05/06/98

Mr. J. K. Masya, E.B.S., O.G.W.,
Clerk of the National Assembly,
P. O. Box 41842,
NAIROBI.

Dear Sir,

RE: REPORT ON PARLIAMENTARY STAFF WORKSHOP ON STRATEGIC PLANNING FOR THE MANAGEMENT OF THE NATIONAL ASSEMBLY

We are honoured to have been appointed Consultants to a Workshop on Strategic Planning for the Management of the National Assembly.

Attached please find a comprehensive report on the referenced. It includes the revised timetable, outputs, background materials, list of participants and a list of seminar teams.

The outputs consist of: Output of Processing Presented Papers; a Parliamentary Staff Vision, Parliamentary Staff Mission, Parliamentary Staff SWOT and Elements of a Strategic Plan.

The background materials consist of papers presented. These are: the Opening Speech by the Speaker of the National Assembly of Kenya; the Status of Parliament by the Clerk of the National Assembly of Kenya; three papers by the Clerk of the National Assembly of Zambia; and the Role of the Legislature in a Changing Democratic Society by Dr. Peter Wanyande.

The Lecture handouts are: Strategic Planning; Team Building; Planning and Control; Managerial Functions; Some Aspects of the Management Process; Understanding the Dynamics of Organisation Change; and Twelve Principles of Organisation Change. These documents make up the Consultants Report.

Given your concerns on Confidentiality, this report is only submitted to your office. In the event others want to see it, the Consultants will not be in a position to issue it.
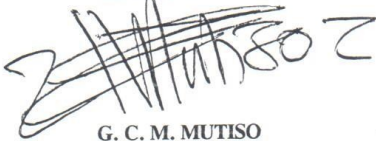
Having worked with your senior managers, the Consultants would like to make the following recommendations for your consideration:-

Ø   First, there is an urgent need to train the bulk of your senior staff in general management for it is clear they have not had opportunities to get such training. No doubt such training will have positive impact on the operations of the National Assembly.

Ø   Two, it is important that all senior staff be trained in Objective Oriented Programme Planning. This will help standardise work plans as well as individual and unit outputs for evaluation.

Ø   Third, most senior staff need to be trained on the use of computers. This will increase their efficiency over and above enabling them to manage more effectively.

Ø   Fourth, the Consultants recommends that a security study be undertaken soon to assist in designing an expanded security system to include the new buildings which now form part and parcel of Parliament Buildings.

Ø   Fifth, the Consultants recommends that the output of this seminar be introduced to the middle management and lower cadres systematically by a team of some of the senior managers who took part in developing elements of the Strategic Plan.

Ø   Sixth, the Consultants recommends that the Senior Management, with the assistance of the Consultants, review the outputs in a year's time so as to finalise a strategic plan which will be operative at least to the year 2010. This will allow participants to have implemented some of the major recommendations.

It has been our pleasure working with your senior managers. Consequently, we look forward to useful relations in the future.

Yours sincerely,
MUTICON

G. C. M. MUTISO
MANAGING DIRECTOR

c.c.   Resident Representative
United Nations Development Programme,
P.O. Box. 30218
NAIROBI.

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14.30-15.30	P L E N A R Y : F I N A N C I A L MANAGEMENT/INFORMATION PLAN
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16.00-17.00	P L E N A R Y : F I N A N C I A L MANAGEMENT/INFORMATION
EVENING ASSIGNMENT	PREVIEW FINANCING/FINACIAL INFORMATION

OUTPUTS

(A) # WORKSHOP FOR SENIOR PARLIAMENTARY STAFF

OUTPUT OF PROCESSING PRESENTED PAPERS

1. **Autonomy of Parliament**

   (a) Parliamentary autonomy and its advantages.

   (b) Independence on decision making on the running of Parliamentary Secretariat (de-linking).

2. **Environment**

   (a) Enabling Parliamentary Officers to understand the <u>changes</u> in their working <u>environment.</u>

   (b) Democratisation.

   (c) Civic Education.

   (d) Improved Service to Members.

3. **Library and Research Services**

   (a) Importance of information in empowering the Parliamentarian to effectively perform his/her role. There is need for well equipped library and research facilities.

   (b) Information.

4. **Parliamentary Leadership**

   (a) Legislature to give direction on fundamental critical issues.

   (b) National vision given by the Parliament.

   (c) Preparation for managing the future.

   (d) Anticipation and planning on how to deal with issues likely to improve on functions of Parliament.

5. **Managerial Leadership**

   (a)   Organisational/structural job description of the legislative staff.

   (b)   Managing Change.

   (c)   The need to recognise the value of team work in the management of change.

6. **Autonomy of Staff**

   (a)   De-linking of the Parliament Staff from mainstream civil service.

   (b)   Autonomy of Parliament is vital if it has to recruit and train its own staff conveniently. Independent terms of service will attract and retain qualified staff.

   (c)   The role that the staff play in National Assembly could be greatly enhanced if they were operating in an autonomous environment.

   (d)   National Assembly has to be de-linked from the main civil service.

7. **Financial Management**

   (a)   Management of the fiscal resources.

   (b)   Effectiveness in service provision at minimum cost.

8. **Team Work**

   (a)   To cultivate team-work in Parliamentary challenges.

   (b)   Communications.

   (c)   To improve staff and the legislature; communication and working relations.

   (d)   Enhancement of management of Parliamentary affairs require team effort and support from all those involved.

1 0

(e) The need to manage change through involvement of all the stake-holders.

9. **Human Resources**

(a) Train Legislators and Staff.

(b) The Parliament to be effective and efficient. Both the staff and the Members have to be educated to appreciate their role.

(c) The staff of National Assembly are also very important aspects in the running of the affairs of Parliament.

(d) Improve on staff welfare so as to motivate and improve on efficiency.

(e) Human resource management and planning.

(f) Economically empowered Parliamentary staff/necessary skills.

(g) Total Quality Management approach in the management and planning of Parliament - customer/client approach.

10. **Improving Legislative Process**

(a) Legislative Issues

(i) Well informed legislature

(ii) Need for deliberate strategy to empower staff to facilitate appropriate response by Members to the demands and needs of enlightened electorate.

(iii) Enabling the civil society to be involved in the legislative process - i.e. public hearings.

(iv) Physical facilities.

(b)　Staff Issues

    (i)　Management of human resources in provision of support services to the legislature.

    (ii)　Improve on service to Members.

    (iii)　Development of human resources for strategic planning of Parliament.

    (iv)　Physical facilities.

(c)　Legislative Issues

    (i)　Enlighten citizens through civic education.

    (ii)　Members of Parliament require physical facilities like transport.

    (iii)　Information technology and its management for quality services to Members of Parliament.

11.　Subjects Not Covered in Processing

(a)　Security.

(b)　Accountability.

(c)　Transparency.

(d)　Staff/Member Welfare.

PARLIAMENTARY STAFF VISION

A supreme, effective, efficient and self sustaining Parliament as a major participant in the process of governance is the vision of the Parliamentary Staff.

29th May, 1998

PARLIAMENTARY STAFF MISSION

The Mission of Parliamentary staff is to facilitate legislators to fulfil their mandate effectively by the staff regularly improving their problem solving capacity.

This will be achieved through: renewing staff; improving research, information gathering, use and dissemination by utilising Information Technology; contracting; providing security, plant and equipment and their maintenance.

29th May, 1998

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S W O T

PARLIAMENTARY STAFF
STRENGTHS

1.   A professionally well trained parliamentary staff.

1.a.   Good leadership.

1.b.   Varied skills available across divisions.

2.   Availability of physical structures and equipment.

2.a.   Appropriate technology.

3.   Serving one core client within the same precincts.

4.   The role of staff is clearly defined as assisting the legislators to fulfil their mandate.

4.a.   Work rules and regulations are clear:

         i.   *The Constitution of Kenya.*
         ii.   *National Assembly (Powers and Privileges) Act.*
         iii.   *Standing Orders of the House.*
         iv.   *Speaker's Rules.*
         v.   *Civil Service Regulations.*

5.   Minimal bureaucratic red-tape.

6.   There is regular interaction among parliamentary staff.

7.   Security in the work-place.

8.   Staff are committed to the institution.

8.a.   Security of employment.

9.   Sound staff discipline.

10.   Staff serve Members of Parliament in a non-partisan manner (behavioral).

11.   Co-operation and team-work exist.

S W O T

PARLIAMENTARY STAFF
WEAKNESSES

1.   Terms and conditions of service are not commensurate with the work load.

1.a.   Understaffing in some Divisions.

1.b.   Problem of retaining trained staff in some Divisions.

1.c.   Insufficient staff welfare incentives.

2.   Inadequate training in management.

3.   Lack of adequate funds.

4.   Lack of institutional housing for staff.

5.   Lack of opportunities for vertical job mobility in certain Divisions.

6.   Institutional slow response to change.

7.   Lack of effective communication in certain areas.

7.a.   Use of informal communication channels for favours.

8.   Inadequate in-house training.

9.   Lack of proper orientation for new members of staff.

10.   Inadequate research and library facilities and appropriate information technology.

11.   Inadequate equipment and working tools.

12.   Inadequacy in staff transportation.

13.   Lack of understanding on the part of some legislators as to what the parliamentary staff should do for them.

14.   Lack of mechanism for stress management.

PARLIAMENTARY STAFF

OPPORTUNITIES

1. De-linking of Parliamentary Staff from the Civil Service.

2. External training opportunities.

3. Use of donor funds.

4. Utilising training facilities offered by interested organisations.

5. Interaction with the top leadership in society.

6. Interacting with other associations/institutions.

7. Taking parliament to the people.

8. Contracting some services e.g. cleaning, maintenance and consultants.

PARLIAMENTARY STAFF

T H R E A T S

1. Unstable political environment.

2. Economic constraints which affect resource mobilisation.

3. Competition with other organisations for resources.

4. Civil Service retrenchment programmes.

5. Constant changes in technological development.

6. Better opportunities available for staff in the open market.

7. Interference by politicians on staff matters could bring instability to the institution.

7.a. Lack of autonomy may expose some staff to undue pressure from the Executive.

7.b. Existence of autonomy may lead to politicisation of staffing norms and practices.

