CHALLENGES OF STRATEGY IMPLEMENTATION AT THE MINISTRY OF ROADS AND PUBLIC WORKS IN KENYA

BY

KITUTU MARTHA MERIKOL

A Management Research Project Submitted in Partial fulfillment of the Requirement for the award of the Degree of Master of Business Administration (MBA), school of business, University of Nairobi.

OCTOBER, 2009

DECLARATION

This management project is my original work and has not been presented for a degree in any other university.

Signature.. Date......11/11/2009

Martha Merikol Kitutu.

D61/P/8677/05

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

Signature.. Date..11-11-2009

Dr. Martin Ogutu

Dept. of Business Administration.

University of Nairobi.

DEDICATION

To Mike and Son Seamus for your patience and understanding; with fond love.

ACKNOWLEDGEMENTS

ABSTRACT

Strategy implementation is one of the components of strategic management and is a crucial process to effective management since it impacts every part of the organization's structure. A functioning public works sector is a key pillar of economic growth. In Kenya, the roads and buildings are not in the condition required if they were to play their key role in promoting economic growth.

This study sought to identify the challenges faced by the Ministry of Roads and Public works in strategy implementation and to find out the measures taken in coping with the arising challenges. To achieve this, an interview guide administered to the senior officials within the Ministry of Roads and Public works was used. This study gives a brief overview of the academic literature on the challenges and the responses that the Ministry employs to deal with the challenges during implementation. The study concludes that there exists various challenges to strategy implementation. Among the greatest challenges faced by the Ministry of Roads include resistance to change, unsupportive culture, poor compensation and lack of fit between strategy and structure. Lack of understanding, lack of sufficient communication and lack of coordination and support are the least rated challenges faced by the Ministry of Roads and Public works.

The government through the Ministry of Roads in an attempt to cope with the various arising challenges faced by it develops yearly work plans, establishes appropriate structures for its projects, establishes efficient allocation and management of resources, recruits new and young professionals who bring in new culture, are less resistant to change and possess the relevant skills to the positions to which they are recruited. The study recommends that the Ministry should be aware of what to expect in strategy implementation and should also know the responses that best work to solve these challenges to ensure successful implementation. Due to time constraint, the study focused on strategy implementation and arising challenges and thus, did not cover other important aspects such as strategy formulation. Further research should be carried out on strategy formulation in government Ministries with a view of finding out any challenges faced and give recommendations for improvement.

LIST OF TABLES

TABLE OF CONTENTS

CHAPTER ONE: INTRODUCTION

1.1 Background

1.1.1 Strategy implementation

Strategic Management is the set of decisions and actions that result in the design and activation of strategies to achieve the objectives of an organization (Pearce & Robinson, 1997). Organizations whether profit or non-profit, private or public institutions have in the recent past found it necessary to engage in strategic management in order to achieve their corporate goals. The environments in which they operate have become not only increasingly uncertain, but also more tightly interconnected. This requires a threefold response from organizations. They are required to think strategically as never before, need to translate their insight into effective strategies to cope with their changed circumstances, and lastly to develop rationales necessary to lay the ground work for adopting and implementing strategies in the ever changing environment. (Bryson, 1995).

Strategy implementation is not a well structured and controlled activity as strategy formulation. It involves managing tangible as well as intangible variables. Intangible variables include motivation and commitment of people, values & culture, organizational behaviour and power relationships. Strategic management and hence strategy implementation are context sensitive. Thus the manner in which these are practiced in one sector may not fully help in understanding their practice within other sectors. (Bryson, 1995).

Johnson & Scholes (2002) observes that understanding the strategic position of an organization and considering the strategic choices open to it is of little value unless the strategies managers wish to follow are turned into organized action. According to Aosa (1992), once strategies have been developed, they need to be implemented; they are of no value unless they are effectively translated into action. Strategies are a critical element in organizational functioning, but whereas most organizations have good strategies,

successful strategy implementation might seem quite straight forward; a strategy is formulated and implemented. In the contrary, transforming strategies into actions is far more complex, difficult & challenging and therefore not as straight forward as one would assume (Aaltonen & Ikavalko, 2001). However, poor implementation of an appropriate strategy may cause that strategy to fail (Kiruthi, 2001). An excellent implementation plan, will not only cause the success of an appropriate strategy, but can also rescue an inappropriate strategy (Hunger & Wheelen, 1995). Strategy implementation is therefore crucial to effective management (McCarthy et al, 1986). The implementation process of a strategy typically impacts every part of an organization structure, from the biggest organizational unit to the smallest.

1.1.2 Strategy development in the Public sector

The public sector is defined by Flynn (1993) as being made up of the local governments, civil service and other statutory agencies created by the government. Lynch (2000), draws the difference between the public & private sector institutions by observing that the major difference has been by the lack in the government owned institutions the objective to deliver a profit. Kenya's overriding economic goal is to increase welfare by promoting sustainable development for which the creation of a strong industrial and infrastructural base is now considered key. Drawing lessons from the newly industrialized nations of Asia, there is growing consensus about the fact that encouraging export industries will be critical in the industrialization process.

The roads sub sector has in the past been perceived by the public as inefficient, opaque and allowing for participation of poor quality contractors. Various agencies responsible for funding or executing works have not been able to complete technical and financial audits within the specified time. Dissemination of information to the public about disbursement details and ongoing projects has been slow or non existent. The funding agency has not applied sanctions available for non-compliance within its procedures. Works funding and disbursement procedures are slow and there are incompatible and un-harmonized accounting procedures between funding and implementing agencies.

2

1.1.3 Ministry of Roads and Public works

The Economic Recovery Strategy for wealth and Employment creation for 2003 – 2007 (ERS 2003 – 2007) sets out the broad principles through which the economy of Kenya is being set on the path to fulfilling its economic potential. The ERS projects that annual GDP growth will be raised from the 1.1% observed in 2002 to 7% in 2006. The ERS acknowledges the need for a functional transport sector as the third pillar of the economic recovery effort which is expected to tackle challenges as reduction of poverty by half by the year 2015 and the achievement of newly industrialized country status by 2020.

The Ministry of Public Works came into existence as a distinct ministry responsible for public works projects in April 2008. It was carved out from the larger Ministry of Roads and Public Works. The driving goal of the Ministry is to ensure that projects that are funded with taxpayer money benefit the entire community. This includes making sure construction projects are necessary and sustainable, built on time, to budget, provide leadership and policy direction within the construction sector. Its mission is 'to facilitate provision and maintenance of quality buildings and other public works for sustainable socio-economic development,' which reflects its commitment to maintain and improve the country's infrastructure to meet the goals of Vision 2030, while serving the on-going needs of all of stakeholders.

As an operational arm of Government the Ministry's mandated and functions are as follows; Public Works policy formulation, Public Works Planning, Development and Maintenance of Public Buildings, Maintenance of Inventory of Government Property, Provision of Mechanical and Electrical (Building) Services, Coordination of Procurement of Common-User items by government Ministries, Kenya Building Research Center, Registration of Contractors and Material Suppliers, Registration of Civil, Building and Electromechanical Contractors and the Registration of Architects and Quantity Surveyors

The objectives of the Ministry are to facilitate adequate provision of cost effective Government buildings and other public works, to mobilize resources from the public, development partners and private sector for buildings and other public works, to develop

and maintain building facilities for government operations. to develop and maintain technical and quality audit for buildings and other public works in the public sector. Develop. coordinate and implement all policies related to mechanical and transport services and to carry out tests on new buildings materials research.

From independence up to the mid 1980's, the condition of the roads & buildings was not considered as a major impediment to economic growth. However, cutbacks in recurrent funding for public works which began in 1975 took their toll by the 1980's and throughout the 1990's. The present condition of buildings and roads is characterized by widespread existence of sections whose economic lives has been exhausted and which are imposing high business costs due to maintenance to the tax payers and [inadequate space for the expanded government workforce.

In 1993, the government addressed the issue of diminishing recurrent funds for roads maintenance by establishing Roads Maintenance Levy Fund. Although this has increased the available funds for road maintenance, the fund only caters for 60% of the maintenance requirements if the road was in a good maintainable state. The fund is therefore not sufficient to cater for both the maintenance in good maintainable roads and the extensive amount of backlog maintenance.

