a process was put in place by civil servants and later politicians to centralize power and therefore take away major powers and functions of the Local Authorities. This was done in 1970 through the transfer of responsibilities relating to primary education, health as well as minor and secondary roads to respective Central Government ministries. The abolition of graduated personal tax in 1974 took away a major source of revenue for these authorities. Subdivision of Local Authorities was done in the 1980's and 1990's thus making many of them unviable entities. The ministry of Local Government also obtained a tight control over Local Authorities through appointment of senior staff and approval of budgets (Southall and Wood, 1996). In addition, Strategic planning at the Local Authorities became the responsibility of the Central Government that was detached from the operating environment hence making it unable to fully comprehend the nature of the opportunities, resources, personnel, values and aspirations of the Local Communities.

Through the 1970's and 1980's, both the various line ministries and the structure of provincial administration (from office of the president down to the sub-locations) became stronger whereby the latter also became the coordinator of development. In the two decades, the line ministries became the major service providers working through provincial offices, district and location level- directly managing service delivery. Development committees were formed to coordinate development at lower levels. They were, however, not given much authority over funding and remained relatively "toothless" to coordinate the line ministries (Muia, 2005). These limitations have left local authorities without a clear sense of mission.

#### **1.1.4 Municipal Council of Mombasa**

Mombasa is the second largest City in Kenya. It lies next to the Indian Ocean with a major Port at Kilindini and an International Airport. The City also serves as the center of the tourism industry in Kenya. Its name derives from Manbasa, the Arabic name of the former sultan of Mvita, who had his capital there (Mombasa City Council, 2011). The City is located on Mombasa Island which is separated from the mainland by two creeks: Tudor Creek and Kilindini Harbour. The island is connected to the northern mainland by the Nyali Bridge, Likoni ferry to the south and Makupa Causeway to the west, alongside which runs the Kenya-Uganda Railway. The Port serves both Kenya and landlocked countries linking them to the Indian Ocean.

The Municipal Council of Mombasa is mandated to provide efficient services to its residents; create an enabling socio- economic, clean, healthy and secure environment;

develop and maintain functional infrastructure, promote good corporate governance and enhance public-private partnership.

The overall decision making organ is the council, which is made up of Chief Officers, elected and nominated councillors. Its chief officer is the town clerk who is charged with the responsibility of routine day-to-day administration of the council. To enable the council to discharge its duties well, its operations are divided into various departments each of which is responsible for a core function. Each department has a departmental head that oversees the day-to-day work of the department and is answerable to the town clerk who is chief executive officer. These departments are Town Treasury, Town Clerk's department that oversees administration, reforms and legal affairs; Engineering, Human Resources, Information communication and Technology, Internal Audit, Housing Development, Public Health, Education, Social services and housing(responsible for stadium, Hamza house in Tudor estate for old people, street children/families etc),Environment, Town planning building and architecture, supplies chain management and Inspectorate.

## **1.2 Research Problem**

Organizations in Kenya operate under increasingly competitive and ever-changing environment. This puts them under enormous pressure to continually review their strategic plans or formulate new ones to suit the existing trends. Further, without proper strategy implementation, even the most superior strategy is useless. According to Aosa (2002), strategies need to be implemented after formulation because they are of no value unless they are effectively translated into action. Further, changes in the macro-

environment, industry, and the operating environment present numerous challenges. Industry forces create intense competition as opposed to what could often occur under a monopolistic environment. This underpins the importance of scanning the internal and external environment during strategic planning (Daft, 2000). For this reason, strategic planning, implementation, communication and allocation of resources all aim at minimizing challenges during implementation.

The management of most Municipal Councils in Kenya have a wide variety of resources at their disposal to provide services to the public. With regard to Municipal Council of Mombasa, the strengths are that it is centrally located, is financed by L.A.T.F., has the capacity to procure modern ICT facilities, has experienced workers and therefore has the potential to provide good services to the residents. However, existing empirical evidence on performance of Local Authorities is in contrast with more settled theoretical evidence and shows mixed results about the relationship between strategic management practices and performance of Local Authorities (Owino, 2009). A critical look at the strategic plan of the Municipal Council Mombasa shows that in stakeholder analysis, the role of various stakeholders such as councillors is not clearly defined. This is because some councillors were not comfortable with being given roles that don't carry allowances. It was established that Municipal Council of Mombasa hired a consultancy firm to develop a strategic plan on its own after Councillors and other employees refused to participate because allowances had been cut by half (Maina, 2011). For this reason, most stakeholders in the council do not own the plan and therefore do not support its implementation



The study therefore sought to determine strategy implementation at Mombasa Municipal Council and to determine the challenges associated with it.

### **1.3 Research Objectives**

- i. To determine Strategy Implementation at Municipal Council of Mombasa
- ii. To establish challenges of Strategy Implementation at Municipal Council of Mombasa

### **1.4 Value of the Study**

Municipal Council of Mombasa will benefit from this study since it will highlight Implementation of strategy and associated Challenges with a view to providing better services to its residents and visitors. . In addition, their leaders will be better equipped with knowledge on how to improve Implementation of Strategy in a bid to counter challenges that might arise along the way.

The Local Government ministry in Kenya will also benefit as the study will show whether initiatives like the Local Authority Transfer Fund (LATF) and Local Authority service delivery action plan (Lasdap) are benefiting Kenyans. The Government channels a lot of money through Local Authorities and therefore would be interested in establishing Strategy Implementation and associated challenges.

Students and scholars stand to benefit immensely with the addition of knowledge in this field. The Government is devolving power to the grassroots through the County Government system and Local Authorities hence Implementation of Strategy is becoming a very interesting area of study

## **CHAPTER TWO: LITERATURE REVIEW**

### **2.1 Introduction**

This chapter presents a review of literature on strategy implementation and associated challenges in Local Authorities. They include factors influencing implementation of strategies in Local Authorities such as rewarding systems, organization culture, leadership, administration and resources. A review of previous studies was also made.

### **2.2 Concept of Strategy**

Strategy is a word with many meanings and all of them are relevant and useful to those who are charged with setting strategy for their corporations, businesses, or organizations (Nickols, 2008). Various writers have offered various definitions of strategy. Mintzberg (1994) declared that strategy did involve several meanings. He indicated that strategy is a plan, a pattern, a position, a perspective and, in footnote, he indicated that it could also be a ploy, a manoeuvre intended to outwit a competitor. According to Bryson (1996), strategy is a pattern of purpose, policies, programs, actions, decision, or resources allocation 'that define what an organization is, what it does, and why it does it.