8. Possibility of sabotage.

(E)

ELEMENTS OF STRATEGIC PLAN
[The Ten Priority Areas]

1. Behavioral and Quantitative Performance Evaluation.

2. Staff Development Training Plans.

3. Staff Job Realignment.

4. Financial Management.

5. Management Information System.

6. Utilisation of Information Technology.

7. Security.

8. Financing the Maintenance and Replacement of Plant and Equipment.

9. Staff Welfare.

10. Promoting Parliament.

1. **BEHAVIORAL/QUANTITATIVE PERFORMANCE EVALUATION**

   (i)   POLICY:

   Establish quantitative and qualitative evaluation system.

   (ii)   STRATEGY:

   (a)   Setup performance bench-marks and establish clear and objective performance evaluation criteria.

   (b)   Setting and agreeing on work loads and standards.

   (c)   Continuous Evaluation and Regular Appraisals.

   (d)   Encourage Team-work.

   (e)   Introduce performance related remuneration and training.

2. **STAFF DEVELOPMENT TRAINING PLANS**

   (i)   POLICY:

   (a)   Establish staff skills inventory.

   (b)   Establish retraining needs of current staff.

   (c)   Establish bench-marks for recruitment.

   (ii)   STRATEGY:

   (a)   Establish new staffing norms, terms and conditions of service and training policy.

   (b)   Conduct training and skills development programmes for managers in key areas such as leadership, management, financial/budgetary processes.

   (c)   Enhance training in appropriate technology.

   (d)   Sponsor staff to courses relevant to their professions locally and overseas.

   (e)   Enhance on-the-job training programmes.

   (f)   Establish exchange training programmes with other specialised institutions.

   (g)   Recruitment be biased towards trainable staff.

(h) Encourage self-initiative by staff.

(i) Introduce a focused orientation programme for new staff.

3. STAFF JOB RE-ALIGNMENT

(i) POLICY:

(a) Establish an optimal organisational structure which is cost-effective and efficient.

(b) Review staffing needs to ensure appropriate distribution of skills and professions.

(c) Rationalisation of jobs to determine vacancies and over-staffing.

(ii) STRATEGY:

(a) Review and assess the available skills and professions necessary to execute the mission of parliamentary staff.

(b) Review job descriptions/ specifications in relation to the functions of each unit.

(c) Re-train staff to play multi-disciplinary functions.

(d) Down-sizing versus re-allocation versus re-training.

4. FINANCIAL MANAGEMENT

(i) POLICY:

(a) Review budgeting and budget presentation processes.

(b) Establish an efficient financial/stores system which allocates expenditure to the various cost centres.

(c) Identify priority funding areas by cost centres.

(ii) STRATEGY:

(a) Identify cost centres, analyse their needs and allocate budgetary provisions for each personnel and other overheads to be apportioned per centre.

(b) Set up manual/computer store management system which can identify and allocate an expenditure to each cost centre.

(c)   Each cost centre to have an authorised person to requisition and account for each item issued to it.

(d)   To produce regular reports per cost centre.

5.   MANAGEMENT INFORMATION SYSTEM

(i)   POLICY:

(a)   To set up a management information system that will provide accurate information for decision making.

(b)   To facilitate free flow of information within the management ranks.

(ii)   STRATEGY:

(a)   Set up a proper reporting structure - **who reports to who** -. Put in place internal checks to verify the accuracy of the information supplied.

(b)   Set up a team to understudy the work of each unit so as to ascertain the nature of information generated.

(c)   Obtain necessary soft-ware to process and consolidate the data from various units.

(d)   Set deadlines for the production of reports and a feed back system by holding regular meetings to discuss the reports.

6.   UTILISATION OF INFORMATION TECHNOLOGY

(i)   POLICY:

(a)   Establish an efficient and effective information gathering, use, storage and retrieval system.

(b)   Assess available information technology capacity.

(c)   Ensure effective management of House records and management data.

(d)   Enhance Research and Library Services.

(e)   Create interactive data banks.

(ii)   STRATEGY:

(a)   Strengthen the institution's information technology capability through acquisition of current hardware and software.

(b) Provide adequate physical and data processing facilities and enhance their security.

(b) (i) The information strategy should address practices at every stage of the **life cycle** of information.

(c) To train library staff in research for handling of a well equipped library for effective flow of information.

(c) (i) Automate library services.

(c) (ii) Provide adequate library and research facilities.

(d) Set up on-line facilities with local databases.

(e) Require staff to utilise information technology.

(e) (i) Intensive training of staff in the use of IT.

(e) (ii) Engaging an expert in IT to conduct computer literacy seminars for staff.

(f) Provide access to e-mail and internet.

(g) Enhance internal net-working.

7. SECURITY

(i) POLICY:

(a) Review the security infrastructure of Parliament Buildings.

(b) Protection for legislators, staff, equipment and other facilities in and outside Parliament Buildings.

(c) Establish National Emergency Procedures for National Assembly.

(d) ~~Train~~ Trained manpower to man and service security equipment and installations required for effective and efficient security services in Parliament Buildings.

(e) Establish disaster procedures for National Assembly.

(ii) STRATEGY

(a) Implement an integrated approach to protect life, property and information while maintaining public access to Parliament Buildings.

(a)   (i)   Security measures should promote user-friendly, secure and unobtrusive tools and processes.

(b)   Provision of appropriate security equipment.

(b)   (i)   Recruit and train staff to effectively man security equipment.

8. FINANCING THE MAINTENANCE AND REPLACEMENT OF PLANT AND EQUIPMENT

(i) POLICY:

(a)   Analyse the economic life span of the existing equipment and plant.

(b)   Plan replacement of equipment after its economic life.

(c)   Adequate budget to finance/replace/maintain plant and equipment.

(d)   Streamline the procurement processes and procedures.

(ii) STRATEGY:

(a)   Setup a system for acquisition, replacement, maintenance and disposal of equipment and allocate resources on priority basis.

(b)   Each Unit Head to assess his/her equipment needs regularly.

(b)   (i)   Prepare a plan of replacement of unserviceable and uneconomical plant and equipment.

(c)   Contract for the maintenance of plant and equipment.

(d)   Utilise Government and donor funds to purchase appropriate plant and equipment.

9. STAFF WELFARE

(i) POLICY:

(a)   Establish an effective system that will respond to staff welfare needs.

(b)   Enhance staff welfare facilities.

(ii) STRATEGY:

(a)   Introduce institutional housing for staff.

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(b)   Establish a medical clinic for Members of Parliament and staff.

(c)   Provide adequate staff transport.

(d)   Revive and strengthen Bunge Welfare Association.

(e)   Provide recreation facilities.

(f)   Introduce additional welfare incentive schemes for staff.

10.   PROMOTING PARLIAMENT

(i)   POLICY:

(a)   Enhance society's awareness of the role of Parliament and its operations.

(b)   Map out plans for Parliament outreach.

(ii)   STRATEGY:

(a)   Establishment of an information centre.

(b)   Production of specialised materials on Parliament for distribution to the public.

(b)   (i)   Production of a newsletter on Parliament.

(c)   Use of print and electronic media to educate the public on the role of Parliament in society.

(d)   Encourage organised tours and visits to Parliament Buildings.

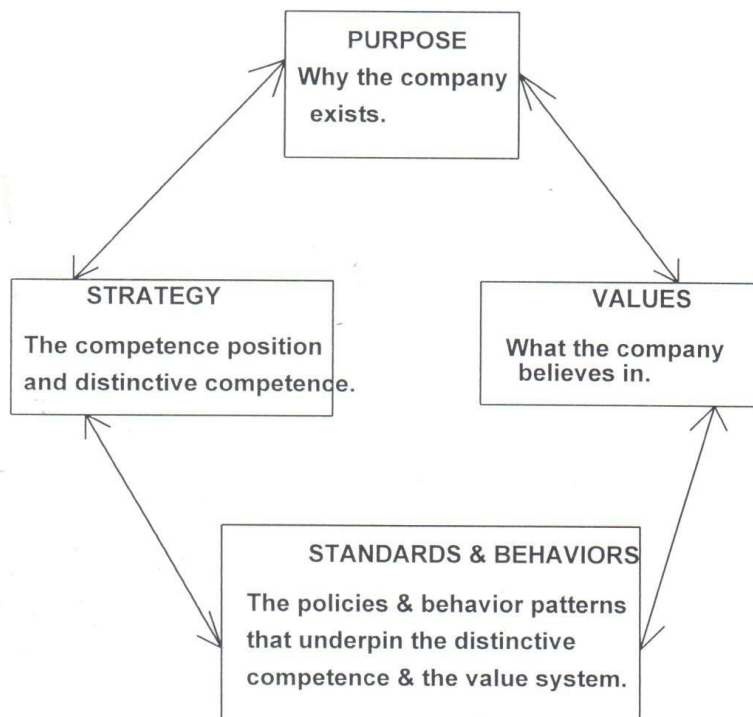(e)   Organise lectures and visits to schools, colleges and universities.

LECTURE HANDOUTS

(A)   Mission Statement

Vision and Mission contrasted:

" To change a direction, a leader must first have developed a mental image of a possible and desirable future state of the organization. This image, which we call a vision, may be as vague as a dream or as precise as a goal or mission statement. The critical point is that a vision articulates a view of a realistic, credible, attractive future for the organization, a condition that is better in some important ways that now exists." [1]

In times of change, vission and mission are difficult to separate. A vision is more associated whereas a mission is more associated with a way of behaving. As envisioned goals are achieved, the vision changes or ceases to be a driving force, a mission however does not change. Mission is concerned with the way the organization is managed today and it's purposes.

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                        ┌──────────────────┐
                        │     PURPOSE      │
                        │  Why the company │
                        │     exists.      │
                        └──────────────────┘

   ┌──────────────────────┐          ┌──────────────────┐
   │      STRATEGY        │          │      VALUES       │
   │ The competence position│         │  What the company │
   │ and distinctive competence.│      │   believes in.   │
   └──────────────────────┘          └──────────────────┘

          ┌────────────────────────────────────┐
          │       STANDARDS & BEHAVIORS        │
          │  The policies & behavior patterns  │
          │  that underpin the distinctive     │
          │  competence & the value system.    │
          └────────────────────────────────────┘
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Leaders: The strategy for Taking Charge by Warren Bennis & Burt Nanus

From an organizational perspective, a vision has to have five components:

1. *A sense of worthiness.* "The greatest use of life is to spend it for something that will outlast it," suggested the American psychologist and philosopher William James
2. *An ability to inspire.* I simply dream dreams and see visions, and then I paint around those dreams and visions," said the Italian Renaissance painter Raphael
3. *An Invitation to share.* "We all need to believe in what we are doing," said Allan D. Gilmour, executive vice-president of Ford
4. *Clear and understandable detail.* "Write the vision, and make it plain upon your tables, that he may run who reads it," recommended the ancient Hebrew prophet Habakkuk.
5. *Achievability.* "I never gave an order that couldn't be obeyed," American General MacArthur answered when asked the key to his success

To develop a mission statement an organization needs to respond to the following questions

What business are we in?