The Ministry of Roads & Public works department strategy prepared in 1997 included an overall prioritization plan for road & buildings maintenance works based on a cost benefit analysis. Unfortunately, this plan was generally not implemented. There is a growing acknowledgement that in order to receive best value for money the entire roads & buildings, including upgrading and expansion has been based on sound asset management concepts which includes looking at the life cycle costs and providing maintenance at the opportune time.

Development partners are moving away from the project to project approach to sector wide and budget support. A prerequisite for such support is a comprehensive plan that covers maintenance, upgrading and expansion. Such a plan can be used to secure additional external as well as internal funding.

1.2 The Research Problem

A firm is not isolated from its environment, but interactive with it. These environments are increasingly ever dynamic and present with it opportunities and threats to the organization. Clients are also evolving and their needs increase in their complexity each day. In order for organizations to survive and deliver goods and services effectively and efficiently, they require to engage in effective strategic management process. According to Kiruthi (2001), all organizations must grapple with the challenges of the changing environment in which they operate. Various organizations develop and or formulate their strategies differently. Whatever the process, each organization ends up with what is called a strategy.

The unpredictable nature of today's environment makes strategy implementation more difficult and complex (Harvey, 1988). Research carried out in this area (London and Hart, 2004; Mintzberg & Quinn; 1991; David, 1997; Wang, 2000) indicate an implementation failure rate of over 65% in organizations. Some of the main challenges faced by the Ministry of Roads include unsupportive aspects of organizational structure, unsupportive aspects of organizational culture, resistance to change by staff, implementation taking unnecessarily too long than anticipated; unsupportive processes and procedures, uncontrollable factors in the environment, major obstacles surfacing during implementation that were not anticipated beforehand, inadequate resources and inadequate training for staff. Other challenges include advocates and supporters of strategic decisions leaving in the middle of implementation undermine the staff commitment and enthusiasm and also, inadequate information systems to monitor strategy implementation.

5

Mintzberg & Quinn (1991) stated that 90% of well formulated strategies are successfully implemented. The reasons that have been advanced for the success of or failure of the strategies revolve around the firm's structure and the strategy, allocation of resources, the organizational culture, leadership and rewards as well as the nature of the strategy. In Kenya, a few research studies have been carried out in strategy management implementation in government institutions. Kithinji (2005) examined the factors affecting implementation of government strategies in agriculture to reduce poverty specifically in Meru Central District. Mbeche (1993) looked at the strategic management of Kenyan agricultural projects with emphasis on the options for the effective involvement of operational research / management science methodology.

Aosa (1992) covered strategy formulation and implementation in large private manufacturing companies in Kenya. A lot has changed since then that may need updating. The component of strategy implementation in Kenya remains a crucial aspect in the organization strategic management process. This study focuses on the challenges to strategy implementation and in particular Ministry of Roads and seeks to find out the challenges faced by the Ministry in implementation of strategies.

The interest in the study 'Challenges to Strategy implementation in government ministries, with a focus on the Ministry of Roads & Public works' has been inspired by the fact that strategy implementation in government institutions has in general not received similar attention as in private institutions. Besides, the existing knowledge in addition to the current literature is biased towards developed nations, creating further a gap in emerging economies and their unique needs.

Moreover, strategy implementation as a field of study is so new that there is no consensus about its dimensions (Stoner et al, 2001). Hrebiniak, 2005 states that Strategy implementation is still a new field of management and has not been fully understood compared to formulation. Strategy implementation will therefore continue to attract attention because it plays a central role in the overall success of organizations today be they small or large, profit or non-profit making and even government institutions

6

worldwide. What therefore are the challenges facing the Ministry of Roads and Public works in strategy implementation and what are the measures taken in coping with the arising challenges?

1.3 The Research Objectives

i. To establish strategy implementation challenges faced by the Ministry of Public works.

ii. To establish the measures taken by the Ministry to cope with the challenges.

1.4 Importance of the study

Findings of the study will particularly be useful in providing additional knowledge to existing and future institutions on strategy implementation. Secondly, the findings of this study will help in enlightening the key decision makers in government ministries in policies formulation and on how to successfully implement their strategies and how they could purpose to mitigate the challenges facing it.

Thirdly, the study will make recommendations on how to successfully implement strategies in other government ministries and departments. The study will in addition to the above, be useful to stakeholders, financiers, donors and investors in formulating and planning areas of intervention and support.

CHAPTER TWO: LITERATURE REVIEW

2.1. Strategy implementation

Strategy implementation typically involves designing appropriate organizational structures and control systems to put organization's chosen strategy into action (Charles & Gareth, 2001). According to Irwin (1995), strategy implementation is an internal operations driven activity involving organizing, budgeting, motivating, culture building, supervising and leading to make the strategy work. Thompson & Strickland (1989) noted that the cornerstone of strategy implementation is building an organization capable of carrying out the strategy successfully.

Strategy implementation is one of the components of strategic management and refers to a set of decisions and actions that result in the formulation and implementation of long-term plans designed to achieve organizational objectives (Pearce & Robinson, 2003). Its purpose is to complete the transition from strategic planning to strategic management by incorporating adopted strategies throughout the relevant system (Bryson, 1995).

According to Aosa (1992), once strategies have been developed, they need to be implemented; they are of no value unless they are effectively translated into action. However, poor implementation of an appropriate strategy may cause that strategy to fail (Kiruthi, 2001). An excellent implementation plan will not only cause the success of an appropriate strategy, but can also rescue an inappropriate strategy (Hunger & Wheelen, 1994).

Once a company has chosen a strategy to achieve its goals, that strategy has to be put into action. The four main components of strategy implementation include; designing appropriate organizational structures, designing control systems, matching strategy, structure and controls and managing conflicts, politics and change. The implementation process is therefore crucial to effective management since the implementation process of strategy typically impacts every part of the organization structure, from the biggest organizational unit to the smallest (McCarthy et al 1996).

To ensure success, the strategy must be translated into carefully implemented action. This means that the strategy must be translated into guidelines for the daily activities of the members, the strategy and the firm must become one, that is, the strategy must be reflected in the way the firm organizes its activities and in the firm's values, beliefs and tone. In implementing the strategy, the firm's managers must direct and control actions and outcomes and adjust to change. The key aspect of implementing a strategy is the institutionalization of the strategy so it permeates daily decisions and actions in a manner consistent with long-term strategic success. Fundamental elements to be managed to 'fit' a strategy if the strategy is to be effectively institutionalized are the organizational structure, leadership, culture and rewards (Pearce and Robinson, 1997). The factors responsible for successful strategy implementation include structure, systems, leadership, culture, resources, people, and communication as discussed below

A company's organizational structure maps out roles and responsibilities along with reporting relationships (Charles & Gareth, 2001). It refers to the shape, division of labor, job duties and responsibilities, the distribution of power and division-making procedures within the company, which influences the types of strategy used by an organization (Okumu, 2003). It is a formal framework by which jobs tasks are divided, grouped and coordinated (Robbins and Coulter, 2002). Organizational structure is a major priority in implementing a carefully formulated strategy. It helps people pull together in their activities that promote effective strategy implementation. The structure of an organization should be compatible either for the structure or the strategy itself (Koske, 2003). However, Mintzberg and Quinn (1991) argue that the central problem in structuring today is not the one on which mot organization designers will spend their time by dividing of tasks. It is one of emphasis on how to make the whole thing work.

Organizational culture refers to the set of assumptions that members of an organization share in common (Pearce and Robbinson, 2002). McCarthy et al (1986) noted that culture affects both the way the managers behave within the organization as well as the decisions they make about the organization's relationship with the environment and its strategy.

9

Pearce and Robbinson (1997) content that culture can be both strength as well as weakness for the organization. They argue that as strength, it can facilitate communication. On the other hand, it can be its weakness by obstructing the smooth implementation of strategy by creating resistance to change.

David (1997) observed that organization have at least four types of resources that can be used to achieve desired objectives namely: financial resources, physical resources, human resources, and technological resources. As Harvey (1998) noted, the operating level must have the resources needed to carry out each part of the strategic plan. It should therefore be possible to implement a strategy with the resources available, but it may be not possible to implement a strategy which requires more resources than is available.