Johnson and Scholes define strategy as the direction and scope of an organization over the long term which achieves advantage for the organization through its configuration of resources within a challenging environment to meet the needs of markets and fulfil stakeholder expectations.

This is to say that strategy is concerned with where the organization or business is trying to get to in the long term (direction), which markets should a business compete in and what kind of activities are involved in such a market (scope), how the business can perform better than the competition (advantage), what resources (skills assets, finance, relationships and technical competences, facilities) are required in order to be able to compete, what external environmental factors affect business/organization and what are the values and expectations of those who have power in and around the business.

According to the Greek writer Xenophon (Cumming, 1993), strategy is the total understanding of the business you intend to venture into. This stresses that strategy requires knowledge of the business, an orientation towards the future and a notation towards action. Andrew (1971) defined strategy as a pattern of major objectives, purpose or goal and essential policies or plan for achieving those goals, stated in such away as to define what business the company is in or is to be in and the kind of company it is or is to be.

According to Snell (1999), strategy is a pattern of action and resource allocations designed to achieve the expected goals of an institution. Strategy can also be defined as the way in which a corporation endeavours to differentiate itself positively from its competitors using its relative strengths to better satisfy customers needs (Ohmane, 1983). A well-defined strategy integrates organizations major plans, objectives, policies and programs and commitments into a cohesive whole. It marshals and allocates limited resources in the best way, which is defined by an analysis of an organization's unique



strengths and weaknesses and of opportunities and threats in the environment. It considers how to deal with the potential actions of intelligent opponents (Ansoff, 1965).

There is an undisputed strong need to harmonize planning, monitoring and implementation of the various funding channels and consolidate them into a uniform local fiscal regime aimed rationalizing the allocation of centrally and locally generated funds for a more sustainable support to a community's development (Paul, 1983). Strategy usually reflects the thinking of a small group of senior individuals or even one strong leader who is the strategic apex of an organization.

## **2.3 Strategic Management Process**

Strategic management is a field that deals with the major intended and emergent initiatives and involves utilization of resources to enhance the performance of Organizations in their environments. Strategic management seeks to answer the question: how and why do some firms outperform others? According to Hitt (2004) Strategic management process is the full set of commitments, decisions and actions required by a firm to create value and earn above average returns

Strategic Management is a combination of three main processes which are Strategy Formulation, Strategy Implementation and Strategy Evaluation. Strategy Formulation involves performing a situation analysis, self-evaluation and competitor analysis: both internal and external; both micro-environmental and macro-environmental (Dess et al 2005). Objectives are set while this assessment is being done. These objectives have a timeline; some are in the short-term and others on the long-term. Formulation involves

crafting vision statements (long term view of a possible future), mission statements (the role that the organization gives itself in society), overall corporate objectives, strategic business unit objectives, and tactical objectives. These objectives should, in the light of the situation analysis, suggest a strategic plan. The plan provides the details of how to achieve these objectives. This three-step strategy formulation process is sometimes referred to as determining where you are now, determining where you want to go, and then determining how to get there. These three questions are the essence of strategic planning (Wright et al 2008).

The second element of the Strategic Management process is Strategy Implementation which involves; allocation and management of sufficient resources (financial, personnel, time, and technology support), establishing a chain of command or some alternative structure (such as cross functional teams), and assigning responsibility of specific tasks or processes to specific individuals or groups. It also involves managing the process. This includes monitoring results, comparing to benchmarks and best practices, evaluating the efficacy and efficiency of the process, controlling for variances, and making adjustments to the process as necessary. When implementing specific programs, this involves acquiring the requisite resources, developing the process, training, process testing, documentation, and integration with (and/or conversion from) legacy processes (Wright et al 2008).

Although formulating a consistent strategy is a difficult task for any management team, making the strategy work by implementing it throughout the organization is even more difficult (Hrebiniak, 2006). A myriad of factors can potentially affect the process by

which strategic plans are turned into organizational action. Unlike Strategy Formulation, Strategy Implementation is often seen as something of an art rather than a science, and its research history has previously been described as fragmented and eclectic (Noble, 1999). It is thus not surprising that, after a comprehensive strategy or single strategic decision has been formulated, significant difficulties usually arise during the subsequent implementation process. The best-formulated strategies may fail to produce superior performance for the firm if they are not successfully implemented as Noble (1999) notes. Results from several surveys have confirmed this view. A Survey of 276 senior operating executives in 2004 found that 57 percent of their firms were unsuccessful at executing strategic initiatives over the past three years (Allio, 2005).

According to the White Paper of Strategy Implementation of Chinese Corporations in 2006, strategy implementation has become “the most significant management challenge which all kinds of corporations face at the moment”. The survey reported in that white paper indicated that 83 percent of the surveyed companies failed to implement their strategy smoothly, and only 17 percent felt that they had a consistent strategy implementation process. It is thus obvious that strategy implementation is a key challenge for today’s organizations. There are many (soft, hard and mixed) factors that influence the success of strategy implementation, ranging from the people who communicate or implement the strategy to the systems or mechanisms in place for co-ordination and control.

The final element in Strategic Management process is Evaluation which mainly involves measuring the effectiveness of the organizational strategy. It's extremely important to

conduct a SWOT analysis to figure out the strengths, weaknesses, opportunities and threats (both internal and external) of the entity in question. This may require to take certain precautionary measures or even to change the entire strategy (Dess, Lumpkin and Marilyn, 2005).

## **2.4 Challenges facing Strategy Implementation**

Strategy implementation is the translation of chosen strategy into organizational action to achieve strategic goals and objectives. Strategy implementation is the manner in which an organization develops, utilizes and amalgamates organizational structure, control systems and culture to follow strategies that lead to competitive advantage and better performance. Well formulated strategies will fail if they are not properly implemented. Strategy implementation is not possible unless there is stability between strategy and organization dimension such as organizational structure and reward allocation process.

Public sector organizations are increasingly under pressure not only to improve their performance but also to be able to demonstrate such improvement through effective performance measurement. Local Authorities suffer from poor governance and inability to properly administer and deliver services despite the fact that various reforms have been implemented by Government. They have yielded little or no results (Hood, 1995).

This study will examine Strategy Implementation and Challenges at the Municipal Council of Mombasa which include; Inadequate Compensation, Culture, Training, Leadership, Administration challenges, Resources as well as Policies and Procedures.