Who are the *main* customers we are attempting to serve at the moment?

What are the particular needs and wants we are attempting to satisfy?

What skills and technologies are currently using to satisfy them?

What is the nature of the products or service offered to satisfy them?

STRATEGIC PLANNING

DEFINITION:

The **process** of determining the **major objectives** of an organisation, the **policies** and **strategies** that will govern the **acquisition, use** and **disposition** of resources to achieve those **objectives.**

In Summary:

1. *Process:* Because planning is a continuous, and iterative activity. Planning calls for making of assumptions about the future. Assumptions about the future could be adjusted as more information becomes available, the plan must then be adjusted to reflect these changes.

2. *Major Objectives:* We deal only with the main aims of the planning period to avoid being bogged down by details. This enables the planner to maintain focus on the main objectives.

3. *Policies*: Rules and regulations to guide and govern peoples actions need to be developed to help keep on focus the objectives of the plan. Policies help implementers and planners stay on course.

4. *Strategies:* These are ways and means of attaining planned objectives. They are developed by answering the question 'How?'. Regard to economy, efficiency and effectiveness must be kept in mind when choosing strategies, some will cost more and turn out less efficient and effective than the other.

5. *Acquisition, use and Disposition of Resources*: Each strategy chosen will cost resources. These resources must be acquired to finance the strategies and therefore the plan. This results in preparing a **budget** for the strategies. A budget is a management tool for allocating resources and for controlling their use.

STEPS TO STRATEGIC PLANNING:

1. Plan for planning.
-select a planning committee
-choose where and when to meet for planning
-develop guidelines for planning

2. Define current situation.
-Carry out organisational analysis through SWOT
-Strengths: what are your strengths
-Weaknesses: what are your weaknesses
-Opportunities: what opportunities can we take advantage of
-Threats: do we face any threats

3. Visualise the future.
-How far into the future are we planing?
-Determine how the current situation relates the future regarding your plan

4. State general mission.
-What is the general purpose of the plan

5. Uncover gaps, set goals.
-What gaps if any exist comparing resources available with the required.
-How can we overcome the gaps

6. Devise specific plans.
-Subdivide the plan into specific actionable sub-plans

7. Specify immediate action and take action.
-Specify and sequence actions
-Allocate responsibility for each action
-Set standard for measuring performance

8. Measure progress and results.
-It is necessary to apply set standard to achieved results
-Take corrective action immediately it is called for

WHAT IS STRATEGIC PLANNING?
1. Developing new skills for effectually managing tomorrow's business.
2. Allocating scarce resources in support of tomorrow's business.
3. A method of managing inevitable change.
4. A method of gaining competitive advantage and   improvement.
5. A process for selecting optimum path from today's business to tomorrow's.
6. A method of dealing with external complexity
7. A method of dealing with internal complexity (authority/power).
In summary.:- **It is an approach to an orderly transition into the future.**

BASIC RULES OF STRATEGY

1. Concentrate forces
-sourced from the battlefield.
-only a concentrated use of resources will ensure a breakthrough.
-concentration of forces is important in the psychology of learning.
-people learn by trial-and-error

2. concentrate on strengths and exploit opportunities for synergy.
-SWOT analysis
-2+2 = 5: desirable situation.
-2+2 = 4: satisfactory situation
-2+2 = 3: undesirable position

3. Utilise environmental and _____ opportunities.
-new technologies
-changing economic conditions
-social trends
-demographic developments
-political changes

4. Match aims with resources
-cost each idea and allocate sufficient resources. (the landscape of human development is replete with unfinished ideas (buildings) due to allocation of insufficient resources.
-allocation of insufficient resources could end up being more costly.
-avoid being caught up in a "catch-22" through poor resource back-up.
-carefully asses associated risks

5. Have a rallying call
-cultivate team-spirit.
-instil a sense of ownership of the strategy.
-communicate.
-involve all key personnel.
-educate on mission and any changes.
-simplify strategy to be understood by all.

WHY PLANS FAIL

Poor plans will certainly fail to achieve the intend results. Failure to pay the attention to the above steps to planning will surely lead to poor plans and therefore failure. There are times when even well formulated plans fail to achieve the required results not so much due to poor planning but because of subsequent and hitherto unknown outcomes. Some of these are exogenous factors and therefore beyond the control of the planners and implementers but others are controllable. Hereunder we discuss but a few of the many reasons that can cause plans to fail.

1. **Poor planning.**
   - This refers to failure to take into account the various issues and steps discussed above, for example setting unattainable goals.

2. **Poor implementation:**
   - Lack of necessary skills to carry out the various facets of the plan.
   - Lack of commitment on the part of implementers and beneficiaries
   - Poor leadership
   - Misuse of resources through pilferage and in some cases outright theft
   - Poor control measures
   - Poor resources scheduling
   - Allocating too few resources too late

3. **Technological changes**
   - Plans that fail to appreciate and therefore provide for technological changes are likely to encounter problems farther down the road.

4. **Forex component.**
   - If a plan relies too heavily on the availability of foreign exchange it is likely to experience problems once the forex is in short supply. Plans must be such that they are not too sensitive to foreign currency.

5. **Change of government**
   - Too often a change in government means a change in emphasis in development programs. This could shelve a otherwise good plan.

6. **Donor fatigue**
   - Many plans are donor-led with minimum involvement of the local people. Once the donor begins to tire of the involvement, the plan fails. There are many examples on this.

7. **Bad weather**
   - Some plan's success is dependent on the occurrence of certain weather conditions. Some depend on rain and some indeed depend on extended sunny periods. The occurrence of one or the other leads to failure. Too much rain or too little rain means failure!

ELEMENTS TO GUIDE ACTION PLANS

1. Set the objective to be achieved
2, Determine steps to be taken in logical sequence
3. Determine resources/costs required and the timings for their need
4. Do a time schedule
5. Assign responsibility for each step determined in 2 above
6. Set standards for measuring progress and results

PREPARATION OF ANNUAL BUDGETS: STEPS

1. Analyse of available resources
2. Estimation of environmental impacts
3. Developments of strategies
4. Development. of specific plans
5. Corporate review and initial approval
6. Budget preparation

MANAGING THE BUDGET PROCESS

Budget: The manifestation of the quantifiable plans of action of management's strategies usually for one year.

Important considerations:

-. Creation of responsibility centres.
-. Maintenance of adequate up-to-date accounting system
-. Specific officer responsible for the budget function
- Establishment of a budget committee
- Maintenance of an up-to-date budget manual

VALUE FOR MONEY CONCEPT

Providing value for money-:

"Striving to provide service the service by doing the best you can within the resources available in the environment within which you operate."

Consists of three elements-:

ECONOMY:

Acquiring resources of appropriate quality for the minimum cost.

EFFICIENCY:

Seeking to ensure the maximum output is obtained from the resources devoted to a department or program. OR
Alternatively, ensuring minimum resources are used to a given level of output.

EFFECTIVENESS:

Ensuring that the output from any given activity is achieving desired results. OR
Achieving set goals and/or objectives.

(C)   TEAM DEFINITION

A TEAM IS A GROUP WHOSE MEMBERS HAVE, AS THE
HIGHEST PRIORITY, THE ACCOMPLISHMENT OF TEAM
GOALS.

NON-TEAM GROUPS ARE COLLECTIVES OF MEMBERS WITH
THEIR OWN GOALS.

KINDS OF TEAMS

COMMITTEES

TASK FORCES

QUALITY CIRCLES

PROJECT GROUPS

(D)   EFFECTIVE TEAMS' CHARACTERISTICS

1. INFORMATION FREELY FLOWS UP, DOWN AND SIDEWAYS. IT IS FULLY SHARED. IT IS OPEN AND HONEST.

2. PEOPLE RELATIONSHIPS ARE TRUSTING, RESPECTFUL, COLLABORATIVE, SUPPORTIVE.

3. CONFLICT IS REGARDED AS NATURAL AND HELPFUL. IT IS BASED ON ISSUES NOT PERSONS.

4. ATMOSPHERE IS OPEN, NON-THREATENING, NON-COMPETITIVE AND PARTICIPATIVE.

5. DECISIONS ARE MADE BY CONSENSUS. ARE BASED ON EFFICIENT USE OF RESOURCES AND WITH FULL COMMITMENT

6. CREATIVITY STRESSES GENERATING MORE OPTIONS AND IS SOLUTION ORIENTED.

7. POWER IS SHARED BY ALL. IS BASED ON COMPETENCE. CONTRIBUTES TO TEAM OBJECTIVES

8. MOTIVATION IS COMMITMENT TO GOALS SET BY TEAM. INDIVIDUAL BELONGING NEEDS ARE SATISFIED. THERE IS MORE CHANCE FOR ACHIEVEMENT THROUGH GROUP

9. REWARDS ARE BASED ON CONTRIBUTION TO GROUP AND PEER RECOGNITION

(E) INEFFECTIVE TEAMS' CHARACTERISTICS

1. INFORMATION FLOWS MAINLY DOWN AND NEVER UPWARD. IT IS WEAK HORIZONTALLY.

2. PEOPLE RELATIONSHIPS ARE SUSPICIOUS AND PARTISAN, PRAGMATIC-BASED ON NEED OR LIKING, COMPETITIVE AND WITHHOLDING.

3. CONFLICT IS FROWNED UPON AND AVOIDED. IT IS DESTRUCTIVE. IT INVOLVES PERSONALITIES-TRAITS AND MOTIVES.

4. ATMOSPHERE IS COMPARTMENTALISED, INTIMIDATING, GUARDED, WITH FRAGMENTED AND GUARDED SUB-GROUPS.

5. DECISIONS ARE FORCED OR BY MAJORITY VOTE. THEY EMPHASIZE POWER. THERE IS CONFUSION AND DISSENSION.

6. CREATIVITY IS CONTROLLED BY POWERFUL SUB-GROUPS. EMPHASIS IS ON ACTIVITY AND INPUTS.

7. POWER IS HOARDED. BASED ON POLITICKING AND ALLIANCE FORMATION. PRAGMATIC SHARING. CONTRIBUTION TO PERCEIVED POWER SOURCE.