Systems mean all the procedures, formal and informal, that make the organization go day-by-day and year-by-year; capital budgeting systems; cost accounting procedures; and budgeting systems (Mintzberg and Quinn, 1991). Organizational structures specify the allocation of responsibilities for specific tasks. These activities need to be carried out efficiently because they reinforce the implementation of strategy. According to Aaltonen and Ikavolka (2001), linking organizational goal setting systems is very essential in strategy implementation.

Strategic leadership refers to the ability to articulate a strategic vision for the company and to motivate others to but into that vision (Charles & Gareth, 2001). Good leadership is needed for effective implementation of strategy, as this will ensure that the organizational efforts is united and directed towards achievement of its goals (Pearce and Robinson, 1991). According to Koske, (2003), leadership is considered to be one of the most important elements affecting the organizational performance. The leadership of the organization should be at the forefront in providing vision, initiative, motivation and inspiration. The management should activate team spirit and act as a catalyst in the whole strategy implementation process. As much as possible, the leadership of the organization

10

should fill relevant position with qualified people committed to the change efforts (Bryson, 1995).

However, not many organizations implement their strategies successfully. The factors responsible for successful strategy implementation are met with challenges which results to causes of failure and hence do not experiment the outcomes and benefits intended. Leadership is the actual support and involvement of the CEO in the strategic initiative (Okumu, 2003). Within the organizational structure, individuals, groups, and unites are the mechanics of the organizational action. The effectiveness of their action is a major determinant of a successful implementation. According to Pearce and Robinson (2003), two leadership issues are of fundamental importance: the assignment of key managers and the role of the CEO as he is most closely identified with and ultimately accountable for a strategy's success and represents an important source for clarification guidance, and adjustment during implementation.

The right managers have to be the right position for the new strategy to be effectively implemented. To ensure successful implementation, this is one tool that CEOs are concerned with first. According to Meldrum and Atkinson, (1998) leadership is crucial in using process factors and also manipulating the internal context to create a context receptive to change. He said that implementation is one of the most difficult business challenges facing today's managers

According to Okukus (2003), this involves recruiting new staff and providing training incentives for relevant employees. Gunnigle and Moore (1994) argue that organizations will experience severe problems in strategy implementation if it is not effectively linked with appropriate personnel policy choices. A policy needs to be in place that follows for recruitment of new staff as per requirements of the new business strategy implementation. On the other hand, a new pay doesn't necessarily mean implementing reward practices or abandoning traditional ones; it means identifying pay practice that enhances the organizations strategic effectiveness. Inconsistence between what organizations say about their reward systems and what they do will create

11

misunderstanding and not create the behaviors needed for business strategy achievement operational and resource allocation have a direct in this factor.

These are the mechanisms that send formal and informal messages about the new strategy. Pechlaner and Sauerwein 2002) point out that communication and cooperation between diverse participants within an organization have been recognized as crucial elements to maintain organizational stability and adaptation to change. Organizational communications play important roles in training, knowledge distribution and learning in the process of strategy implementation. Okumus (2003) observes that they may serve as important or even critical knowledge distribution learning channels in developing new competencies, and as "supporting" networks by which local staff gain motivation and confidence. They further help to overcome the limitations of corporate resources and allow the distributed organizational resource to be used synergistically.

Communication is persuasive in every aspect of strategy implementation, and it is related in a complex way to organizing process, organizational context and implementation objectives which in turn, have an impact on the implementation process. However, Pechalner and Sauerwein 2002) argue that effective communication is a primary requirement of effective implementation but it does not guarantee the effectiveness of implementation.

2.2 Strategy Implementation Challenges

Challenges that occur during the implementation process of a strategy are an important area of research because even the best strategy would be ineffective if not implemented successfully. Despite the fact that challenges to successful strategy implementation have not been widely investigated, there are some issues that have surfaced in many studies (Muthuiya, 2004).The following are the most common challenges to strategy implementation;

2.2.1 Lack of sufficient communication

Aaltonen and Ikavalko (2001) state that the amount of strategic communication in most organizations is large with both written and oral communication being used in form of top down communications. However, a great amount of information does not guarantee understanding and there is still much to be done in the field of communicating strategies.

According to Wang (2000), communication should be two way so that it can provide information to improve understanding and responsibility and to motivate staff. Also they argue that communication should not be seen as a one-off activity throughout the implementation process. In many cases it is not so and therefore communication still remains a challenge to strategy implementation process.

2.2.2 Lack of clear understanding

Before any strategy can be implemented, it must be clearly understood. Clear understanding of a strategy gives purpose to the activities of each employee and allows linking whatever task is at hand to the overall organizational direction (Byars et al. 1996). Lack of understanding of a strategy is one of the obstacles of strategy implementation (Aaltonen and Ikavalko, 2001). They point out that many organizational members typically recognize strategic issues as important and also understand their context in generic terms. However, the problem in understanding arises when it comes to applying issues in the day to day decision making.

Al-Ghamde (1998) identified barriers to strategy implementation which include; competing activities that distract attention from implementing the decision; changes in responsibilities of key employees not clearly defined; key formulators of the strategic decision not playing active role in implementation; problem requiring top management involvement not communicated early enough; key implementation task and activities not sufficiently defined; information systems used to monitor implementation are inadequate; overall goals not sufficiently understood by employees; uncontrollable factors in the external environment; surfacing of major problems leafing the organization during implementation; and implementation taking more time than originally allocated.

Meldrum an Atkinson (1998) identified two problems of implementation: a flawed vision of what it seems to be in a strategic position within an organization and a myopic view of what is needed for successful management of operational tasks and projects within a strategic brief.

2.2.3 Lack of coordination and support

Studies by Okumus (2003) found that the main barriers to the implementation of strategies include lack of coordination and support from other levels of management and resistance from lower levels and lack of or poor planning activities. Freedman (2003) lists out a number of implementation pitfalls such as isolation, lack of stakeholder commitment, strategic, drift, strategic dilution, strategic isolation, failure to understand progress. initiative fatigue, impatience, and not celebrating success.

Sterling (2003) identified reasons why strategies fail as unanticipated market changes; lack of senior management support; effective competitor responses to strategy application of insufficient resources; failure of buy in, understanding, and/or communication; timeliness and distinctiveness; lack of focus; and bad strategy poorly conceived business models. Sometimes strategies fail because they are simply ill conceived. For example business models are flawed because of a misunderstanding of how demand would be met in the market.

2.2.4 Lack of fit between strategy and structure

Awino (2001) identified four problems areas affecting successful strategy implementation. She cited lack of fit between strategy and structure; inadequate information and communication systems; and failure to impart new skills. Koske (2003) observes that there are many organizational characteristics, which act to constrain strategy implementation. He identified most challenges as concerning connecting strategy formulation to implementation; resource allocation; match between structure with strategy; linking performance and pay to strategies; and creating a strategy supportive culture.

Whilst the strategy should be chosen in a way that it fits the organization structure the process of matching structure to strategy is complex (Byars et al 1996). The structure that served the organization well at a certain size may no longer be appropriate for its new or planned size. The existing structure and processes in the organization support in different ways, there is likely to be problems should the existing structures be used to implement the changes (Campbell et al. 2002). The current structures may as well distort and dilute the intended strategy to the point where no discernible change takes place. According to McCarthy et al (1986), creating that structure for managers is the selection of the organization structure and controls that will implement the chosen strategies effectively.

2.2.5 Culture

Cultural impact under estimation is yet another challenge to strategy implementation. The implementation of a strategy often encounters rough going because of deep rooted cultural biases. This causes resistance to implementation of new strategies especially in organizations with defensive cultures. This is because they see changes as threatening and tend to favor "continuity" and "security" Wang, 200). It is the strategy maker's responsibility to choose a strategy that is compatible with the "sacred" or unchangeable parts of prevailing corporate culture (Thompson and Strickland, 1989).