### **2.4.1 Inadequate Rewarding System**

According to World Bank (2000), numerous factors contribute to Local Authorities weaknesses especially in developing countries. To begin with, the need to provide employment for school dropouts results in overstaffing of Government organizations and Local Authorities, particularly in unskilled and semi-skilled grades. Excessive staffing is not only wasteful but can kill motivation and morale among existing employees. There is frequently the associated problem of ghost workers; workers who continue to be paid full salaries after death, retirement, or leaving service for alternative employment and double payments made to employees.

Unqualified and inexperienced personnel have sometimes been promoted too quickly to senior positions well beyond their capabilities. In some cases pay scales have been compressed to the point that insufficient incentives are provided to senior staff. This lack of proper compensation can lead to high turnover of employees (usually of the most able personnel), moonlighting, corruption, and lack of motivation. An extreme consequence is “the total demoralization of workers and a consequent breakdown in performance of the Authority. Human resource planning has frequently been deficient and not always based on recruitment when there is need, selection, and other aspects of personnel management (World Bank, 2000).

### **2.4.2 Organization Culture**

Organization culture refers to a shared meaning, shared understanding and shared sense of decision making in a working environment. The value that organizations place on role



models through the system of compliments coupled with employee expectations has a big impact on most aspects of organizational life such as how decisions are made, who makes them, how rewards are distributed, who is promoted, how workers/people are treated and how organizations respond to environmental changes (Morgan, 1998).

According to Cole (2003), management systems should be developed which motivate employees from the bottom to pursue growth oriented and innovation focused competitive strategies. A healthy and robust Organizational culture provides various benefits including competitive edge derived from innovation and customer service, consistent and efficient employee performance, team cohesiveness, high employee morale and strong company alignment towards goal achievement

### **2.4.3 Administration Challenges**

In the Local Government development and the challenges of rural development in Nigeria, (Arowolo, 2008) observed that the degree of external influence and intrusion in Local Government affairs by the higher levels of Government was worrisome and needed re-evaluation. There were situations where the state governor unconstitutionally dissolved the entire elected council's officers without proper investigation. This was not good for the future of Local Government administration in the country. Such external interference subverted democratic process and undermined constitutional authority at the grassroots level. To make matters worse, the "almighty" enjoy power and misuse it. Local Governments in Nigeria lacked autonomous financial power and were now considered as an extension of States ministry. The inherent nature of this problem has caused subservience, a situation where Local Government waited for the next directives

from State Government before the former could think of, let alone embark on development projects.

A social audit carried out by Institute for social accountability on Local Development monitor (Obonyo, 2010) revealed that the problem with Kenya's decentralized/devolved institutions was excessive political interference from Central Government and parliament, poor citizen participation, low capacity, poor accountability and resources spread out too thin across numerous schemes.

The Institute recommended that the Government needs to design democratic decentralization policies by implementing constitutional policy and statutory reforms to devolve power not only to Local Governments but also to Local Communities; strengthening the Local Government's capacity in terms of Finance, Personnel, Organization structures, Management systems, Data, Information, Facilities and Networks. They further recommended that to be effective, devolved Governments should have autonomy and independence from the Central Government and ought to have clear and legally recognized geographical boundaries over which to exercise authority and perform public functions. The political framework governing the electoral process at the devolved Government level ought to facilitate the direct participation of residents in the election of leaders. Clear and well defined chain of accountability of the devolved Governments to both the Central Government and the local communities should be defined in order for the local communities to realize the benefits of devolution (Obonyo, 2010)

In South Africa, it has been observed that though most municipalities had undergone some administrative changes because of the amalgamation process in the country, many administrations were still organized in much the same way as before and most had not made significant progress with respect to transforming service delivery. Many municipal councils were still characterized by hierarchy line departments, poor coordination between line departments, and authoritarian management practices. Frontline workers remained unskilled and disempowered while women and black people were not adequately represented in management echelons (World Bank, 2000).

The changed mandate of Local Government in South Africa (with additional development functions) required new capacities, attitudes and approaches which were only beginning to emerge. Relations between Municipal Councils and the administration (between management and the work force and between the municipality and service users) needed to be improved. However, it was observed that some progress had been made with respect to improving the systems that had historically been poorly organized and ineffective. However, significant support and investment were required to build administrative capacities for new Local Government system (UNDP, 2006).

#### **2.5.4 Leadership Challenges**

Empirical research in Africa indicates that senior managers and leaders in Government are conservative, "preferring an unacceptable present to an unpredictable future" (Montgomery, 1997) and are inward- rather than outward-looking. These characteristics have resulted in neglect of policy issues, development goals, and public welfare. Top managers in Africa do not display leadership in undertaking management or Institution

reforms because of the high risks involved under authoritarian management system and hierarchical controls.

A study carried out by the United Nations Development Programme on Tanzania's Local Authorities revealed that the major challenge facing them was leadership. It was observed that most council's were operating with limited Human Resource capacity in terms of numbers and expertise. The shortfall in numbers was even more acute in the remote areas of the country. They further observed that a broader constraint faced by the Local Authorities was attracting and retaining qualified staff to deliver Local Government services. This could be alleviated if the Local Authorities were permitted to increase salaries of employees within the context of their own resources would especially in rural and remote parts of the country (UNDP, 2006).

Cusword et al (2007), in their Human Resources challenges facing Local Authorities in Ghana through an exploratory case study, observed that decentralization had the potential to improve local public service delivery and ensure good governance. However, they argued that for this dream to materialize several Human Resources development policy, actions and interventions were required, including establishing functional, well read and well tooled professional human resource. Also needed was the development of institution structures at all levels of Local Government administration. There was also need to improve core competencies of staff and management in decentralized Governments by promoting an integrated approach to organizational learning that would require development of three inter-related human resources capabilities , including human capital knowledge, skills and competencies) ;social capital (network of reciprocal

relationships and support); and corporate capital (embedded culture, assets and information systems).

The Institute for Local Government Management of South Africa (2009) in a paper presented to their parliament observed that service delivery as a function of Local Government had been the subject of numerous debates. Though the Local Authorities were facing many challenges, solutions had remained elusive despite the efforts made to improve quality of services offered, especially to disadvantaged people in rural centres. This was confirmed by the number of so called dysfunctional municipalities in the country, which was purported to be upwards of 60. Further statistics indicated that nearly 30% of Local Authorities depended on grants and the Government for their revenue.

The Institute further observed that the Integrated Development plan (IDP) started by the Local Authorities in South Africa as a strategic document had been frustrated or comprised by the introduction of other systems of planning such as city Development Strategy. The shortage of credible Integrated Development Plans had been exacerbated by the failure of various national and provincial departments and state-owned enterprises to attend Integrated Development Plan forums and or attendance thereof by junior officials who did not have decision making powers to commit their organizations.