8. MOTIVATION GOES ALONG WITH IMPOSED GOALS. BASED ON COERCION AND PRESSURE. IGNORES PERSONAL GOALS. VALUES INDIVIDUAL ACHIEVEMENT WITHOUT CONCERN FOR THE GROUP.

9. REWARDS UNCLEAR BASIS OF REWARDS OFTEN SUBJECTIVE ARBITRARY APPRAISALS

(F) DIAGNOSING GROUPS

Mark each of the 30 statements with either
Frequently = F; Occasionally = O or Rarely = R.

1. Members of the group seek me out to talk about what they see going on in the group or to complain about lack of progress or cooperation.

2. There are complaints that we spend to much time in meetings.

3. Some members feel that they do not get the information they require in timely manner.

4. Group decisions that I think have been made and agreed to have to be reopened and revised.

5. People bring suggestions for improving the group's effectiveness to me.

6. When new idea are introduced, there seems to be interest in what is wrong with them than in how they might work.

7. In meetings, I get frustrated over interminable discussions that do not end up anywhere.

8. Some members have more information than others about developments in the department and in the organisation.

9. There are some strong egos in the group, and this makes it hard for everyone to participate fully.

10. Someone has to intervene in group discussions to keep them focused on the objective.

11. Decisions of the group are rarely compromises.

12. Members of the group have confrontational style.

13. Agreement and harmony characterise our group discussions.

14. Decisions are arrived at by majority vote.

15. I do not get feedback from others in the group about may leadership.

16. People do not listen to one another.

17. Some people try to take over group discussions and act on their personal agendas.

18. Politicking goes on quietly behind the scenes.

19. People keep asking " What are we trying to do? What is the

point of all this?"

20. People cooperate with one another only when I show them it is important to do so.

21. There are some people who lead and they can be expected to take control early in the group discussion.

23. People get defensive when they meet resistance to their ideas.

24. Partisan subgroups form around major issues.

25. I ask people to leave personalities out of our discussions.

26. Some people withdraw from participating in some decisions.

27. Disagreements degenerate into wrangling and nit-picking.

28. Some people seem to value scoring points above everything else.

29. I hear people say, "What is the use of speaking up?"

30. Various members ask me to take sides.

(G)   # BENEFITS OF A TEAM

COLLABORATION

COMMUNICATION

EFFICIENT USE OF RESOURCES

SIMULTANEOUS DECISIONS AND SOLUTIONS

COMMITMENT TO DECISIONS AND SOLUTIONS

IMPROVED QUALITY OF OUTPUTS

(H) # LEADERSHIP FOR TEAM BUILDING

1. DECISION MAKING STYLE
2. BRINGING GROUPS TOGETHER
3. COMMUNICATION
4. GOAL SETTING
5. DELEGATING
6. REWARDING

(I)   LEADERSHIP SELF ASSESSMENT EXERCISE

MARK YES OR NO THE FOLLOWING 21 ITEMS.

1.   I regularly involve employees in decision-making on issues that affect them and their ability to perform well on the job.

2.   I make sure that there is a steady flow of information up and down.

3.   I treat my subordinates as partners and resources.

4.   In meetings, I encourage all present to participate in a full discussion and then arrive at consensus decisions.

5.   When we solve problems in the department, I encourage employees to seek better alternative to whatever situation exists now. I discourage attempts to assign blame or responsibility for the problem.

6.   When subordinates give me feedback on my managing and operation, I let them know how much I appreciate their openness even though I may be distressed by what they tell me.

7.   I regard disagreement as inevitable in a vibrant, dynamic working group.

8.   I reward those employees who look for ways to increase their effectiveness and that of others.

9.   I do not feel less of a manager when I delegate any of my authority and responsibilities, share decision-making with subordinates, or permit them to develop their own methods for accomplishing their tasks so long as the methods meet performance standards.

10. I believe that employees will commit themselves to the achievement of my goals and those of the department so long as they see an opportunity to accomplish their personal goals and to achieve satisfaction in doing so.

11. I share what information I have about the organisation, its policies, and its plans with subordinates, except for whatever higher management labels confidential.

12. Most people at work, I believe, are motivated by the desire to grow in their skills and competence.

13. When I see examples of collaboration between employees, I find some way to show my recognition of it and appreciation for it.

14. When I must get employees acceptance of new policies and rules that come down from higher management, I use persuasion and influencing skills.

15. In my department, employees know that they will be rewarded for good performance.

16. I believe that the more people are involved in setting objectives , the more committed they usually are to achieving them.

17. Even when I must impose changes because they have been set by higher management, I make sure that employees understand the rationale behind them, and even though I cannot alter the changes, I listen carefully to my subordinates' reaction to them.

18. My people, I believe, look at increased responsibility as a reward for good past performance and a means to grow and advance.

19. I make sure that my criticism of a subordinate's performance is seen as evidence of my desire to help the person be more effective and get more results that both of us want.

20. I am consistent in using both monetary and nonmonetary rewards to recognise those employees who have reached my goals and observed my work standard.

21. I present performance evaluations as a means for employees to improve on their effectiveness.

(J) MANAGER AS FACILITATOR CHECKLIST

IF YOU AGREE OR DISAGREE, MARK THE FOLLOWING 15 STATEMENTS.

1. AS A MANAGER, I ACCEPT THE REALITY THAT MY PRIMARY RESPONSIBILITY IS TO HELP THE GROUP ACHIEVE ITS OBJECTIVES RATHER THAN TO LEAD IT.

2. I REALISE THAT A GROUP, GIVEN RESPONSIBILITY AND SOME AUTHORITY, MAY ACHIEVE ITS OBJECTIVES IN WAYS AND WITH METHODS DIFFERENT FROM WHAT I MAY CHOOSE.

3. I KNOW THAT THE GROUP MAY MAKE MISTAKES, BUT I ALSO RECOGNISE THAT I MUST GIVE GROUP MEMBERS SOME FREEDOM TO MAKE MISTAKES SO THAT THEY CAN LEARN FROM THEM.

4. IT IS IMPORTANT TO ENCOURAGE THE TEAM TO DEAL WITH CONFLICTS AMONG ITS MEMBERS ON ITS OWN WAY, WITHOUT PREMATURE INTERFERENCE FROM ME.

5. I REALISE THAT THE GROUP MUST COME TO ITS OWN SOLUTIONS WHEN IT HAS PROBLEMS, AND THAT IMPOSING MY SOLUTION ON IT MAYBE DETRIMENTAL TO THE EFFECTIVENESS OF THE GROUP AS IT SEEKS TO IMPROVE ITS WORKING.

6. WHEN I SEE WAYS THAT I BELIEVE CAN IMPROVE THE WAY THE TEAM WORKS, I RECOGNISE THAT I SHOULD OFFER ADVICE IN THE FORM OF SUGGESTIONS TO BE CONSIDERED BY THE GROUP.

7. I HAVE TO TOLERATE THE GROUP'S DISAGREEMENTS WITH ME AS TO THE HELPFULNESS OF MY ADVICE AS FACILITATOR.

8. I REMIND MYSELF THAT IN MOST CASES, EMPHASISING THE POSITIVE BEHAVIOURS AND INFLUENCES IN THE GROUP HAS TEAM BUILDING IMPACT THAT IS GREATER THAN IF I FREQUENTLY CRITICISE THE TEAM'S MISTAKES AND FLOUNDERING.

9. WHEN I SHARPLY DISAGREE WITH OPINIONS VOICED IN THE GROUP, I AM CAREFUL TO GIVE THE CONTRIBUTORS ENOUGH TIME AND ATTENTION TO ENSURE THAT I REALLY DO UNDERSTAND THE POINTS THEY ARE MAKING.

10. THE GROUP PROCESSING THAT THE TEAM MEMBERS DO IS PROBABLY GREATER LEARNING EXPERIENCE FOR THEM THAN WHAT I MIGHT SAY ABOUT THE PROCESS.

11. I REALISE THAT MY INTERACTIONS WITH TEAM MEMBERS CONSTITUTE A MODEL FOR THEM.

12. IT IS HELPFUL FOR GROUP MEMBERS WHEN I PERIODICALLY COMMUNICATE THEIR PROGRESS AND ACHIEVEMENTS TO THEM.

13. WHEN I SEE EFFECTIVE PERFORMANCE IN A GROUP, I KNOW THAT MY POINTING IT OUT AND PRAISING IT CAN HAVE IMPACT ON THE MOTIVATION OF THE TEAM MEMBERS.

14. I AM AWARE THAT MY FACIAL EXPRESSIONS, BODY LANGUAGE AND GESTURES CAN COMMUNICATE NEGATIVE MESSAGES TO THE GROUP.

15. ONE OF THE BEST REWARDS I CAN HAND THE GROUP IS TO PRAISE ITS PROGRESS AND ACHIEVEMENT TO HIGHER MANAGEMENT.

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(K) LIKERT'S MANAGEMENT STYLES

A. EXPLOITATIVE AUTHORITATIVE

1.   SUBORDINATES ARE NOT TRUSTED.

2.   SUBORDINATES OPINIONS ARE NOT SOUGHT ON PROBLEMS AND DECISIONS.

3.   MOTIVATION IS BASED ON FEAR AND THREATS.

4.   COMMUNICATION IS TOP DOWN. UPWARD INFORMATION IS INACCURATE.

5.   GOALS SET FROM ABOVE.

B. BENEVOLENT AUTHORITATIVE

1.   MANAGEMENT AND EMPLOYEES ARE IN A MASTER SERVANT RELATIONSHIP.

2.   LIMITED OPINIONS OF SUBORDINATES ARE SOUGHT.

3.   MOTIVATION IS PATERNALISTIC.

4.   SLIGHTLY BETTER UPWARD INFORMATION.

5.   EMPLOYEE SATISFACTION NOT CONSIDERED.

6.   GOALS SET FROM ABOVE.

C. CONSULTATIVE

1.   MANAGEMENT CONSULTS EMPLOYEES ON PROBLEMS AND DECISIONS.

2.   MANAGEMENT MAKES DECISIONS BY ITSELF NOT WITH EMPLOYEES.

3.   MOTIVATION IS PARTLY PATERNALISTIC AND PARTLY IDENTIFICATION.

4.   MANAGEMENT SPECIFIES INFORMATION IT WANTS TO COME FROM BELOW.

5.   UNPLEASANT INFORMATION IS NEVER SENT UP.

6.   GOALS SET FROM ABOVE.

D. PARTICIPATIVE GROUP

1. MANAGEMENT TRUSTS EMPLOYEES.

2. EMPLOYEES WILLINGLY WORKING TOWARDS ORGANISATIONS OBJECTIVES.

3. MOTIVATION IS THROUGH REWARDS AND INVOLVEMENT.

4. EMPLOYEES INVOLVED IN SETTING GOALS

5. COMMUNICATION IS FROM TOP FROM BELOW AND ALSO HORIZONTAL.

6. UPWARD INFORMATION IS ACCURATE.

7. MANAGEMENT NOT THREATENED BY GROUP PROCESSES.

(L)   STAGES IN TEAM LIFE

1. SEARCHING
WHAT ARE WE HERE FOR?

WHAT PART SHALL I PLAY?