Creating an organization's culture, which is fully harmonized with implementation plan. This offers a strong challenge to the strategy implementation leadership abilities. Aosa (1992) observes that lack of compatibility between strategy and culture can lead to high organizational resistance to change and demotivation, which can in turn frustrate the strategy implementation.

2.2.6 Insufficient resources

Resource insufficiency is another common strategy implementation challenge. David (1997) argues that allocating resources to particular divisions and departments does not mean that strategies will be successfully implemented. This is because a number of factors commonly prohibit effective resource allocation. These include overprotection of resources, too great emphasis on short-term financial criteria, organizational policies, vague strategy targets reluctant to take risks, and lack of sufficient knowledge. Also,

established organizations may experience changes in the business environment that can make a large part of their resource base redundant resources, which may be unable to free sufficient funds to invest in the new resources that are needed and their cost base will be too high (Johnson and Scholes, 2002).

Changes do not implement themselves and it is only people that make them happen (Bryson, 1995). Selecting people for the key positions by putting a strong management team with the right personal chemistry and mix of skills is one of the first strategy implementation steps (Thompson and Strickland, 1997). They point out that assembling a capable team is one of the cornerstones of the organization-building task. Strategy implementation must determine the kind of core management team they need to execute the strategy and then find the right people to fill each slot. Staffing issues can involve new people with skills (Hunger and Wheelen, 1995). Bryson (1995) observes that people's intellect creativity, skills, experience and commitment are necessary towards effective implementation. However selecting able people for key positions remains a challenge to many organizations.

2.2.7 Poor compensation systems

Organizations often find it difficult to carry out strategies because they have executive compensation systems that measure and reward performance in a way that ignores or even frustrates strategic thinking, planning, and action (McCarthy et al, 1986). Most incentive programs are designed only for top management. Lower levels of management and operative employees do not normally participate (Bryars et al, 1996).

If strategy accomplishment is to be a really top priority, then the reward structure must be linked explicitly and tightly to actual strategic performance (Thompson and Strickland, 1997). Bryson (1995) asserts that people must be adequately compensated for their hard work. McCarthy et al, 1986), argue that in many companies, much effort has been put into both strategy formulation and resource allocation process as a way to improve implementation and unfortunately, efforts have not been wholly effective because the necessary measurement and rewards system that completes the cycle is lacking.

2.2.8 Resistance to change

Strategy is all about managing change. Resistance to change is one of the greatest threats to strategy implementation. Strategic change is the movement of an organization from its present state to toward some desired future state to increase its competitive advantage (Hill and Jones, 1999). The behaviour of individuals ultimately determines the success or failure of organizational endevours and top management concerned with strategy and its implementation must realize this (McCurthy et al, 1986). Change may also result to conflict and resistance. People working in organizations sometimes resist such proposals and make strategy difficult to implement (Lynch, 2000). This may be due to anxiety or fear of economic loss, inconvenience, uncertainty and break in normal social patterns (David, 1997).

Organizational politics is another to strategy implementation. Organization politics are tactics that strategic managers engage in to obtain and use power to influence organizational goals and change strategy and structure to further their own interests (Hill and Jones, 1999). Wang (2000), states that it is important to overcome the resistance of powerful groups because they may regard the change caused by new strategy as a threat to their own power. Top-level managers constantly come into conflict over what correct policy decisions would be and power struggles coalition building is a major part of strategic decision making. According to them, the challenge organizations face is that the internal structure of power always lags behind changes in the environment because in general. the environment changes faster than organizations can respond.

2.3 Overcoming Strategy implementation Challenges

Thompson & Strickland (1989) state that strategy implementation challenge is to create a series of tight fits between strategy and organizations' competencies; capabilities and structure, between strategy and budgetary allocations; between strategy and policy; between strategy and reward structure; between strategy and internal support system and between strategy and corporate culture. The four 'soft' S (staff, style, shared values and skills) are considered key to business success. To overcome challenges, a firm needs to manage resources, manage information, manage technology and manage change.

17

2.3.1 Ownership of strategy

One of the main problems experienced in strategy implementation is lack of sufficient communication (Muthuiya, 2001). Aaltonen & Ikavalko (2001) stated that lack of understanding of a strategy is one of the obstacles of strategy implemention. Before any strategy can be implemented, it must be clearly understood. Clear understanding of a strategy gives purpose to the activities of each employee and allows them to link the tasks at hand to the overall organization direction (Byars et al, 1996).

The current structures may as well distort and dilute the intended strategy to the point where no discernible change takes place. According to McCarthy et al (1986), creating that structure for managers is the selection of the organization structure and controls that will implement the chosen strategies effectively.

2.3.2 Creating a strategy supportive culture

Organizational culture is the set of important assumptions that members of an organization share in common (Pearce & Robinson, 1997). According to Thompson & Strickland (1989), every organization has a unique culture. It has its own climate and organization personality. Organization culture is the DNA of an organization, not always visible, but it controls the form and functions of what the organization ends up being.

Strategy makers are responsible for choosing a strategy that is compatible with the "sacred" or unchangeable parts of prevailing corporate culture (Thompson and Strickland, 1989). Aosa (1992) observes that lack of compatibility between strategy and culture can lead to high organizational resistance to change and demotivation, which can in turn frustrate the strategy implementation.

2.3.3 Establishing appropriate structures

According to Chandler's research on strategy and structure (Chandler, 1962), organizational structure follows from the growth strategy scrutiny by the firm and the organizations do not change their structures until they are provoked by inefficiency to do so. Chandler therefore suggests that as organizations change, their growth strategy, new

18

administrative problems arise that are solved when the organization is refashioned to fix the new strategy.

Organizational structure plays a crucial role in defining how people relate to each other and in influencing the momentum of change (Clarke, 1994). The structure of an organization helps people pull together in their activities that promote effective strategy implementation. Successful strategy execution therefore depends greatly on good internal organization and competent personnel. Building a capable organization is thus a top strategy implementation priority (Thompson & Strickand, 1989).

2.3.4 Managing Resource allocation

The four types of resources that can be used to achieve desired objectives are; financial resources, physical resources and technological resources (David, 2003). Once strategic option has been settled upon, management attention turns to evaluating the resource implications of the strategy (Campbell et al, 2002). Knight (1993) states that to achieve a strategy, resources are required and need to be allocated. David (2003) has argued that allocating resources to particular divisions and departments does not mean that strategies will be successfully implemented.

One of the first strategy implementation steps involves selecting people for the key positions by putting a strong management team with the right personal chemistry and mix of skills (Thompson and Strickland, 1997). Assembling a capable team is one of the cornerstones of the organization-building task. Strategy implementation must determine the kind of core management team they need to execute the strategy and then find the right people to fill each slot. Staffing issues can involve new people with skills (Hunger and Wheelen, 1995).

19

2.3.5 Good leadership

Goleman (2000) defined leadership as the common thread that runs through the entire process of translating strategy into results and is key to engaging the hearts and minds of the people. He further emphasizes that best leaders do not know first one style of leadership, they are skilled at several and have the flexibility to switch between styles as circumstances dictate.

Research has shown that most successful leaders have strengths in the following emotional intelligence competencies; self awareness, self regulation, motivation, empathy and social skill. The role of leadership is to galvanize commitment among people within an organization as well as stakeholders outside the organization to embrace change and implement strategies intended to position the organization to do so (Pearce & Robinson, 1997).

2.4 Aspects of strategy implementation

Hofer (1984) considers strategic management as a process, which deals with fundamental organizational renewal and growth with development of strategies, structures and systems necessary to objectively manage the strategy formulation, and implementation process. Strategic management is a process consists of different phases, which are sequential in nature (Kazmi, 2002). These phases include: Establishing the hierarchy of strategic intend, formulation of strategies, implementation of strategies and performing strategic evaluation and control. It is to be noted that division of strategic management into different phases is only for purposes of orderly study. In real life, the formulation and implementation process are intertwined (Andrews, 1971).

The different aspects involved in strategy implementation cover practically everything that is included in the discipline of management studies (Kazmi, 2002). The strategic devised by the organization proposes the manner in which the strategies could be put into action. Strategies by themselves do not lead to action. They are statements of intent. Implementation tasks are meant to realize the intent. These tasks include: allocation of resources, design of structures and systems, formulation of functional policies e.t.c.