In addition, the two-tier system of district and local municipalities which was adopted by the Local Authority was inefficient and needed to be reconfigured from smaller rural municipalities into larger rural municipalities. The advantage of this would be economies of scale and scope, as well as the ability to concentrate skills and resources in just a few municipalities. Decision-making processes would also be enhanced in as much as service

delivery and support and monitoring by the provincial spheres of government would be heightened (ILGM, 2009). Further, empirical evidence demonstrated that bigger municipalities tended to attract better skilled workers that translated to better service delivery.

### **2.5.5 Resources**

In the Local Government development and the challenges of rural development in Nigeria, (Arowolo,2008) observed that despite the increase in the total amount of funds available to local government in Nigeria since early 1990s, its economic and financial profile was still very poor relative to the development programme it was expected to carry out. This situation was connected to the mismanagement and embezzlement of funds by the Local Councils.

According to Arowolo (2008) Hard- earned and limited resources raised by Local Government were always mismanaged. Priorities were misplaced and projects were done not according to or as demanded by the people but regrettably in tune with the selfish and aggrandizement of the political leadership. There was corruption in low and high places, a practice that was rampant among senior civil service bureaucrats to whom public funds meant for developmental purposes had been entrusted. The wide scale embezzlement of funds therefore rendered the Local Councils financially incapable of discharging their constitutionally assigned responsibilities

### **2.5.6 Training**

It is clear that there exists in developing countries a huge need in the public and the private sectors for well trained managers. Much of the organizational dysfunction encountered in public organizations in developing countries is attributed to a lack of skilled professional managers (Carter, 1991). As a consequence, vast amounts of time and money have been invested by Governments and donor agencies in management training and development with relatively little tangible return. This is not an experience that is particular to developing countries. Similar problems also occur in the industrialized countries

But what explains this state of affairs? And what are the implications for management training in development in developing countries? Part of the explanation is that managers themselves very often do not expect management development to make a difference in their performance. This in turn is a function of a number of factors .First it difficult to do well in management training, and relatively few managers will have worthwhile experiences. For example, one view is that "a sizeable proportion of what goes on under the name of management training, particularly in the short-course area, comprise a dubious cocktail of wishful thinking, anecdotal experience, and an admixture of flavour-of-the -mouth opportunism" (Donnelly, 1991).Despite the empirical evidence and opinion to the contrary, the logic of the centrality of training and development for effective and efficient public management is inescapable. There is universal recognition that relevance must be improved and that training and development must be integrated

**STRATEGY IMPLEMENTATION AT MUNICIPAL COUNCIL OF  
MOMBASA**

**By**

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with wider reform programmes so that they can become mutually reinforcing and sustaining.

The Institute for Local Government management of South Africa (2009) in its report to their parliament observed that the Local Government would only come to fruition through major organizational changes in administration, and by equipping civil servants with the right skills. They observed that e-government was not about technology but about putting the citizen in the centre. They observed that the country was awash with examples and cases of municipalities that had successfully adopted e-governance as platform for transformation and had, as a consequence, turned the tide. The institute also highlighted the importance of technology in the maintenance of system and processes. Research had shown that where system were documented and managed electronically, it was easier to identify gaps in the system and to coordinate practices.

### **2.5.7 Policies and Procedures**

A policy is a statement of agreed intent that clearly and unequivocally sets out organization's views with respect to a particular matter and a procedure is a clear step by step method of implementing an organization's policy or responsibility.

Blair (2005) in his study on the development of Local Authority tool kit for an overhaul reform of Local Government in Eastern Europe observed that there were several challenges facing Local Authorities hence deterring them from effective service delivery. The researcher observed that one could not understand the policies/objectives of the Local Government. He argued that the vision of what Local Government might be was

often unclear to officials and elected representatives at national, regional and local levels thus reforms were not integrated into an agreed strategy. He observed that strong Local Government should be seen as a key element in the stability and sustainable development of the region and would be recognized by all state bodies. In addition, the basic laws on Local Government fell short of implementation or remained ineffective because there was insufficient will at the national level and because there were inconsistencies in the legal framework. He observed that there was need to conduct an in-depth analysis of the Local Government framework to identify possible internal inconsistencies and point to changes required in basic and sectoral legislation.

## **CHAPTER THREE: RESEARCH METHODOLOGY**

### **3.1 Introduction**

This chapter covers the various methodological procedures that the study employed including Research Design, Data Collection and Data Analysis

### **3.2 Research Design**

The study adopted a descriptive case study. Yin (1994) observes that a descriptive case study is organized on the basis of description of the general characteristics and relations of the phenomena in question. The case study involves a careful and complete observation of a social unit. Essentially, it is an intensive investigation of the unit under consideration since it places more emphasis on a full contextual analysis of fewer events or conditions and their interrelations. The objective of the case study method therefore is to locate the factors that account for the behaviour-pattern of the given unit as an integrated totality

### **3.3 Data Collection**

Data was collected using an interview guide. According to Mugenda (1999), interviews provide in-depth data which is not possible to obtain if questionnaires are used. The method involved presentation of oral-verbal stimuli and reply in terms of oral-verbal responses. To facilitate this process, an interview guide was drawn in a structured way and involved the use of a set of predetermined questions and highly standardized

technique of recording. Questions were asked by the interviewer in a form and order prescribed before hand and responses recorded immediately

### **3.4 Data Analysis**

Responses were analyzed using content analysis. This is a qualitative technique for making inferences by systematically and objectively identifying specified characteristics. This means that the responses were analyzed to determine who said what and why in order to make inferences about the interviewees' message, its effect on recipients and to describe the attributes of the message. Responses were categorized using key words and referential units such as words or terms, themes, characters, paragraphs and items. For this reason, the recording units were identified, and criteria determined so as to specify which recording unit falls into what category. The recording units were then classified and coded into categories.

## **CHAPTER FOUR: DATA ANALYSIS, RESULTS AND DISCUSSION**

### **4.1 Introduction**

This chapter is a presentation of data analysis, results and discussion obtained from personal interviews administered to staff drawn from different sections and grades at the Municipal Council of Mombasa

### **4.2 Strategy Implementation and Challenges**

The Municipal Council has a robust corporate plan for the financial year 2011/2012. It was developed by a consultant with the help of some staff members during meetings held at a local hotel. The plan spells out in detail strategic objectives, core activities, strategic initiatives, performance indicators, targets/outputs, responsibility, partners, time frame and budget.