WHAT AM I SUPPOSED TO DO?

IN SUMMARY LOOKING FOR GROUP IDENTITY.

2. DEFINING
COLLECTION OF PERSONS DEFINING A TASK TO BE PERFORMED.

CONFLICT OVER QUICK STARTERS AND DELIBERATORS.

CLASHES OVER THOSE WITH SET SOLUTIONS AND EXPERIMENTERS.

CONFLICTS: READY SOLUTIONS AUTOCRATS AND EXPERIMENTING DEMOCRATS.

PERSONAL AGENDAS.

INFLUENCE SEEKING.

TASK ORIENTED CLASHES WITH GROUP PROCESS ORIENTED.

3. IDENTIFYING
MEMBERS DEFINE ROLES WHICH SERVE THE GROUP.

TASK ORIENTED LISTEN TO PROCESS ORIENTED.

LEADERSHIP EMERGES DEFINED BY THE DICTATES OF THE GROUP TASK. IT CAN BE TASK OR PROCESS ORIENTED.

4. PROCESSING
GROUP WORKS AS A TEAM

TEAM EVALUATES ITS EFFECTIVENESS AND REORIENTS TO MAXIMISE IT.

GROUP EXPERIMENTS WITH NEW INTERNAL ROLES LIKE CHANGING LEADERSHIP OR CREATING NEW OBJECTIVES.

FORMAL LEADERSHIP NOT ASS IMPORTANT AS BEFORE AND THUS IS NOT COMPETED FOR.

5. ASSIMILATING OR REFORMING
TASK FORCES WHICH ARE TIME SPECIFIC DIE; PERIOD OF MOURNING

PERMANENT GROUPS CHANGE THEIR MISSIONS

MEMBERSHIP RECONSTITUTED

NEW DYNAMICS

NEW GROUP PERSONALITIES

(M) BUILDING TEAM COMMITMENT EXERCISE.

MARK AGREE, DISAGREE OR UNCERTAIN FOR THE FOLLOWING 15 ITEMS.

1. People who are motivated to work perform better on the job than those who are not.

2. Some people are un-motivated, and there is nothing the manager can do about it.

3. In general, people will not work on something the do not like.

4. The attitude that the manager has towards subordinates can affect the work they do.

5. Most people work primarily for money.

6. The style of managing plays an important role in employee motivation.

7. Few people welcome criticism of their work.

8. People always want to be rewarded for doing a job.

9. The average employee will not be committed to a task or a job that he or she does not find valuable.

10. A manager can often make work more desirable to an employee.

11. Whether people in a team a work group are strongly motivated depends largely on the way they are managed.

12. When employees suspect that they will have difficulty doing the work, they usually avoid doing it or else lose motivation.

13. Membership in a team can persuade employees that the work is doable and can increase their expectation of success.

14. Employees who are happy at work perform better than those who are not.

15. Managers have the ability to increase the value of work in employee's eyes as well as their confidence in their ability to do it.

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(N) BUILDING MOTIVATION/EXPECTANCY THEORY

1. TELL PEOPLE WHAT YOU EXPECT THEM TO DO.

2. MAKE THE WORK VALUABLE.

3. MAKE THE WORK DOABLE.

4. GIVE FEEDBACK. POSITIVE IF THEY ARE ACHIEVING. NEGATIVE FEEDBACK TO CORRECT MISTAKES.

5. REWARD SUCCESSFUL PERFORMANCE.

(O) GOAL SETTING EXERCISE

MARK YES OR NO ON THE FOLLOWING 10 ITEMS

1. I TRY TO HAVE GOAL-SETTING SESSIONS AT LEAST ONCE A YEAR WITH ALL MY EMPLOYEES AS INDIVIDUALS, AND WITH EACH TEAM AS NECESSARY.

2. WHEN POSSIBLE, I INVITE EMPLOYEES TO JOIN ME IN SETTING WORTHWHILE GOALS FOR THE UNIT OR DEPARTMENT.

3. WITH EMPLOYEES WHOSE PERFORMANCE IS RELIABLE, I OFTEN LEAVE IT TO THEM TO DETERMINE THE METHOD THEY WILL USE TO REACH THEIR GOALS.

4. I INVITE EMPLOYEES TO SET PERSONAL GOALS FOR THEIR GROWTH AND ADVANCEMENT.

5. I TRY TO KNOW WHAT EMPLOYEES WANT OUT OF THEIR WORK, AND WHAT THEIR NEEDS AND GOALS ARE.

6. ONCE I HAVE AGREED ON A GOAL, I MAKE SURE IT IS ADDRESSED.

7. I LET EMPLOYEES KNOW AT THE TIME OF SETTING GOALS HOW IMPORTANT THEY ARE TO ME.

8. I USUALLY INCORPORATE GOALS IN APPRAISALS.

9. I MAKE SURE TO FIND OUT HOW REALISTIC THE GOALS ARE TO EMPLOYEES WHO ARE CHARGED WITH REACHING THEM.

10. I MAKE SURE PERIODICALLY THAT ALL EMPLOYEES UNDERSTAND NOT ONLY MY GOALS BUT THE PERFORMANCE STANDARDS I EXPECT OF THEM.

(P) COMMUNICATION IN TEAMS

SPECTRUM OF COMMUNICATION

A. AGGRESSIVE

1. TOTALLY SELF ORIENTED.

2. EXCLUDES OTHERS.

3. DISREGARDS THE DIGNITY AND RIGHTS OF OTHERS.

4. MAKES AGGRESSIVE PUT DOWNS.

5. HUMILIATES.

B. ASSERTIVE

1. PRIMARILY SELF ORIENTED.

2. SECONDARILY INCLUDES OTHERS.

3. EXPRESSES NEEDS AND DEMANDS IN WAYS ACCEPTABLE TO OTHERS.

4. NON-THREATENING.

5. NON-ABRASIVE.

3. RESPONSIVE

1. PRIMARILY ORIENTED TO OTHERS.

2. SECONDARILY SELF ORIENTED.

3. ACCEPTS OTHERS' STRENGTHS, RESOURCES AND PERCEPTIONS

4. MOBILISES OTHERS' STRENGTHS, RESOURCES AND PERCEPTIONS FOR T. USE.

5. PROBLEM SOLVING ORIENTATION.

4. DOCILE

1. TOTALLY DIRECTED BY OTHERS.

2. TOTALLY EXCLUDES SELF.

3. SURRENDERS PERSONAL RIGHTS.

4. ABDICATES PERSONAL RESPONSIBILITY.

5. MANIPULATED BY OTHERS.

(Q)   ASSERTIVE /RESPONSIVE COMMUNICATION

TEAMS THRIVE UNDER ASSERTIVE AND RESPONSIVE COMMUNICATION. THE PERSONALITIES WHICH LEAD TO THE DIFFERENT TYPES HAVE THE FOLLOWING CHARACTERISTICS.

ASSERTIVE PERSON

1. GIVES INFORMATION.
2. DESCRIBES THE SITUATION AS SHE SEES IT.
3. EXPRESSES FEELINGS.
4. STATES WHAT SHE FEELS ABOUT WHAT IS GOING ON.
5. SEEKS CHANGES IN OTHERS.
6. DESCRIBES THE BEHAVIOUR CHANGES SHE WOULD LIKE IN OTHER.
7. DEFINES BENEFITS OF DESIRED CHANGES.
8. SPECIFIES BENEFITS TO THE OTHER AS A RESULT OF CHANGE.

RESPONSIVE PERSON

1. SEEKS INFORMATION.
2. INVITES OTHERS TO DEFINE SITUATION AS THEY SEE IT.
3. SEEKS TO KNOW FEELINGS OF OTHERS.
4. ACCEPTS THE VIEW OF THE OTHER WITHOUT NECESSARILY AGREEING WITH IT.
5. SEEKS CHANGE IN SELF.
6. CHANGES SELF BEHAVIOUR IF IT IS NOT HELPFUL OR EFFECTIVE.
7. DEFINES THE BENEFITS OF THE CHANGE FOR ONESELF.
8. SPECIFIES THE BENEFITS OF THE CHANGE FOR BOTH PARTIES.

(R)　　MODES OF COMMUNICATION EXERCISE

IDENTIFY THE MODES OF COMMUNICATION IN THE FOLLOWING 10 ITEMS.

AG=AGGRESSIVE AS=ASSERTIVE R=RESPONSIVE D=DOCILE
AR= ASSERTIVE-RESPONSIVE

1. "MUTUA, THROUGHOUT THIS WHOLE MEETING, YOU HAVE INTERRUPTED ME TIME AFTER TIME, AND I AM GETTING VERY FRUSTRATED AND ANGRY. PLEASE STOP DOING IT. LET ME FINISH, AND I CAN RELAX LONG ENOUGH TO LISTEN TO YOU."

2. "NYAR AHERO, WAKE UP AND PAY ATTENTION. I JUST COVERED THAT POINT A FEW MINUTES AGO. WERE YOU SLEEPING?"

3. "I AM REALLY GETTING SICK AND TIRED OF YOUR SNIDE REMARKS. I DO NOT KNOW WHAT MAKES YOU THINK YOU CAN WALK IN HERE AND ACT AS IF YOU ARE BETTER THAN EVERYONE ELSE. FRANKLY, I THINK YOU WOULD BENEFIT BY CLOSING YOUR MOUTH AND OPENING YOUR EARS. BUT THEN AGAIN YOU JUST MIGHT LEARN SOMETHING, AND THAT MIGHT BE SCARY."