Well-crafted strategies that can't be implemented create no real value. Effective implementation begins during strategy formulation when questions of 'how to do it' should be considered in parallel to 'what to do' (Koske 2003). Effective implementation results when organizational resources and actions are tied to strategic priorities and when key success factors are identified and performance measures and reporting are aligned (Deloitte and Touche, 2003).

David (1997) noted that it is always more difficult to do something (strategy implementation) than to say you are going to do it (strategy formulation). Unlike strategy formulation, strategy implementation varies substantially among different types ad sizes of organizations (Alexander, 1985). According to Kazmi (2002), implementation of strategy calls for alteration existing policies. In most organizations, strategy implementation requires a shift in responsibility fro strategies to divisional and functional manager. It is therefore of paramount importance to ensure that there is a shift in responsibility to ensure successful implementation. Hence the implementation of strategy should therefore be fully involved in strategy formulation so that they can own the process.

2.5 Principal tasks in strategy implementation

In as much as managers approaches need to be tailor-made for the situation. Thompson and Strickland (1996) points out that there are certain bases that have to be covered no matter what the organizational circumstances; building an organization capable of carrying out the strategy successfully, developing budgets to steer ample resources into those value-chain activities critical to strategic success; establishing strategically appropriate policies and procedures; instituting best practices and mechanisms for continuous implementation; installing support systems that enable company personnel to carry out their strategic roles successfully throughout tying rewards and incentives to the achievement of performance and corporate culture; and exerting the internal leadership needed to drive implementation forward and to keep improving on how the strategy is being executed.

They further argue that one or two of these tasks usually end up being more crucial or time consuming than others depending on the organizational financial condition and competitive capabilities, the nature and extent of the strategic change involved, the requirements for creating suitable competitive advantage, the strength of deep-rooted behavior patterns that need to be changed, whether there are weaknesses to or new competencies to develop, the configuration of personal and organizational relationships in the firms history, any pleasures for quick results and near-term financial implements, and any other relevant factors.

CHAPTER THREE: RESEARCH METHODOLOGY

3.1. Research Design

This study was conducted through a case study. It was done at the Ministry of Public Works to identify the various challenges that are faced in the process of strategy implementation. The design was considered suitable as allowed an in-depth study of the subject of the challenges in the strategy implementation. The Ministry of Public Works being one of the key and largest ministries in the nation was considered important in understanding the challenges faced by government ministries in strategy implementation.

The Ministry is mainly involved in provision of infrastructural facilities in the form of roads and building works. According to Kothari (1990), a case study involves a careful and complete examination of a social unit, institution, family, cultural group or an entire community and embraces depth rather than breath of the study.

3.2. Data Collection

Primary data was collected by use of a comprehensive interview guide (see appendix 1) addressing various issues to strategy implementation e.g. resource allocation, policies, matching strategy with structure, culture and support systems.

A total of eight senior employees were interviewed. The study involved top level management, who mainly consist of Departmental Heads within the Ministry. The departmental heads interviewed included, the Chief Engineer Mechanical, Chief Engineer Electrical, Chief Quantity Surveyor, Chief Architect, Chief Procurement Officer, Chief Engineer Civil & Structural, Chief ICT officer and the Chief Personnel Officer.

3.3. Data Analysis

This research intended to yield qualitative data from the interview schedules and questionnaires. Data was analyzed using content analysis because this study sought to solicit data that is qualitative in nature, and given that it is a case study. Analysis of data collected was by comparing them with the theoretical approaches and documentations cited in the literature review.

The data was obtained from the various management team members belonging to different departments and compared against each other in order to get more revelation on the issues under study. The researcher made meanings from informants' responses through conceptualization and explanation building. The variables analyzed were challenges facing strategy implementation and the measures taken by the ministry in coping with them.

CHAPTER FOUR: DATA ANALYSIS AND INTERPRETATIONS

4.1 Introduction

This chapter presents the analysis and findings of the study. The data was collected in the form of interviews by use of an interview guide administered to Senior Officials within the MOR&PW. The data collected in the study was summarized and presented in the form of percentage tables and descriptive statistics such as mean and standard deviation.

4.2 Respondents background information

Since this is a case study, data was collected from 8 informants through interviews using a structured interview guide (see appendix). The informants interviewed were Senior officers who mainly included the Heads of Departments within the Ministry of Roads and public works. The Heads of Departments interviewed included, the Chief Engineer Mechanical, Chief Engineer Electrical, Chief Quantity Surveyor, Chief Architect, Chief Procurement Officer, Chief Engineer Civil & Structural, Chief ICT officer and the Chief Personnel Officer. Table 1 summarizes their details.

Table 1: No. of years in position

Length of service (yrs)	Frequency	Percentage (%)
Below 5	0	0
6–10	0	0
11-15	2	33.33
Above 16	6	66.67

Source: Research data.

The table above shows that majority of the informants, comprising 66.67% of the population, had worked for the MOR&PW for over 16 years.

4.3 Factors responsible for strategy implementation

A question asking respondents to rate their opinion on the challenges faced by the Ministry of Roads and public works while implementing strategies was asked and a 5 point likert scale was used. 5 indicated greatest extent, 4 for great extent, 3 for moderate extent, 2 for less extent and 1 for Not at all. Scores were assigned; 1,2,3,4 and 5 representing a score of 1,2,3,4 and 5 respectively. Mean scores were then computed based on the responses from the respondents and standard deviations computed for each challenge. Challenges with high mean scores and a lower standard deviation meant that the challenge had a great impact to the organization and that it was reliable. Table 2 illustrates the responses.

Table 2. Factors responsible for strategy implementation

No.	Factors	Mean score	Standard deviation
1	Structure	3.9	1.59
2	Culture	4.1	1.18
3	Resources	3.7	1.29
4	Systems	3.8	1.31
5	Leadership	3.8	1.31
6	People	3.5	1.50
7	Communication	3.6	1.24

Source: Research data

From table 2, it is clear that informants felt culture, structure, systems, leadership and resources are most rated factors responsible for strategy implementation, whereas people and communication were considered least responsible for strategy implementation. The structure at the Ministry of Roads and Public works is such that the reporting relationship is vertical. Each department has its own structure with the departmental heads reporting to Permanent Secretary of the Ministry of Roads and Public works. This therefore means that from the overall strategic plan for the Ministry, each department makes its work plan that is geared towards achieving of the overall strategies set out for the organization.

26

Departments form teams for each particular project outlined within the yearly work plan for that department. The systems within the Ministry of Roads and Public works is such that all the procedures for day-to-day activities are formal and uniform throughout the organization. These systems dictate all the activities and are followed in budgeting, preparation of accounts and allocation of duties and responsibilities.

Strategic leadership within the Ministry is provided by the Permanent secretary and the departmental heads who is responsible for articulating the vision for the organization and motivating the staff towards achieving of the set goals. Each departmental head is responsible of a team of professionals that work towards achieving the set objectives for the department. The resources for the execution of strategies include human resources and financial resources for execution of the various projects within the Ministry of Roads and public works.

Communication of the strategies within the Ministry of Roads is top down approach. The communication channels commonly used as outlined by the informants include the use of Memos, circulars and letters sent through the departmental heads to all staff. Written communication channel constitutes 95% of all communication with the remaining 5% being other forms of communication such as through meetings and telephone. The people according to the informants are important in strategy implementation. 65% of the staff within the Ministry of Roads and Public works are professionals whereas the remaining 35% constitutes the support staff such as secretaries and clerks who support the professionals.

4.4 Strategy implementation challenges

This research sort to find out the extend of the identified challenges. Respondents were asked to rate the level of impact of each of the challenges identified using a 4 point scale where 1 = Not at all and 4 = Great extent. The findings are tabulated in table 3.