The council's strategic objectives for the year were staff rationalization, mainstreaming cross cutting social dynamic issues, efficient financial and records management systems, as well as the review and introduction of new by-laws that will regulate business and general human interactions. Others were publication of public service delivery charter, provision of quality primary health care services, enhancement of access to physical and social infrastructure; efficient schools management and revenue enhancement. The council had also intended to control expenditure, coordinate urban planning within the council's jurisdiction, generate relevant structural plans, link decision making process on urban development to stakeholders and to leverage operations on Information

Communication Technology (ICT), establishment and operationalization of central information and data depository centre were also planned for in addition to strengthening human resource capacity and improvement of work environment; increasing the quantity and quality of various infrastructures; strengthening urban traffic management as well as disaster preparedness and management. Some of the services offered by the Council are discussed below

The Municipal Council provides extensive health services. It also provides sanitation and primary health services. There are 10 hospitals and nursing homes and 59 health centres, dispensaries and sub- centres within the municipality. While the council does not run any hospital, it runs the bulk of the other facilities. Indeed, the council provides most of outpatient, maternity and family planning services. Most of these services are, nevertheless concentrated in Mombasa Island

Primary education is one of the mandatory services provided by the municipalities. In municipally- owned primary schools, the central Government has been paying teacher's salaries since the financial year 1985/86, but there is an element of cost sharing whereby parents provide facilities in their schools.

The council runs thirteen nursery schools- five on the island, three on the mainland North, two on the mainland West and three on the mainland South. These are not significant given that there are seventy six privately owned and hundred and eight self help nursery schools in Mombasa. Children in municipality run schools are also charged fees but it is relatively low. The council is, in addition, responsible for adult education. It

has thirteen social halls, which are useful for the purpose. No fees are charged for this type of education

The Municipal Council of Mombasa has a large stock of houses. It has 4000 units of various sizes and different categories, most of them being on the island. Half are for use by municipal staff while the rest are available for public use. There is much pressure on available rental houses which are actually rented well below the market price. The maintenance of the houses is very poor. It has been observed that seventy to ninety per cent of the old houses require redevelopment. The council earns some income on its housing stock but more income could be generated with a little investment in maintenance

The objective of strengthening urban traffic management, for example, was not met although it was to enhance smooth flow of traffic in some of the streets through the installation and maintenance of traffic lighting systems in five junctions by 30<sup>th</sup> June 2012. Same can be said of the desire to improve the flow of pedestrians by constructing five kilometres of pedestrian footpaths and lanes by 30<sup>th</sup> June, 2012; rehabilitation of parking bays and improvement of parking control. These activities and initiatives were the responsibility of the responsibility of the municipal engineer. Similarly, there wasn't a significant change in the enforcement of traffic by February 2012 by-laws under the director of inspectorate as envisaged in the financial year's objectives.

By the same token, solid waste management under the objective of clean and conducive environment remains a thorny issue for the director of environment. One only needs to drive from the airport to the town centre through Mwembe Tayari in order to see that

garbage collection and disposal initiatives have not bore much fruit. The council lacks the right equipment, especially trucks and as a result mountains of garbage remain uncollected for days thus posing a health hazard to residents. In this town, removal is largely done by the Municipal Council. The normal charge is very low, ranging from ksh.7.00 to ksh.20.00 per water bill. The council also charges businesses some specified fees for garbage collection, either on an annual or monthly basis. It also provides hire services using its vehicles. The collection of this levy is generally very inefficient. However, the continuous increase in population, especially in the unplanned high-density residential areas, has also exerted pressure on the limited water and sewerage network

Other notable areas where the council failed to meet all its objectives under enhancement of access to physical infrastructure included initiatives concerning the increase of street lighting network and maintenance of existing ones; covering manholes and gulley pot covers as well as the installation of two hundred and eleven road signs by 30<sup>th</sup> June, 2012.

The council's strategic objectives are well formulated. However, Implementations of activities and initiatives have not been very successful save for publication of public service delivery charter and to some extent enhancement of access to physical and social infrastructure; provision of quality primary health care services and efficient schools management. The non-attainment of some objectives during the financial year can be attributed to various challenges including resources, rewards management, organization culture, leadership and administration, rules and procedures and training.



### 4.2.1 Resources

The Municipal Council of Mombasa has, at its disposal both human and financial resources. The human resource is composed of staff employed by the Public Service Commission and the Municipal Council. Its financial resources is made up of funds from the Central Government in the form of LATF and revenue from various sources among them land rates, market fees, parking fees, single business permit, approval of building plans and issuance of occupational certificate. It is worth noting that LATF was established in 1999 through the LATF Act no. 8 of 1998, with the objective of improving service delivery, improving financial management and reducing the outstanding debt of Local Authorities through the annual transfer of 5% of total tax collected by the exchequer

The Council recognizes the importance of the human resource element in the delivery of its mandate. In this regard, the Council prioritized staff rationalization in the financial year 2011/2012. The core activities under this objective were staff audit and optimal staff. In order to achieve establishment of the actual number of staff, staff profiling (levels of staff categories), establishment of functions and staffing requirements and staff reorganization.

Finance is another crucial resource that determines the outcome of service delivery. During the financial year 2011/2012, the Municipal Council laid emphasis on efficient financial and records management system via improved financial management and diversification of revenue bases, as well as revenue enhancement and expenditure control by way of cost reduction and budget preparation. Target initiatives set forth under

revenue enhancement were establishment of new opportunities for revenue collection and reduction of rent seeking and corruption. Initiatives under expenditure control were enhancement of staff capacity to contain costs, adherence to financial management regulations, identification of income and expenditures and preparation of procurement plans.

The Council has done a lot under these objectives. However, it is still unable to provide expected services due to inadequate finances and lack of effective control on the expenditure side. As much as the Council would like to collect more revenue, it was found that it has not exhausted its revenue base. Secondly, corruption is rampant meaning that not all revenue that is collected is remitted to the Council and at times employees don't collect the entire amount that is due. Worse still, is the cost of collection which has been growing over the years. Another problem is existing tariffs. Tariffs applied on garbage collection, public housing, education and health services, for instance, cannot adequately support the expenses incurred by the council to provide such services. Another example is the billing system for water and sanitation which has faced a lot of problems and as a result, not all who receive the service actually pay for it. For this reason, the Council has incurred deficits from provision of these services over the years. Still on finances, the Council does not have sufficient administrative capacity to follow up defaulters and even when caught the legal process is long and cumbersome. This statement is clearly supported by the ongoing media campaign calling on rates defaulters to voluntarily settle their outstanding dues in exchange for amnesty

The Council continues to invest in capacity building for senior staff at the Kenya School of Government and other institutions. However, this has not achieved much in terms of enhancing knowledge on revenue collection activities and therefore increased revenue collection. This is because most revenue collectors are yet to benefit from the programme. Secondly, enhancing revenue collection calls for much more than capacity building. Examples include qualified staff, adequate staff, wider revenue base, empowerment, clear guidelines and resources.