4. "YOU KEEP ASKING THE SAME QUESTION, MOMANYI. I GAVE YOU THE ANSWER WHEN YOU FIRST ASKED IT, AND THEN AGAIN, AND NOW A THIRD TIME. IT IS AWFULLY UPSETTING TO THINK THAT I AM NOT EXPRESSING MYSELF CLEARLY, AND IF I AM NOT, I AM WASTING EVERYONE'S TIME. SO TELL ME WHAT YOU HAVE BEEN HEARING ME SAY. I GUESS YOU MUST BE FRUSTRATED, BECAUSE YOU KEEP TRYING TO FIND OUT THE SAME INFORMATION."

5. "YES, I KNOW I HAVE NOT SPOKEN UP, BUT I AM GETTING THE SUSPICION THAT YOU ALL KNOW SO MUCH MORE ABOUT THE SUBJECT THAN I DO, SO I AM JUST NOT GOING TO WASTE YOUR TIME BY TELLING YOU WHAT YOU PROBABLY ALREADY KNOW."

6. "DORE, EXCUSE ME FOR INTERRUPTING YOUR CONVERSATION WITH AMINA, BUT I CANNOT HELP NOTICING THAT YOU OFTEN GET INVOLVED IN SIDE CONVERSATIONS WHEN SOMEONE ELSE IN THE MEETING IS TALKING. WHAT YOU ARE DOING DISTRACTS ME, AND I CANNOT CONCENTRATE. IT IMPRESSES ME AS BEING RUDE. PERHAPS YOU DO NOT MEAN TO BE DISRUPTIVE. BUT I WISH YOU WOULD SHOW MORE COURTESY WHEN OTHERS ARE SPEAKING TO THE GROUP. IT WOULD BE MUCH FAIRER."

7. "I WOULD BE MUCH INTERESTED IN WHAT KIMAIYO THINKS ABOUT KIPCHUMBA'S COMMENT, ESPECIALLY SINCE KIMAIYO LOOKED IN TO THE PROBLEMS OF MAPPING BOMET SOME MONTHS BACK. KIMAIYO, YOU ARE KEEPING QUIET. DOES THAT MEAN YOU AGREE OR DISAGREE? ARE YOU JUST BEING TACTFUL?"

8. "FRANKLY, OPIYO, I DO NOT KNOW WHAT IN THE WORLD YOU ARE TALKING ABOUT. IT SEEMS TO ME THAT YOU ARE JUST TALKING AND TALKING AND GOING IN CIRCLES. I WISH YOU WOULD GET TO THE POINT. I DO NOT KNOW WHY IT SEEMS SO DIFFICULT FOR YOU TO COME OUT AND SAY WHAT YOU MEAN IN LESS THAN A THOUSAND WORDS."

9. "THIS DISCUSSION IS GOING ROUND AND ROUND. AT FIRST I WAS FRUSTRATED. NOW I AM JUST BORED. DO OTHERS HERE HAVE THE SAME REACTION TO WHAT IS GOING ON? IF YOU DO, WHAT CAN WE DO TO GET MORE FOCUS INTO THE DISCUSSION? I HATE TO SIT HERE THINKING I COULD BETTER SPEND MY TIME AT MY DESK."

10. "YOU ARE RIGHT. I AM UN-CHARACTERISTICALLY QUIET. THE TRUTH IS THAT I AM SITTING HERE BOILING OVER WHAT KUNGU SAID A FEW MINUTES AGO. KUNGU, I DO NOT THINK YOU WERE FAIR TO ME WHEN YOU SUGGESTED THAT I AM TRYING TO TAKE CREDIT FOR SOME WORK THAT MY PREDECESSOR IN MASHURU DID. I CANNOT GET ON WITH WHAT IS GOING ON HERE AS LONG AS I KEEP HEARING YOUR WORDS."

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(S) TEAM COMMUNICATION ASSESSMENT

MARK THE FOLLOWING STATEMENTS YES OR NO

1. UNPLEASANT OPINIONS REGARDING TEAM MEMBERS ARE EXPRESSED INDIRECTLY THROUGH GOSSIP RATHER THAN DIRECTLY, FACE-TO-FACE.

2. FEEDBACK BETWEEN MEMBERS THAT IS NOT COMPLIMENTARY IS OFTEN COUCHED IN TACTFUL, DIPLOMATIC LANGUAGE.

3. WHEN MEMBERS EXPRESS DISAGREEMENT WITH OTHERS, THEY FALL INTO A YES-BUT MODE.

4. UNPLEASANT TRUTHS ABOUT THE GROUP AND ITS MEMBERS ARE CLOTHED IN HUMOUR.

5. WHEN PEOPLE ARE VISIBLY ANGRY, THEY DENY BEING ANGRY OR HAVING STRONG EMOTIONS.

6. PEOPLE SEEM UNCOMFORTABLE TALKING WITH ME ABOUT MY MANAGEMENT AND HOW I LEAD THE WORK TEAM.

7. IN THEIR COMMUNICATION WITH ONE ANOTHER, AND IN THEIR MEETINGS, MEMBERS OF THE GROUP SPEAK CONSTANTLY ON THE IMPORTANCE OF BEING RATIONAL.

8. WHEN PEOPLE MAKE CUTTING REMARKS THAT ARE CLOTHED IN HUMOUR, MOST PEOPLE LAUGH.

9. THERE ARE MANY JOKING RELATIONSHIPS BETWEEN MEMBERS OF THE GROUP, AND IT IS CONSIDERED TO BE A SIGN OF GOOD SPORT TO TAKE THE RIBBING.

10. WHEN MEMBERS HAVE CONFLICTS, EACH DISPUTANT REINFORCES THEIR POSITION BY REMINDING TEAM MEMBERS OF THE OTHER DISPUTANT'S PAST MISTAKES.

11. MEMBERS SEEM TO BE EMBARRASSED AND NONPLUSSED BY ANY SHOW OF EMOTIONS.

12. MUCH TIME IS TAKEN UP USELESSLY BECAUSE PEOPLE MISUNDERSTOOD WHAT OTHERS ARE SAYING AND RESPOND TO STATEMENTS THAT WERE NOT MADE.

13. IN PROBLEM SOLVING DISCUSSIONS, WE FIRST AFFIX THE BLAME, THEN WE TALK ABOUT HOW TO CORRECT THE PROBLEMS.

14. WHEN I CRITICISE AN EMPLOYEE, I SEE SULLENNESS IN THE PERSON.

15. IN MEETINGS, WHEN ONE MEMBER EXPRESSES UNHAPPINESS OR DISSATISFACTION WITH THE WAY DISCUSSIONS ARE GOING, OTHER MEMBERS ARE QUICK TO EXPLAIN HOW HE HAS MISUNDERSTOOD WHAT IS GOING ON, AND THEY TELL THE DISSENTER THAT HE SHOULD BE MORE POSITIVE.

16. THE USUAL REACTION TO DISAGREEMENT IS DEFENSIVENESS AND RESENTMENT.

17. SOMETIMES CONFLICTS BETWEEN MEMBERS OF THE GROUP ARE PROLONGED, AND OTHERS SIMPLY IGNORE WHAT IS GOING ON.

18. WHEN THERE ARE DEVELOPMENTS OR HAPPENINGS OUTSIDE THE DEPARTMENT, THERE IS ALWAYS SOMEONE IN THE GROUP WHO SAYS, "I KNEW ABOUT THAT ALL ALONG."

19. CERTAIN MEMBERS OF THE GROUP ARE PREDICTABLE IN THEIR OPINIONS, AND WHEN THEY SPEAK UP, MOST OTHERS LOOK BORED.

20. SOMETIMES PROBLEMS AND MISTAKES OCCUR, AND THERE IS USUALLY ONE PERSON WHO INSISTS, "I TOLD YOU THIS WOULD HAPPEN".

(T) # HANDLING CONFLICT IN TEAMS

1. CONFLICT IS NATURAL.

2. CONFLICT IS RESOLVED THROUGH OPENNESS.

3. CONFLICT OCCURS OVER ISSUES NOT OVER PERSONALITIES.

4. CONFLICT INVOLVES SEARCH FOR ALTERNATIVES.

5. CONFLICT RESOLUTION IS PRESENT ORIENTED.

DEALING WITH OPPOSITION TO YOUR IDEAS

1. **RELAX** - SIT BACK-FACIAL EXPRESSION ATTENTIVE

2. **LISTEN** -MAINTAIN EYE CONTACT-LISTEN TO WHAT IS SAID AND BY WHO FOR LATER SELLING.

3. **ACCEPT** - CRITICISM IS BEING MADE SERIOUSLY NOT THAT YOU HAVE TO AGREE.

4. **MAKE IT A GROUP ISSUE** - IN OTHER WORDS LET OTHERS DEFEND YOUR IDEA.

5. **ANSWER GROUP** - NOT YOUR CRITICS. SHOW HOW THE IDEA WOULD BE USEFUL TO THE GROUP.

TEAM PROBLEM SOLVING/ DECISIONMAKING

1. **KEEP TEAM SMALL**. 5-9 IS THE INTERNATIONALLY ACCEPTED IDEAL.

2. **ANNOUNCE MEETING IN ADVANCE**. DEFINE ISSUES AND ASK PARTICIPANTS TO COME WITH IDEAS AND POSSIBLE SOLUTIONS.

3. **USE ROUND ROBIN** TO COLLECT PEOPLES' IDEAS INITIALLY.

4. **ENCOURAGE PEOPLE TO DISCUSS THE IDEAS TABLED WITH THE TEAM** NOT WITH ORIGINATORS FOR ONCE TABLED THEY BELONG TO THE GROUP.

5. **REPHRASE CRITICISM IN POSITIVE WAYS.** EG. NEGATIVE: WE TRIED THAT AND IT DID NOT WORK. POSITIVE HOW HAVE CONDITIONS CHANGED TO ENCOURAGE US TO RETRY THE IDEA?

6. **ASK FOR POSITIVE REMARKS FROM NEGATIVE PEOPLE.** {TWO COLUMN POSITIVE AND NEGATIVE}.

7. **SET AN EXAMPLE BY NOT DEFENDING YOU OWN IDEAS.**

(U)   ARRIVING AT CONSENSUS DECISIONS

1.   **ENCOURAGE ALL PARTICIPANTS TO HAVE A FULL SAY.**
BY INITIALLY ASKING FOR OPINIONS FROM EVERYBODY
WITHOUT DEBATE. {ROUND ROBIN}

2.   **EMPHASIZE POSITIVE.**
E.G. MAPPING MASHURU IS A NEW APPROACH. OF
COURSE IT IS COMPLEX. WE HOWEVER HAVE THE
PERSONNEL AND EXPERTISE TO WORK WITH OTHER
DEPARTMENTS.