Table 3. Strategy implementation challenges

No.	Challenges	Mean score	Std deviation
1	Lack of sufficient communication	3.5	1.10
2	Lack of understanding	3.2	1.68
3	Lack of coordination and support	3.5	1.50
4	Lack of fit between strategy & structure	3.7	1.29
5	Culture	3.9	1.59
6	Insufficient resources	3.6	1.24
7	Poor compensation systems	3.8	1.31
8	Resistance to change	4.1	1.18
9	Limited & outdated information technology	3.9	1.59
10	Wrong strategic choices	3.6	1.24
11	Government interference & regulations	3.9	1.59
12	Poor management of resources	3.7	1.29
13	Global trends in the industry	3.5	1.32
14	Inadequate personnel skills	3.8	1.31

Source: Research data

From the results tabulated above, it is clear that resistance to change (4.1), culture (3.9), poor compensation (3.8) and lack of fit between strategy & structure (3.7) are among the greatest challenges facing the MOR&PW in strategy implementation. Lack of understanding (3.2), lack of sufficient communication (3.5) and lack of coordination & support (3.5) are among the least rated challenges faced by the MOR&PW. Other challenges mentioned by the informants, not reviewed within the literature review include limited & outdated information technology (3.9), wrong strategic choices (3.6), government interference & regulations (3.9), poor management of resources (3.7), global

trends in the industry (3.5) and inadequate personnel skills rated at 3.8. From the findings. its clear that the challenges faced by the MOR&PW are many and from the ratings given by the informants, these challenges have a great impact in strategy implementation process.

Resistance to change and unsupportive culture ranked among the greatest challenges facing the organization. According to the respondents, this is brought about by lack of sufficient communication and understanding by the employees leading to fear among the employees that brings about resistance to change. Informants considered resistance to change and unsupportive culture by employees as the greatest threats to strategy implementation. This is because negative behavior of individuals frustrates strategy implementation.

Ninety percent of the informants felt that poor compensation schemes leads to lack of motivation and initiative by the middle and lower level employees, thus leading to failure in strategy implementation. Most of the incentive programs as reported by the informants were geared towards the top management with no reward systems for the middle level and lower level employees leading to lack of motivation in strategy implementation. Informants felt that performance measurement and reward system is lacking.

Lack of fit between strategy and structure was the fourth ranked challenge facing the Ministry of Roads and Public works. According to informants, the ministry has a formal and rigid structure that was established on its inception. The structure and reporting lines are never changed to be inline with the strategies. 80% of the informants felt that the existing structure and processes within the organization do not support the strategy implementation.

Lack of communication and lack of understanding were rated among the least challenges affecting strategy implementation. From the study, communication of the organization's policies and strategies is done mainly through written channels. Letters, memos and circulars constitute 95% of the communication. These are circulated down to employees

through their immediate supervisors. Departmental meetings and other oral forms of communication constituted the other 5%. Lack of coordination and support was considered a challenge by the informants in the sense that the various departments were not coordinating well in the implementation of strategies as shown in the implementation of projects whereby one department would be ahead while others were left behind in the implementation.

Limited and outdated information technology was considered by the informants among the major challenges facing the Ministry in strategy implementation. This is because the Ministry was considered slow in adopting to technology and thus a hindrance to effective strategy implementation. The systems and machines in use date back to more than 5 years back with some machines to 10 years. Most machines, as reported by the informants, are broken down and some in constant state of repair due to slow pace in release of finances and lack of maintenance contracts that would reduce their failure rate.

Informants felt government interference and regulations is among the greatest challenges faced by the ministry of roads and public works. Interference by the government was through the diversion of initially allocated financial resources to other projects initially not in the strategic plan for the year. 55% of the failed strategies were as a result of lack of financial resources to complete the implementation process.

4.5 Strategies for overcoming strategy implementation challenges

The second objective of this study was to establish measures taken by the Ministry in Overcoming strategy implementation challenges. The informants were asked to rate the level at which the listed strategies were used to address the challenges encountered. A 5 point scale was used, where 1 = Not at all and 5 = Greatest extent. A mean score and standard deviation in each category of rating was obtained. The responses on strategy used in coping or overcoming the strategy implementation challenges were summarized and presented in table 4.

Table 4: Measures taken by the MOR&PW in coping with implementation challenges

No.	Measures taken in coping with the challenges	Mean score	Standard deviation
1	Ownership of strategy	3.0	1.14
2	Creating a strategy supportive culture	3.6	1.02
3	Establishing appropriate structures	4.0	1.06
4	Managing resource allocation	3.7	1.11
5	Good leadership	3.8	0.90
6	Developing yearly work plans	3.9	1.11
7	Enhancing staff skills	3.7	1.11
8	Providing effective leadership	3.3	1.14
9	Efficient allocation & management of resources	3.6	1.26

Source: Research data

Among the listed measures of coping with strategy implementation challenges, establishing appropriate structures, developing yearly work plans and good leadership necessary for strategy implementation were ranked the greatest measures adopted by the ministry to cope with strategy implementation challenges. Findings indicated that Ministry develops yearly work plans from the overall strategic plans through each department. The work plans are converted into daily activities that lead to eventual achievement of the organization's objectives. The yearly work plans are in the form of financial budgets developed from the planned activities of the year.

Findings indicate that the Ministry of Roads and Public works charges a training levy fund from each executed projects for the purpose of training and improving the skills of its workforce. These trainings are geared towards equipping the workforce with the relevant technical skills and helping them keep updated with the changes within the industry. The Ministry also copes with the challenges through managing resource allocation. Resources include both financial and human resources. Financial planning and budgeting have been adopted with quarterly appraisals to ensure progress is as planned. Human resources management is done through the various teams under every

department. Duties are shared among the various members and each member monitored to ensure performance of the allocated duties and responsibilities. Performance contracts have also been introduced to help in monitoring the performance of the employees. The performance contracts are signed at the beginning of each year by the senior officials in management, which are reviewed and the end of the year to assess the performance. However, with a mean of 3 and above, its clear that MOR&PW prefers using a combination of strategies in dealing with the arising challenges during strategy implementation. Other measures taken by the MOR&PW works in coping with the challenges, as mentioned by the informants, include developing yearly plans with a rating of 3.9, enhancing staff skills through training (3.7), providing effective leadership (3.3) and efficient allocation & management of resources rated at 3.6.

CHAPTER FIVE: SUMMARY, DISCUSSIONS AND CONCLUSION

5.1 Introduction

In this chapter, the findings of the research are summarized and discussed focusing on the main objectives of the study, which included establishing the Challenges in strategy implementation at the Ministry of Roads & Public works and establishing the measures taken by the Ministry in overcoming these challenges. This chapter also highlights the limitations of the study, suggests areas for further research and gives recommendations for policy & practice at the MOR&PW as well as other government ministries.

5.2 Summary, discussions and conclusions

The two objectives of the study were met after conducting the research. The first objective of the study was to determine the challenges encountered by the MOR&PW in strategy implementation as outlined within the literature review. In order to achieve this objective, the respondents were provided with a checklist of possible challenges as outlined in the literature review from which the informants gave their level of rating. Resistance to change, unsupportive culture, poor compensation and lack of fit between strategy & structure are among the greatest challenges facing the MOR&PW in strategy implementation. Lack of understanding, lack of sufficient communication and lack of coordination & support are among the least rated challenges faced by the MOR&PW.

Resistance to change, culture and unlimited and outdated information technology ranked as the highest or greatest challenges faced by the ministry of Roads and Public works. These means that the management requires to carry out sensitization trainings on the need to embrace change to ensure successful strategy implementation. The study also showed that the work culture at the organization is unsupportive of strategies. The management and various stakeholders need to be trained and sensitized on the need of adopting a culture that is supportive to strategy implementation.

In regards to limited and outdated technology, the organization requires to allocate more budgetary support to acquire updated technology that would work efficiently to support strategy implementation. To address the challenge of lack of fit between strategy and structure, the organization requires to adopt flexible work structures to be inline with the strategies. This would not only ensure successful, but will avoid the strategies being distorted by the existing structures. Poor compensation was one of the challenges mentioned by the informants that affects strategy implementation. Findings indicate that the existing compendsation are mostly designed for top management. I f strategy is really to be a top priority, then the reward structure must be linked tightly to actual strategy implementation.

Other challenges mentioned by the informants, not reviewed within the literature review include wrong strategic choices, government interference & regulations, poor management of resources, global trends in the industry and inadequate personnel skills.