Expenditure control still remains a bane for the Council. Recruitment of staff, for example, is still being done haphazardly and mainly at the whim of politicians. This is exacerbated by other practices such as inherent flaws in the procurement system that often results in purchases not being made from the lowest bidder.

These findings support Arowolo (2008) who observed that Local Government resources are always mismanaged, priorities misplaced, projects implemented as per the wishes of politicians and there is rampant corruption among senior civil servants to whom public funds meant for development purposes have been entrusted

#### **4.2.2 Rewards management**

It was established that the Municipal Council of Mombasa does not have a comprehensive strategy and policy that is supposed to reward people fairly, equitably and consistently in accordance with their value to the Local Authority in spite of the fact that a good strategy is broadly required to support the achievement of goals and improve team and individual performance.

The Council's staff can be classified into two distinct categories, namely those from scale two to nine and ten to eighteen. The Town Clerk is in scale two with the lowest paid employee being in scale eighteen.

The Public Service Commission recruits, promotes, deploys and handles disciplinary matters for staff in scales one to nine while the Municipal Council is responsible for similar functions relating to staff within scales ten to eighteen. A critical look into this arrangement reveals that the possibility of split loyalties among staff is real. Those in the lower scales (ten to eighteen) have a feeling that their public service counterparts are favoured by the Council. That notwithstanding, both groups are not satisfied with their salaries and benefits, which in their opinion is not competitive.

The council has a limited medical scheme for staff in scales two to nine only. The scheme is run by the African Air Rescue and caters for in-patient treatment only at selected hospitals. Out-patient treatment for those who are insured is, however, excluded. Likewise those within scales ten and eighteen are totally excluded from the scheme.

It goes without saying that having such a policy in the work place is counterproductive because it breeds deep resentment among those who are not covered. As if that is not enough, those that are not entitled to medical cover are not treated equally. Examples abound of staff in the lower cadres whose medical bills, at expensive private hospitals, have been paid by the council while the majority is expected to meet their own medical bills. The different treatment of staff can be attributed to lack of clear policy on the matter and a powerful council that sometimes deals with problems on an ad hoc basis.

Members of staff are entitled to a house allowance. However, there is a widespread feeling that the amount paid out is inadequate considering that cost of living in Mombasa has increased dramatically in the last few years yet salaries and house allowances have not kept pace.

Promotions are handled by both the Public Service Commission and the Mombasa Municipal Council. In both cases, the heads of departments make recommendations to the promoting authority. There is a feeling among staff that the Public Service Commission process is fair as it considers individual performance, skills, experience and recommendations of chief officers. However, promotions made by the Council are not always fair. It is worth noting that majority of the Council members are politicians with vested interests. Their numerical strength gives them immense powers, including the decision to promote individual officers without regard to recommendations made by the head of department.

The Council offers some services around the clock. These include fire fighting, ambulance, markets and medical services. Staff who offer their services sometimes work for longer hours and are entitled to extra pay for the extra hours put in. However, those who were interviewed stated that the amount paid is not commensurate with work done overtime.

A report by the World Bank (2000) indicated that Local Authorities face numerous challenges owing to the need to provide employment for school dropouts hence leading to overstaffing. This can lead to low morale among existing staff, corruption,

moonlighting and high employee turnover because overstaffing stretches available resources and thus inadequate compensation

#### **4.2.3 Organization culture**

The culture of an organization is its dominant pattern of shared beliefs and values (Cole, 2003). Accordingly, culture does not become established until this shared understanding achieves dominance in the collective thinking of members of an organization.

It was established that about 80% of the Municipal Council's staff is drawn from the local community; hence the common thread that shapes its culture to a large extent is the Kiswahili language. Unfortunately, Kiswahili is Kenya's national language but not the official language.

In addition, it was observed that the Council lacks sufficient diversity in terms of staff employed in the lower levels. Such skewness does not bode well for the Local Authority as it can stifle growth and initiatives. Furthermore, it influences punctuality, absenteeism and team spirit. As such it is not surprising to find employees reporting to work late, leaving early and failing to report to work without permission or plausible reason.

The Council is the ultimate decision making organ and therefore must approve some decisions/recommendations made by the Town Clerk, chief officers, Local Authority Workers Union and other staff members.

It was also established that team spirit and co-operation among workers is not so strong. The Council has not invested much in team building activities and amenities like

restaurants and sports clubs. It is for this reason that most of them do not interact, do not know what others are doing or are not interested in what is going on. Some decisions take quite some time to be ratified hence a challenge to Strategy Implementation.

Vision and mission statements play a great role in cultivating understanding among staff, common objectives and direction that the organization is taking thus it serves to inculcate a strong organization culture. The Council's vision is "To be a world class holiday destination and a commercial hub of Africa within this century and beyond". Its mission is "To provide and sustain efficient and effective service delivery and enhance socio-economic empowerment of the residents". What is surprising, however, is that most employees do not even know that these statements exist and those who have read about them do not know what they are and therefore do not embody their aspirations. In addition, the Council has not formulated a clear policy statement on its values, corporate aims and organizational rituals like end of year staff parties. A party was held at the end of last year but staff was asked to contribute money. This did not go down well with some of them.

The Municipal Council of Mombasa has a functional Organization structure marked by 18 levels. This is, indeed, a tall structure. According to Cole (2003), the principle disadvantage with such a structure is connected with long lines of communication and decision making and therefore may discourage initiative and risk taking at the operational level.

The Council has recognized that corruption is a vice that must be fought if it is going to deliver on its mandate. It is for this reason that anti-corruption measures have been put in

place. Specific activities that were outlined in the 2011/2012 financial year were to develop anti-corruption policy and to determine corruption level at the Mombasa Municipal Council. Associated targets/initiatives under this objective were to develop a policy document, reduce corruption related audit queries, determination of corruption prevalence and implementation of anti-corruption strategies. The Council has put in place anti-corruption measures but they don't seem to be working on the ground.

The above findings support Cole (2003) who asserted that management systems that motivate employees should be developed from the bottom so as to pursue a growth oriented and innovation focused competitive strategy. This is because a robust culture provides various benefits including competitive edge, team cohesiveness, high employee morale and strong company alignment towards goal achievement

#### **4.2.4 Leadership/Administration**

The Council has somewhat invested in development of some staff. This is done through re-imbursement of tuition fees for those pursuing degree and other professional courses as well as payment of 80% fees for those who attend courses at Government Training Institutes. However, it was found that the majority who are in between scales ten to eighteen have either not taken advantage of the facility or have not been nominated for training.