3.   **FIND OUT HOW SERIOUS THE NEGATIVES ARE.**

EG. "WE ARE NOT IN A POSITION TO COMMERCIALISE
UNTIL THE WORLD BANK DEMANDS IT FROM OUR BOSSES
AND THEY WRITE TO US".

"SUPPOSE   WE   TRY   COMMERCIALISING   THE
LABORATORIES FIRST. DURING THE SECOND YEAR WE
CAN BEGIN TO PAY FOR EQUIPMENT. BY THE THIRD
YEAR WE OUGHT TO BE ABLE TO BEGIN TO PAY
SALARIES."

4.   **KEEP SUMMING UP AREAS OF AGREEMENT**

EG. WE AGREED WE WERE TO COMMERCIALISE. THE
PROBLEM IS JUST SCHEDULING.
OR.
WE AGREED TO COMMERCIALISE IN PHASES. NOW WE
HAVE AGREED TO PRIVATISE THE LABORATORIES
DURING THE FIRST YEAR AND PURCHASE EQUIPMENT
DURING THE SECOND. WE SHALL TACKLE THE ISSUE OF
SALARIES DURING THE NEXT PLANNING MEETING.

(V)   HOLDING EFFECTIVE MEETINGS

1. STARTS ON TIME.

2. MAXIMUM DURATION 90 MINUTES.

3. STATEMENT OF PROBLEM, ISSUE, OBJECTIVE.

4. DISCUSSION STARTS ONLY WHEN ALL TEAM MEMBERS UNDERSTAND THE PROBLEM, ISSUE, OBJECTIVE.

5. DISTRIBUTE INFORMATION FOR MEETING BEFORE.

6. CHAIRING CAN BE SHARED.

7. TEAM MEMBERS CHECK WITH EACH OTHER THAT THEY ARE HEARING RIGHT.

8. IF ONE IS DOMINATING IT IS TEAMS' RESPONSIBILITY TO SANCTION HIM.

9. DECISIONS ARE MADE BY CONSENSUS.

10. AFTER INDIVIDUALS TABLE IDEAS OR SOLUTIONS THEY BECOME GROUP IDEAS AND SOLUTIONS AND NO LONGER THEIRS.

11. CONFLICT IS ABOUT PROBLEMS NOT INDIVIDUALS.

12. DECISIONS ARE MADE TENTATIVELY UNTIL THERE IS CONSENSUS AND COMMITMENT BY ALL TEAM MEMBERS.

13. THERE IS BOTH FORMAL AND INFORMAL LEADERSHIP.

(W) DIAGNOSING MEETINGS EXERCISE

OF THE 30 STATEMENTS, MARK YES OR NO WITH REGARD TO YOUR ORGANISATION.

1.   PEOPLE TEND TO RESIST THE IDEA OF ANOTHER MEETING.

2.   MEETINGS GENERALLY START AND END ON TIME.

3.   WHEN A MEMBER CONTRIBUTES AN IDEA OR AN OPINION, OTHER MEMBERS RESPOND TO HIM OR HER, ONE ON ONE.

4.   DISCUSSIONS DO NOT BEGIN UNTIL IT IS CLEAR THAT EVERYONE IN THE ROOM UNDERSTANDS THE ISSUE TO BE DECIDED OR THE OBJECTIVE TO BE REACHED.

5.   ONE OR TWO MEMBERS SLOW THE MEETING DOWN WITH LONG, RAMBLING SPEECHES.

6.   OUR MEETINGS DO NOT END UNTIL IT IS CLEAR THAT EVERYONE WHO WANTS TO SAY SOMETHING HAS BEEN ABLE TO.

7.   PEOPLE DO NOT ADDRESS ONE ANOTHER BUT TALK ABOUT OTHERS AS IF THEY WERE NOT IN THE ROOM.

8.   IF THE OBJECTIVE OF THE MEETING HAS NOT BEEN REACHED BY THE TIME LIMIT, WE SCHEDULE A FOLLOW-UP MEETING RATHER THAN EXTEND THE DISCUSSION AND RUN OVERTIME.

9.   MANY IDEAS AND SUGGESTIONS HAVE TO BE REPEATED TWO OR THREE TIMES BEFORE THEY GET A RESPONSE.

10.   THE FORMAL LEADER OR CHAIR, IN OFFERING HIS OR HER POSITION, HAS NO MORE WEIGHT OR POWER THAN ANY OTHER MEMBER.

11.   SOMETIMES ONE HAS TO SHOUT TO GET THE ATTENTION OF THE OTHERS.

12.   OFTEN WHEN PEOPLE DISAGREE WITH AN IDEA OR A COMMENT, THEY CHECK WITH THE INITIATOR TO MAKE SURE THEY HAVE UNDERSTOOD BEFORE PRESENTING REASONS WHY THEY DISAGREE.

13.   FOLLOWING MANY MEETINGS, THERE ARE POST MORTEMS IN PEOPLE'S OFFICES OR KAMUKUNJIS ABOUT WHAT HAPPENED IN THE MEETING.

14.   OUR MEETINGS END UP WITH A CHECK TO MAKE SURE THAT EVERYONE IS COMMITTED TO THE RESULT OR THE GOAL REACHED.

15.   IT IS HARD TO INITIATE AN IDEA OR A PROPOSAL BECAUSE THERE ALWAYS SEEMS TO BE SOMEONE WHO PUTS IT DOWN OR POKES FUN AT IT.

16.   OUR PROBLEM IS NOT THAT PEOPLE DECLINE TO PARTICIPATE BUT THAT EVERYONE SEEMS TO WANT TO TALK AT ONCE.

17.   AFTER WE BREAK UP, THERE IS SOMETIMES CONFUSION ABOUT WHAT HAS BEEN RESOLVED OR WHO IS RESPONSIBLE FOR THE IMPLEMENTATION.

18.   OUR DECISIONS ARE ALWAYS BY CONSENSUS, WITH EVERYONE AGREEING THAT THEY ARE THE BEST WE CAN MAKE UNDER THE CIRCUMSTANCES.

19.   MEETINGS OFTEN HAVE TO BE RE-SCHEDULED WHEN IT TURNS OUT THAT THE ORIGINAL DECISIONS WERE BASED ON INCOMPLETE INFORMATION, OR WHEN SOME OF THE MEMBERS SAY THEY HAD SECOND THOUGHTS.

20.   WHEN ONE MEMBERS COMPLAINS THAT THE MEETING HAS DRIFTED OFF TRACK, OTHER MEMBERS ARE POLLED TO SEE WHETHER THEY AGREE.

21.   SOMETIMES WE AGREE ON THE SOLUTION OR COURSE OF ACTION CHIEFLY BECAUSE THE MEETING HAS EXHAUSTED EVERYONE.

22.   PEOPLE OFTEN SAY THEY LEAVE OUR MEETINGS ON AN ENERGY HIGH.

23. WE SEEM TO SPEND A DISPROPORTIONATE AMOUNT OF TIME AT THE BEGINNING OF MOST MEETINGS TRYING TO DEFINE THE PROBLEM WE ARE SUPPOSED TO BE WORKING THROUGH.

24. WHILE NO ONE LIKES TO SEE HIS OR HER IDEA CRITICISED, THERE IS LACK OF DEFENSIVENESS AND RANCOUR IN OUR MEETINGS WHEN THERE IS DISAGREEMENT.

25. DURING OUR MEETINGS, PEOPLE ARRIVE LATE, ASK TO BE EXCUSED EARLY, ARE FREQUENTLY CALLED TO ANSWER THE TELEPHONE, AND SO ON.

26. BEFORE MOST PROBLEM SOLVING OR DECISIONMAKING SESSIONS, WE HAVE TO THINK THROUGH THE ISSUES SO THAT WE COME TO THE CONFERENCE PREPARED.

27. ARGUMENTS BREAK OUT THAT OFTEN SEEM TO HAVE NO DIRECT BEARING ON THE ISSUE BEFORE THE GROUP.

28. WHEN SERIOUS CONFLICTS OCCUR BETWEEN PARTICIPANTS, OTHERS IN THE GROUP STEP IN TO HELP THEM WORK IT OUT.

29. GETTING EMOTIONAL OR SHOWING FEELINGS IS STRONGLY DISCOURAGED.

30. NO ONE FEELS ATTACKED OR ON THE "HOT SEAT" WHEN OTHERS DISAGREE WITH HIM OR HER, BECAUSE ONCE THE IDEA IS OUT ON THE TABLE, MEMBERS CONSIDER IT A GROUP ISSUES AND IT IS DISCUSSED AS SUCH, WITH EVERYONE TALKING WITH EVERYONE.

TOTAL EVEN NUMBERS-----------------
TOTAL ODD NUMBERS----------------
NET=EVEN MINUS ODD----------------

10-15 =T
5-9   =F T
<5   =D T.

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(X) EVALUATING MEETINGS EXERCISE

1. How effective was the meeting?

{ Did people commit themselves to work for what they perceived to be the best interests and most realistic objectives of the group? Were the resources of the group efficiently applied to achieve the objectives? Do you believe that the group's achievement was the best that could have been hoped for?}

| 10 | 9 | 8 | | 7 | 6 | 5 | 4 | | 3 | 2 | 1 |
Most Effective   Somewhat Effective   Ineffective

2. How clear were the group's goals in this meeting.

| 10 | 9 | 8 | | 7 | 6 | 5 | 4 | | 3 | 2 | 1 |
Quite Clear   Somewhat Clear   Unclear

3. To what extent did the group stay on track in working toward its objectives and avoiding distractions?

| 10 | 9 | 8 | | 7 | 6 | 5 | 4 | | 3 | 2 | 1 |
Completely   More or less   Sidetracked

4. How would you judge your effectiveness in promoting the groups work?

| 10 | 9 | 8 | | 7 | 6 | 5 | 4 | | 3 | 2 | 1 |
Very EFFEctive   Somewhat effective   Ineffective

5. To what extent did the group consider your contributions?

| 10 | 9 | 8 | | 7 | 6 | 5 | 4 | | 3 | 2 | 1 |
Totally   Somewhat   Not at all

6. How free did you feel to express your opinions and to make contributions in the group?

| 10 | 9 | 8 | | 7 | 6 | 5 | 4 | | 3 | 2 | 1 |
Totally   Somewhat   Not at all

7. Overall, what is was your level of satisfaction with the meeting?

| 10 | 9 | 8 | | 7 | 6 | 5 | 4 | | 3 | 2 | 1 |
Well satisfied   Somewhat satisfied   Dissatisfied.