The second objective of the study was to establish the measures taken by the MOR&PW in coping with the arising challenges in strategy implementation. Research finding indicates that the main strategies employed by the MOR&PW in coping with the arising challenges include ownership of strategy by the staff, creating a strategy supportive culture through sufficient communication to staff to enable them understand the importance of strategies, establishing of appropriate structures and managing resource allocation to ensure optimum use of available resources.

To address the challenge of lack of communication and understanding, its imperative that the Ministry of Roads and Public works should adopt other reliable means of communication to the stakeholders involved in strategy implementation. The study indicates that currently, there is over reliance on written forms of communication, which is not effective at all. Departmental meetings to discuss strategy should be held often to track the progress of implementation this way; any arising challenge can be addressed early enough to avoid it being a hindrance to strategy implementation. Information should also be made available to all stakeholders in the right form and time to enable

them act. Departmental heads require to hold frequent meeting to discuss strategy and turn them in to day to day actions for implementation by the middle level and lower level staff involved in strategy implementation. Regular follow up by the departmental heads will help in tracking progress of the day to actions by the departments. Any challenges can be fully addressed at the departmental level and thus avoiding distorting and frustrating strategy implementation.

In consistence with (Chattopadhyay, 2001) the study showed that the senior management has to be actively involved in the implementation of strategies since they are mostly concerned with the approval process of any project and more especially when there is need for funds. If less information is available, they would be hesitant to approve strategy implementation. When the senior officials are involved from the conceptualization of the strategy to its implementation and are fully aware of the benefits of the strategy to the organization, they will be willing to fund and even give more ideas on how to cope with the challenges faced.

Other strategies mentioned by the informants include developing yearly plans, enhancing staff skills through training, providing effective leadership and efficient allocation & management of resources. The yearly work plans developed for use have assisted the Ministry in keeping focused to the set goals for the given year. This work plans need to reviewed and appraised at regular intervals to set by the management. Regular reviews will assist in assessing progress and performance by the Ministry. In conclusion, there is no best strategy of dealing with the challenges; instead, a firm has to employ a combination of strategies.

5.3 Limitations of the study

Like any other study, this study had limitations. This case study was mainly conducted through interviews and discussions with Heads of departments within the MOR&PW. It would have been of value to obtain views of middle level officers who are mainly involved in the execution of the strategies as well as from other stakeholders who are in a way affect strategy implementation like the consultants. This would provide more

information and a different perspective that would help in understanding the challenges further.

The study was carried out within one month, which could not allow for exhaustive analysis of data. Due to time constraint, the study focused on Strategy implementation and arising challenges, and thus, could not therefore cover other important aspects of strategy management such as strategy formulation.

5.4 Suggestions for further research

No research can be considered an end to itself. Research findings always lead to more research opportunities with a view to bridging the existing knowledge gap. From the findings of this study, it is instructive that more research work be conducted on Strategy formulation in government ministries with a view to determining whether there are any challenges faced and recommendations for improvement be made.

A replication to this study should be conducted after sometime to see whether there have been any changes made in strategy implementation and also to establish any new arising challenges to strategy implementation. This will help policy makers in understanding the persistent challenges and the measures that best address the challenges faced.

5.5 Implications for policy and practice

The study has indicated that there exists various challenges in strategy implementation, the ministry of Roads and Public works should therefore be aware of what to expect in strategy implementation. The MOR&PW should also know the responses that best work to solve these challenges to ensure successful strategy implementation. All stakeholders should be sensitized the importance of being involved in strategy implementation to ensure success and reduce failure rate.

REFERENCES

Aaltonen, P. and Ikavalko, H. (2001), **Implementing Strategies Successfully**, A paper presented at the World Productivity Congress.

Andrews, K.R.(1971), **The Concept of Corporate Strategy**, Bombay; Taraporerala.

Ansoff, I. and McDonnel, E., (1990), **Implanting Strategic Management**, 2nd edition, London, Prentice Hall

Aosa, E.(1992), An Empirical Investigation of Aspects of Strategy Formulation and Implementation within Large Private Manufacturing Companies in Kenya, **Unpublished PHD Thesis, University Of StrathClyde, Scotland, Feb.**

Awino, Z.B. (2001), Effectiveness and Problems of Strategy Implementation of Financing Higher Education in Kenya by The Higher Education Loans Board, **Unpublished MBA Project, University of Nairobi**

Bryson, J.M. (1995), **Strategy Planning for Non-Profit organizations**, Revised Edition, City Jossy-Brass

Byars, L.L. (1991), **Strategic Management: Formulation and Implementation**, 3rd edition, City Harper Collins Publishers

Bwibo, A. (2000), A Survey of Strategic Change Management Practices within NGO's in Kenya, **Unpublished MBA Project, University of Nairobi**

Campbell, D. et al (2002), **Business Strategy**: An Introduction, 2nd Edition, Butterworth, Heinemann

Chattopadhyay, S. P. (2001) 'Improving the speed of ISO 1400 Implementation: A framework for increasing Productivity' **Managerial Auditing Journal**, vol. 16,pp 178-9

David, F.R. (1997), **Strategic Management**, Francis Marion University: 239

Deloitte and Touche, LLP. (2003), *Business Planning and Strategy Implementation* http://www.deloitte.com.

Feurer, R. and Chaharbaghi, K. (1995), **Researching Strategy Formulation and Implementation in Dynamic Environments**, Benchmarking: An International Journal, Vol. 2,4.

Freedman, M. (2003), **The Genius is in the Implementation**, Journal of Business Strategy, Vol. 2,4.

Galbraith, J. and Nathanson, D.A. (1978), **Strategy Implementation: The Role of the Structure and Process**, West Publishing Company, St. Paul Minnesota.

Gekonge, C. (1999), A Survey of the Strategic Change Management Practices by Kenyan Companies quoted at the Stock Exchange, **Unpublished MBA Project, University of Nairobi.**

Harvey, D.F. (1998), **Strategic Management and Business Policy**, 2ND Edition, Eastern Washington University.

Hax, C.A. and Majluf, N.S., (1996), **The Strategy Concept and Process: A Pragmatic Approach**, 2nd edition, New Jersey: Prentice Hall International, USA.

Hofer, C.W. (1984), **Strategic Management**: A casebook in Policy Planning, 2nd edition, Minnesota: West Publishing Company.

Hunger, J.D. and Wheelen, T.L. (1995), **Strategic Management**, 5th ed., New York: Addison-Wesley Publishing Company, USA.

Hussy, D.E. (1988), **Management Training and Corporate Strategy: How to Improve Competitive Performance**, Pergamon Press.

Johnson G. and Scholes K. (2001), **Exploring Corporate Strategy**, 4th edition, Prentice Hall, India.

Johnson G. and Scholes (2002), **Exploring Corporate Strategy**, 6th New Jersey: Prentice Hall, USA.

Kangoro, V. (1998), The Strategic Management Practices in Public Sector Organizations in Kenya, **Unpublished MBA Project, University of Nairobi**.

Kariuki, F.M. (2004), IT Strategy and its Relationship with Organizational Structure, **Unpublished MBA Project, University of Nairobi**.

Kazmi, A. (2002), **Business Policy and Strategic Management**, 2nd edition, Tata McGraw-Hill Company.

Kiruthi, J.N. (2001), The State of Strategic Management Practices in Non-Profit Making Organizations: The case of Public Membership Clubs in Nairobi, **Unpublished MBA Project, University of Nairobi.**

Kombo, H. (1993), Strategic Implementation and its Challenges in Public Corporations: The case of TELKOM, Kenya, **Unpublished MBA Project, University of Nairobi**.

Koyio, L.M. (1999), Structure and Strategy Relationship in the Kenyan Enterprises, **Unpublished MBA Project, University of Nairobi**.

Lynch. R. (2000), *Corporate Strategy*, 2nd edition. **Financial Times-Prentice Hall**, England.

Machuki, V.N. (2005), Challenges to Strategy Implementation at CMC Motors, **Unpublished MBA Project, University of Nairobi**.

McCarthy, D. et al (1986), **Business Policy and Strategy: Concepts and Readings**, 4th Edition, Richard D, Irwin, Inc.