It was established that there is a mix of benevolent- authoritarian and consultative systems at the Council. The consultative approach is mainly exercised among those in scales two to nine. Here, you will find the Town Clerk and the heads of departments



holding regular meetings. The Town Clerk permits chief officers, section heads and superintendents to make decisions especially on areas that do not require approval of the Council. However, employees in other scales don't have much discretion. They are used to being told what to do and how to do it. This style does not encourage staff development and motivation.

Although the Town Clerk has delegated authority of most functions to chief officers, and those below them like the market superintendent and market master, the amount of authority delegated is not clearly defined or prescribed in an unequivocal way. It was also observed that tight controls still exist over subordinates. Consequently, the subordinates examine, for example, a problem; collect facts and present them to their superiors or Council for decision. The lack of a clear definition has made some managers insecure and are therefore, less likely than confident individuals to take the risk of giving their staff greater freedom to act. A good example is the authority to recruit staff. Ideally, this responsibility is vested in the office of the director of human resources but most decisions in this regard are made by the Council.

There is a lot of political interference in the running of business at the Municipal Council of Mombasa. The Mayor and Councillors have a lot of say during Council meetings and are therefore able to determine whether projects will be implemented or not, even when the same had been approved and funds set aside for the purpose. This is also manifested in recruitment of staff, promotions, award of tenders and allocation of resources among other areas. It was established that technocrats at the Council sometimes wait until the

Council is dissolved, in order to pave way for elections, so that they can make crucial decisions.

Another area where interference was witnessed was during the implementation of strategy meant to ease traffic congestion and facilitate smooth flow of cargo to and from the port and along the Mombasa – Nairobi highway (A109). The strategy called for adjustments to the current traffic flow pattern between Changamwe roundabout and Jomvu kuu such that Trucks and other vehicles would converge at Jomvu after using A109 or Magongo road. Government agencies, stakeholders in transport, industrial and tourism sectors were consulted. The decision was ratified and residents notified through the mass media. Surprisingly, the plan was abandoned at the 11<sup>th</sup> hour

Montgomery (1997) observed that senior managers and leaders in Government are conservative, preferring an unacceptable present to an unpredictable future, and are inward rather than outward looking. This statement is sustained by the above results.

#### **4.2.5 Rules and Procedures**

The Municipal Council has clear rules and procedures that are supposed to guide employees while discharging their duties. They are simple, clear and consistent with the Municipality's bye-laws and the Local Government Act. However, it was established that, in as much as these rules and procedures exist, employees do not always adhere to them. A good example is punctuality. It was found that employees report to work late and leave early. Obviously this has a huge impact on implementation of strategy.

According to Blair (2005), several challenges deter Local Authorities from effective service delivery. He observed that that one could not understand the policies/ objectives of Local Government and therefore there was need to identify possible internal inconsistencies and to point to changes required in basic and sectoral legislation

#### **4.2.6 Training**

The Municipal Council has invested in development of staff through re-imbursement of tuition fees and payment of fees at Government Training Institutes. This is good. However, it is less- job oriented and more careers oriented as it is concerned more with employee potential rather than immediate skills that are tailor- made for an occupation. In this regard, job- oriented training delivered by trainers within the Council is more suitable than the current practice of hiring consultants to do the same.

Carter (1991) observed that much organizational dysfunction encountered in public organizations in developing countries is attributed to a lack of skilled professional managers. As a consequence, vast amounts of time and money have been invested by Governments and donor agencies in management training and development with relatively little tangible return.

## **CHAPTER FIVE:SUMMARY,CONCLUSION AND RECOMMENDATION**

### **5.1 Introduction**

This chapter is a synthesis of the entire study and contains a summary of research findings, conclusion and recommendations

### **5.2 Summary of findings**

The Municipal Council of Mombasa has a well formulated strategy for financial year 2011/12.It is geared towards the provision of efficient and effective services to the residents of Mombasa, creation of an enabling socio- economic, clean, healthy and secure environment; development and maintenance of functional infrastructure; promotion of corporate governance and enhancement of public-private partnership.

The plan spells out in detail strategic objectives, core activities, strategic initiatives, performance indicators, targets/outputs, responsibility, partners, timeframe and budget

Implementation of activities and initiatives has not been very successful except for publication of public service delivery charter and to some extent enhancement of access to physical and social infrastructure; provision of quality primary health care services and efficient schools management. This can be attributed to various challenges. Those interviewed named political interference, corruption, lack of funds, lack of qualified staff, cost overruns, billing system, lack of administrative capacity, inadequate consultation, outdated tariffs and lack of maintenance/investment. These factors are summarized under

rewards management, resources, organizational culture, leadership and administration, rules and procedures and training.

Challenges identified under rewards management included discrimination, lack of a comprehensive strategy and policy aimed at rewarding people fairly and equitably, classification of staff into two categories namely those employed and promoted by the Public Service Commission and Municipal Council of Mombasa.

The Council lacks adequate resources. This is because its revenue base has not been widened, while cost overruns are not uncommon. Some of its traditional sources of income like housing can yield more revenue if additional investment is made. Its billing system and tariffs need to be reformed so as to conform with current trends in the environment. Same applies to the Council's capacity to enforce payment of revenue.

Organization culture plays a major role in integration of staff and inculcation of necessary beliefs and values in the work place. The council needs to employ staff from all ethnic groups in Kenya, sensitize staff on vision and mission statements; and train them on its core values and strategic objectives. Same should be done with regard to procedures and rules, Municipal council's logo, rituals, policy statements and organization structure.

It was found that the Municipal council of Mombasa has clear rules and procedures. However, employees don't pay much attention owing to sluggish enforcement of the same by managers. A case in point is punctuality. Staff report to work late and leave early in spite of a clear policy on working hours. The Municipal Council has invested a lot in

staff development. However, it needs to do more in terms of training staff between scales 10 and 18, identify objectively those who need training, develop appropriate course content, evaluate the training and how it transfers to the job.

### **5.3 Conclusion**

The mandate of the Municipal Council of Mombasa is crystal clear. In order to deliver on this mandate, the council has formulated strategies spanning all its areas of operation. Some objectives like the publication of a public service delivery charter have been met in totality. Others like enhancement of access to physical and social infrastructure, provision of quality primary health care services and efficient schools management have been achieved to some extent

This can be attributed to political interference, corruption, lack of funds, lack of qualified staff, cost overruns, billing system, lack of administrative capacity, inadequate consultation, outdated tariffs, lack of maintenance/investment, rewards management, inadequate resources, organization culture, leadership and administration, rules and procedures and training.