Meldrum, M. and Atkinson, S. (1998), **Meta-abilities and the Implementation of Strategy: Knowing What to do is Simply not Enough**, Journal of Management Development, Vol. 17,8.

Michael J.M., (2004), Factors Influencing Strategy Implementation by NGO's operating in Kenya, **Unpublished MBA Project, University of Nairobi**.

Mintzberg, H. and Quinn, J.B. (1991), **The Strategy Process, Concepts and Cases**, 2nd edition, Prentice Hall Inc.

Muthuiya, F.A. (2004), Strategy Implementation and its Challenges in Public Corporations in Kenya: The case of African Medical Research Foundation (AMREF-KENYA), **Unpublished MBA Project, University of Nairobi**.

Okumus, F. (2003), **A framework to Implement Strategies in Organizations Management** Decisions, vol. 41.9. MCB UP.

Pearce II, J.A. and Robinson, R,B. (Jr.), (1991), **Strategic Management: Formulation, Implementation and Control**, New York: Free Press.

Pearce, J.A. and Robinson, R.B. (1997), **Strategic Management. Implementation and Control**, Boston: Irwin McGraw-Hill, USA.

Pearce, J.A. and Robinson, R.B. (2003), **Strategic Management. Implementation and Control**, 3rd edition, Boston: Richard D. Irwin McGraw-Hill, USA.

Pechlaner, H. and Sauerwein, E. (2002), **Strategy Implemetation in the Alpine Tourism Industry' International Journal of Contemporary Hospitality Management**, Vol. 14,4, MCB University Press.

Robbins, S.P. and Coulter, M. (2002), **Management**, 7th edition, Prentice Hall.

Sterling, J. (2003), **Translating Strategy into effective Implementation; Dispelling the Myths and Highlighting what works, Strategy and Leadership**, Vol. 1,3, MCB UP Ltd.

Thompson, A.A. and Strickland, A.J. (1993), **Strategic Management Concepts and cases,** 7th edition, New York: Richard D. Irwin.

Thompson, A.A. and Strickland, A.J. (1997), **Grafting and Implementing Strategy,** 10th edition, New York: Irwin McGraw-Hill, Boston, USA.

Thompson, A.A. and Strickland, A. (2003), **Strategic Management Concept and Cases** edition, New York, USA.

Wang, Y. (2000), **Strategy Implementation** TU, 91.6167, Seminar Study in Strategy and International Business, Helsinki University of Technology, Institute of Strategy and International Business, Unpublished Report.

Warsame, A.A. (2002), A Survey of the Strategic Development of Relief and Development of NGO's in Kenya, **Unpublished MBA Project, University of Nairobi.**

APPENDICES

APPENDIX 1: QUESTIONNAIRE (Departmental Heads & Senior Managers)

Part A.

Details of the Respondent.

1) Name (optional)
2) Department
3) Position held
4) No. of years in the position.

Part B : Strategy Implementation Process.

Please answer by ticking the appropriate number provided.

{1} Not at all

{2} Little extent

{3} Moderate extent

{4} Great extent

{5} Greatest extent

Organizational commitment to strategy (Awareness & Ownership)

1. The various stakeholders are well informed of the Strategies in place by the government.

A. Frontline staff	[1]	[2]	[3]	[4]
B. Middle level manager	[1]	[2]	[3]	[4]
C. Top level managers	[1]	[2]	[3]	[4]

2. Staff at various levels can describe the key elements of the strategy

3. Various stakeholders are committed in the implementation of strategy.

A. Frontline staff	[1]	[2]	[3]	[4]

B. Middle level manager   [1]   [2]   [3]   [4]

C. Top level managers   [1]   [2]   [3]   [4]

4. The work plans and the budgets that have been prepared since 2004 have been geared towards implementation of strategy.

                             [1]   [2]   [3]   [4]

5. Low adoption of extension messages in slowing down realization of strategies.

                             [1]   [2]   [3]   [4]

6. Reward policy of the ministry supports strategy implementation.

                             [1]   [2]   [3]   [4]

7. You always refer to strategy when preparing annual work plans and budgets.

                             [1]   [2]   [3]   [4]

8. When appointing / posting district heads and provincial heads, Chief of departments, HR team assesses the competencies of staff so that they are compatible with the new strategy.

                             [1]   [2]   [3]   [4]

9. A committee has been established to manage, implement and monitor the implementation of strategy.

                             [1]   [2]   [3]   [4]

10. There is collaboration between your department and others in the implementation of strategies.

                             [1]   [2]   [3]   [4]

Leadership and organizational culture.

1. Senior management of the ministry have been in the forefront in providing leadership to enable strategy implementation.

   [1]   [2]   [3]   [4]

2. Senior management team in the various departments work effectively together.

   [1]   [2]   [3]   [4]

3. The current organizational structure supports strategy implementation.

   [1]   [2]   [3]   [4]

4. Staff in the department show a lot of creativity and innovativeness in the implementation of strategy.

[1]   [2]   [3]   [4]

5. Time management has been a hindrance in the implementation of planned activities.

[1]   [2]   [3]   [4]

6. Achievement of strategy is mostly geared towards individual departments.

[1]   [2]   [3]   [4]

7. Most staff prefer working under a set of rules and regulations and are uncomfortable with unstructured, ambiguous or unpredictable situations.

[1]   [2]   [3]   [4]

8. Decision making process in the ministry encourages various cadre of staff to participate in the decision making process and try to implement their ideas and suggestions.

[1]   [2]   [3]   [4]

9. The systems and procedures established by the organization support strategy implementation.

[1]   [2]   [3]   [4]

10. Systems of communication have been developed to enhance access to information.

[1]   [2]   [3]   [4]

11. Regular Senior managers meetings are held to guide strategy implementation.

[1]   [2]   [3]   [4]

12. Rate the factors responsible for strategy implementation from the greatest to the Least factor responsible for strategy implementation.

Resource mobilization.

1. Since 2004, there has been an increase in stakeholder / private sector involvement in agriculture sector programs.

[1]   [2]   [3]   [4]

2. Resources required for implementation of strategy have readily been available.

Physical   [1]   [2]   [3]   [4]

Financial   [1]   [2]   [3]   [4]

Human resources   [1]   [2]   [3]   [4]

3. The ministry has a database of existing skills & experience established and regularly updates it in order to support strategy implementation.

[1]   [2]   [3]   [4]

4. Trainings are geared towards strategy implementation.

[1]   [2]   [3]   [4]

5. There is a close correlation between planned, budgeted and implemented activities.

[1]   [2]   [3]   [4]

6. The ministry maintains financial management systems to ensure proper utilization of funds, accountability, financial monitoring and efficient monitoring, all geared towards strategy implementation.

[1]   [2]   [3]   [4]

Performance management.

1) Staff performance appraisal support strategy implementation.

[1]   [2]   [3]   [4]

2) On going projects are continuously monitored.

[1]   [2]   [3]   [4]

3) Current work plans are prepared through consultative and participatory manner

[1]   [2]   [3]   [4]

4) The strategies have clear performance targets.

[1]   [2]   [3]   [4]

5) Do Staff reporting relationships support strategy implementation.

[1]   [2]   [3]   [4]

6) The staff appraisal and reward system supports strategy implementation.

[1]   [2]   [3]   [4]

APPENDIX 2: LETTER OF INTRODUCTION.

<div align="right">

University of Nairobi

School of Business

P.O. Box 30197

Nairobi.

</div>

Dear Sir / Madam,

RE: RESEARCH PROJECT DATA COLLECTION.

I am a postgraduate student at the University of Nairobi pursuing MBA – Strategic management. As part of the course, am carrying out a research project on the Challenges facing the Ministry of Public works in Strategy implementation.

The Ministry of Public works is the subject of study. I intent to collect data in the form of interviews and questionnaires to help in the data analysis and recommendations which will be useful to the Senior Officials in the government ministries. The information collected will be treated with confidence and will be used solely for the purpose of this research.

I therefore kindly request you to complete the attached questionnaire and interview. Thank you for your support.

Yours sincerely,

MBA student - Martha M. Kitutu
Supervisor – Dr. Martin Ogutu.