### **5.4 Recommendations**

The Municipal council of Mombasa should review its reward policies and come up with clear guidelines for the implementation of reward strategies and the design and management of reward process. Areas to be looked into should include human resource strategy, reward strategy, grade and pay structure policy, job evaluation, employee benefits, on-financial rewards and performance management. This will address issues that

breed discontent among staff such as the current medical scheme that does not cover all employees

It is recommended that the council should continue exploring new sources of revenue review its tariffs and billing system, adhere to financial guidelines and enhance expenditure controls through daily audits. In addition, the council should seek the assistance of the Kenya Revenue Authority in the collection of some revenue such as land rates. This will address challenges posed by the lack of administrative capacity in the collection of revenue and crucially, lower the cost of revenue collection. Whereas the Kenya Revenue Authority collects revenue at an approximate cost of 2%, it was found that it costs the council about 9% to collect revenue for water and sewage services.

As for human resources, it is recommended that the Council completes staff rationalization programme that began in 2011. It should then match staff with appropriate jobs, recruit suitable staff whenever vacancies arise and peg promotion and remuneration on performance as assessed during annual appraisals. This is the only way to guarantee equity and fairness at the Municipal Council of Mombasa.

Presently, there is no dominant pattern of shared beliefs and values. It is therefore recommended that staff should be sensitized on vision and mission statements, corporate aims and values, policy statements, procedures and rules. In addition, the council should define clearly some of the rituals to be observed at the work place, for example, mode of dressing on Fridays, retirement and end of year parties as well as team building exercises. Establishment of a sports club and a restaurant will also help bring staff together and thus foster unity and corporate culture.

Regarding leadership and administration, it is recommended that chief officers must define clearly what is delegated, to whom and how reports will be made in a structured manner. It is also recommended that the Local Authority service delivery action plan (LASDAP) should be adhered to at all times so as to guard against interference by politicians both at the local and national level.

The Council should carry out adequate research and consult widely before embarking on projects that could be abandoned midstream. A good example is the decision to redirect specific traffic between Changamwe roundabout and Jomvu kuu to Magongo road and Mombasa-Nairobi highway. It failed despite the formation of a taskforce to study and advice the Council on how to do it. On the same breath, the council should ensure that projects are implemented (until completed) once they have been approved and initiated.

It is also recommended that managers enforce rules and procedures without fear or favour like when dealing with late comers or those who don't adhere to rules governing procurement of goods and services.

Lastly, it is recommended that as much as possible, the Municipal Council should utilize trainers within the council before contracting consultants. It should also review its training content from time to time, formulate a policy on training, and identify objectively those who require training, the form that the training takes, evaluation and how it transfers to the job.



### **5.5: Significance for further research**

The devolution of Government will see unprecedented resources being channelled to the grassroots through County Governments that will be expected to formulate and implement their own strategies. This study, therefore, provides valuable information and basis for further research in the County system of Government since they are modelled on the current Local Authorities but with more power and responsibility

### **5.6: Limitations of the study**

The main constraint that I faced was fear and reluctance by those interviewed. It took a lot of convincing for them to open up. Some interviewees kept me waiting for days even after agreeing to be interviewed at a particular time. That notwithstanding, they eventually consented to the interview and I was able to get responses on all questions asked without reservation.

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## APPENDIX A: INTERVIEW GUIDE

1. Gender \_\_\_\_\_

2. Age \_\_\_\_\_

3. How long have you been an employee of Municipal Council of Mombasa?

\_\_\_\_\_

4. What is your current position in the council? \_\_\_\_\_

How has the council performed against the following key performance indicators in the last 5 years?

i) Service delivery.....

ii) Quality of service.....

iii) Consistency in service.....

iv) Efficiency and effectiveness in service delivery.....

v) Coordination of activities.....

### **STRATEGY FORMULATION AND IMPLEMENTATION**

Please indicate your opinion on the following statements regarding strategy implementation



i) Does the Municipal Council of Mombasa have a corporate plan.....

ii) If yes, who developed it?.....

How would you rate the Implementation of Strategy by your organization?

.....

What concrete steps can be taken to improve Strategy Implementation at the Municipal Council?

i.....

ii.....

### **CHALLENGES FACING STRATEGY IMPLEMENTATION**

What challenges does the Council face during implementation of strategy?

(a).....

(b).....

(c).....

(d).....

(e).....

(f).....

(h).....

(i).....

(j).....

(k).....

Please explain the impact of rewarding system (compensation), Organization culture, Leadership/ Administration, Resources, Rules and procedures and Training on Implementation of Strategy

### **A: Resources**

i) Type

.....

.....

.....

ii) Availability and adequacy.....

.....

iii) Staff e.g. adequacy, skills and experience.....

.....

- iv) Finances e.g. sources, collection methods and adequacy.....  
.....  
.....
- v) Financial prudence and use of other resources.....  
.....
- vi) Capacity building and staff development.....  
.....  
.....

In what other ways can resources affect Strategy Implementation?

- i.....
- ii.....

## **B: Rewards management**

- i) Salary.....
- ii) Medical scheme.....
- iii) House allowance.....
- iv) Promotion.....

v) Payment for extra time .....

What other ways can be used to reward employees?

i.....

ii.....

### **C: Organization culture**

i) Decision making.....

ii) Punctuality .....

iii) Absenteeism.....

iv) Corruption.....

v) Independence/ Autonomy.....

vi) Cooperation/Team spirit.....

vii) Language.....

viii) Organization structure.....

In what other ways does culture affect strategy implementation?

i.....

ii.....

## **D: Leadership/ Administration**

- i) Staff development.....
- ii) Leadership style.....
- iii) Delegation of authority to perform duties.....
- iv) Political interference.....

What other ways can Leadership/Administration affect Strategy Implementation?

- i.....
- ii.....

## **E: Rules and procedures**

- i) Simplicity.....
- ii) Consistency of application of bye- laws.....
- iii) Employees understand policies and procedures.....

In what other ways can rules and procedures affect Strategy Implementation?

- i).....
- ii).....

## **F: Training**

- i) Identification. Who needs training? .....
- ii) Content.....
- iii) Who delivers your training? .....
- iv) What form does the training take? .....
- v) How does training transfer to the job? .....
- vi) How is training evaluated? .....

In what other ways can training affect Strategy Implementation?

- i).....
- ii).....