OVER A YEAR, CHART ALL THE INDIVIDUAL AGGREGATE SCORES.

(Y)   PEER FEEDBACK EVALUATING EXERCISE

In each of the categories CIRCLE the number that you believe best represents the usual behaviour of _____

1.   INITIATES IDEAS AND SOLUTIONS.

10   9   8   7   6   5   4   3   2   1
Frequently   Moderately   Infrequently

2.   FACILITATES THE INTRODUCTION OF NEW IDEAS.

10   9   8   7   6   5   4   3   2   1
Encourages others Supports others   Resists

3.   IS DIRECTED TOWARDS GROUP GOALS

10   9   8   7   6   5   4   3   2   1
Identifies GG   Partly Identifies GG   Own Goals

4.   MANAGES CONFLICT

10   9   8   7   6   5   4   3   2   1
Uses Conflict   Avoids Conflict   Pacifies

5.   DEMONSTRATES SUPPORT FOR OTHERS

10   9   8   7   6   5   4   3   2   1
Supports all   Supports some   Supports none

6.   REVEALS FEELINGS

10   9   8   7   6   5   4   3   2   1
Openly   Partly   Denies feelings

7.   DISPLAYS OPENNESS

10   9   8   7   6   5   4   3   2   1
Freely and Clearly   Camouflages   Vague

8.   CONFRONTS TEAM ISSUES AND MEMBER'S NON-PRODUCTIVE BEHAVIOUR

10   9   8   7   6   5   4   3   2   1
Freely   Cautious   Avoids

9.   SHARES LEADERSHIP

10   9   8   7   6   5   4   3   2   1
Yes   Competes   Dominates

10.   EXHIBITS PROPER DEMEANOUR IN DECISION-MAKING PROCESSES

10   9   8   7   6   5   4   3   2   1
Explores all   Impatient with   Pushes for early vote
Options   Explorations   on Preference

(Z)   REWARDS FOR EFFECTIVE TEAMWORK

1. MORE RESPONSIBLE TASKS

2. FREEDOM TO SET GOALS

3. PRAISE FROM IMMEDIATE MANAGERS

4. PRAISE FROM HIGHER MANAGERS

5. TRAINING

6. MORE AUTONOMY ON HOW TEAM WORKS

7. RECOGNITION AS MANAGERS ADVISORY TEAM

8. MORE AUTONOMY FOR SCHEDULING OF MEMBERS

9. PUBLICITY IN THE ORGANISATION']

10. SALARY INCREASES

11. DAYS OFF

12. DEPARTMENTAL LUNCHES OR DINNERS

13. CERTIFICATES OR PLAQUES

14. NEW AND BETTER FURNISHINGS

15. MORE ADVANCED EQUIPMENT

16. BOOKS OR PLANTS

17. TEAM PARTY

18. COACHING FOR CAREER OPPORTUNITIES

19. FREEDOM TO SELECT TASKS OR PROJECTS

20. "THANK YOU "

(ZZZ)

Team Talk

So you think you want teams

by Ron Williams

More people are embracing teams, or a least the concept of teams. Yet few really realise the implications of moving towards a team-based culture. I want to share some truisms that I've come to recognise from spending years trying to help organisations, both within and outside 3M, to establish team-based cultures.

Team Truisms

Implementing teams is a major change initiative.

Whether implementing a few ad hoc teams or moving toward a team-based culture, the effort is a change management and transition issue. To implement teams successfully one must therefore deal with change and transition.

Teams are created to accomplish better the ends of the organisation.

Although teams do address the human/social needs of the workforce, the reason for becoming involved with teams is to use the human resource to accomplish more effectively and efficiently the organisation's objectives. It makes good business sense to use teams.

The nature and the structure of the work must support teams.

The work must support at least joint responsibility and interdependency. Otherwise you will have a collection of individual contributors. Rather than structuring work upon an analytical model (Taylorism) one must base the structure on an integrative model.

Not all groups are teams nor are all collections of people groups.

Too many teams are teams in name only. To be a team there has to be a common objective, interdependency, and joint responsibility. Collections of individual contributors do not make teams.

Teams and employee involvement are inextricably intertwined.

In order for teams to reach their full potential and to be optimally effective, teams need to become involved in the decision-making process. They need to become more responsible in the daily managing of their work as opposed to just performing their daily work.

The organisation's systems must support teams.

In order for teams to flourish and grow, the organisations systems — rewards and recognition, structure, decision making and information, renewal and continuous learning — need to change since they aren't currently designed to support teams.

Teams are a competitive advantage.

The use of teams allows many organisations to be more responsive to the demands and changes in the environment. They also provide a means for the organisation to more effectively make use of its total resources.

Teams effectively address key business issues and emerging competitive standards.

All organisations are faced with the key issues to reduce costs/increase profits, improve quality, reduce cycle time, and increase the capacity to deliver unique responses to customers. Teams provide a viable means to positively impact these aims.

Teams have a good effect on the social needs of the work force.

Teams provide a unique structure in which individuals can see how their collective work contributes to the success of the organisation yet still maintain their own individual worth.

Ron Williams is manager, quality management with 3M, at St Paul, Minnesota, in the United States of America. ❏

SUCCESS WITH TEAMS

- 3M's Hutchinson facility –
  production gains of 300%
- 3M's Brockville facility –
  "Greenfield site"
- 3M's Middleway facility –
  changeover time reduced by 37%
- Hallmark –
  78% reduction in cycle time
- G.E. –
  productivity gains of 30% - 50%
- AT&T –
  operator service quality increase of 12%
- Federal Express –
  service errors cut 13%
- AAL –
  productivity increase of 20% & + case processing time reduced 75%
- Johnson & Johnson –
  inventory reductions of 6 million dollars
- General Mills –
  productivity gains of 40%

(ZZZZ)   PLANNING AND CONTROL

INTRODUCTION AND PURPOSE

The two primary functions of the managers of an entity are planning and controlling operations. In business, government, and most other group activities, a planning and control system (also called managerial budgeting) is widely used in performing managerial planning and control responsibilities. The term **comprehensive planning and control** is defined as a systematic and formalised approach for performing significant phases of the management planning and control functions. Specifically, it involves :

- The development and application of broad and long-range objectives for the enterprise;
- The specification of enterprise goals;
- A long-range plan developed in broad terms;
- A short-range plan detailed by assigned responsibilities (divisions, products, projects);
- A system of periodic performance reports detailed by assigned responsibilities; and
- Follow-up procedures.

THE ROLE OF MANAGEMENT

The effectiveness with which an entity is managed is usually recognised as the single most important factor in its long-term success. Success is measured in terms of accomplishment of the entity's goals. **Management** can be defined as the process of defining entity goals and implementing activities to attain those goals by efficient use of human, material, and capital resources. The **management process** is a set of interdependent activities used by the management of an organisation to perform the following functions of management: planning, staffing, leading, and controlling.

Goal Orientation

Both business and nonbusiness endeavours must have objectives and goals. In business endeavours, the primary goal orientations are:

- Return on investment and
- Contribution to the economic and social improvement of the broader environment.

Managerial Functions

1. Planning: The process of developing enterprise objectives and selecting a future course of action to accomplish them.
- Establishing enterprise objectives
- Developing premises about the environment in which they are to be accomplished
- Selecting a course of action for accomplishing the objectives
- Initiating activities necessary to translate plans into action
- Current replanning to replanning to correct current deficiencies

2. Organising: The process of relating employees to their jobs
- Dividing work among groups and individuals
- Coordinating group and individual activities
- Establishing managerial authority

3. Staffing: The process of relating skills to the set objectives
- Human resource management
- Fitting individual competences to tasks
- Establishing a climate foe employees to realise their full potential

4. Leading/Directing and Influencing: The process of motivating all to willingly and harmoniously accomplish set goals

5. Cotrolling: The process of assuring efficient performance to attain the enterprice objectives
- Establishing goals and standards
- Comparing measured performance against the established goals and standards
- Establishing responsibility and taking corrective action at source
- Reinforcing successes and correcting shortcomings

SOME BEHAVIOURAL ASPECTS OF THE MANAGEMENT PROCESS

Management Activity	Some critical Behavioural Factors
1. Planning: goals, policies, standards etc.	• Participation versus nonparticipation • Planning process • Communication of plans • Use of plans and standards
2. Organising	• Organisational design • Delegation of authority and responsibility • Job specification • Line and staff conflict
3. Staffing	• Employment process • Pay scales, incentives • Job enrichment, career opportunities • Future expectations of employees
4. Leadership	• Style of leadership • Attitude towards employees • Leading from the back, front
5. Controlling (including performance evaluation)	• Method of setting goals and performance standards • Meaning of goals and standards • Method of measuring performance • Method of reporting and appraising perf'ce • Corrective action • Rewards and punishment • Follow-up activities • Risk attitude of managers • Evaluation based on controllable performance • Achieving goals congruence • Provision of incentives

UNDERSTANDING THE DYNAMICS OF ORGANISATION CHANGE

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                    ┌─────────────────┐
                    │    External     │
                    │  Environment    │
                    └─────────────────┘

┌──────────────┐    ┌─────────────────┐    ┌──────────────┐
│  Mission &   │────│   Leadership    │────│   Culture    │
│  Strategy    │    │                 │    │              │
└──────────────┘    └─────────────────┘    └──────────────┘

┌──────────────┐    ┌─────────────────┐    ┌──────────────┐
│  Structure   │    │   Management    │────│   Systems    │
│              │    │   Practices     │    │              │
└──────────────┘    └─────────────────┘    └──────────────┘

                    ┌─────────────────┐
                    │   Work Unit     │
                    │    Climate      │
                    └─────────────────┘

┌──────────────┐    ┌─────────────────┐    ┌──────────────┐
│    Task      │    │                 │    │  Individual  │
│ Requirements/│────│   Motivation    │────│   Needs &    │
│Individual    │    │                 │    │    Values    │
│   Skills     │    │                 │    │              │
└──────────────┘    └─────────────────┘    └──────────────┘

                    ┌─────────────────┐
                    │  Performance    │
                    │                 │
                    └─────────────────┘
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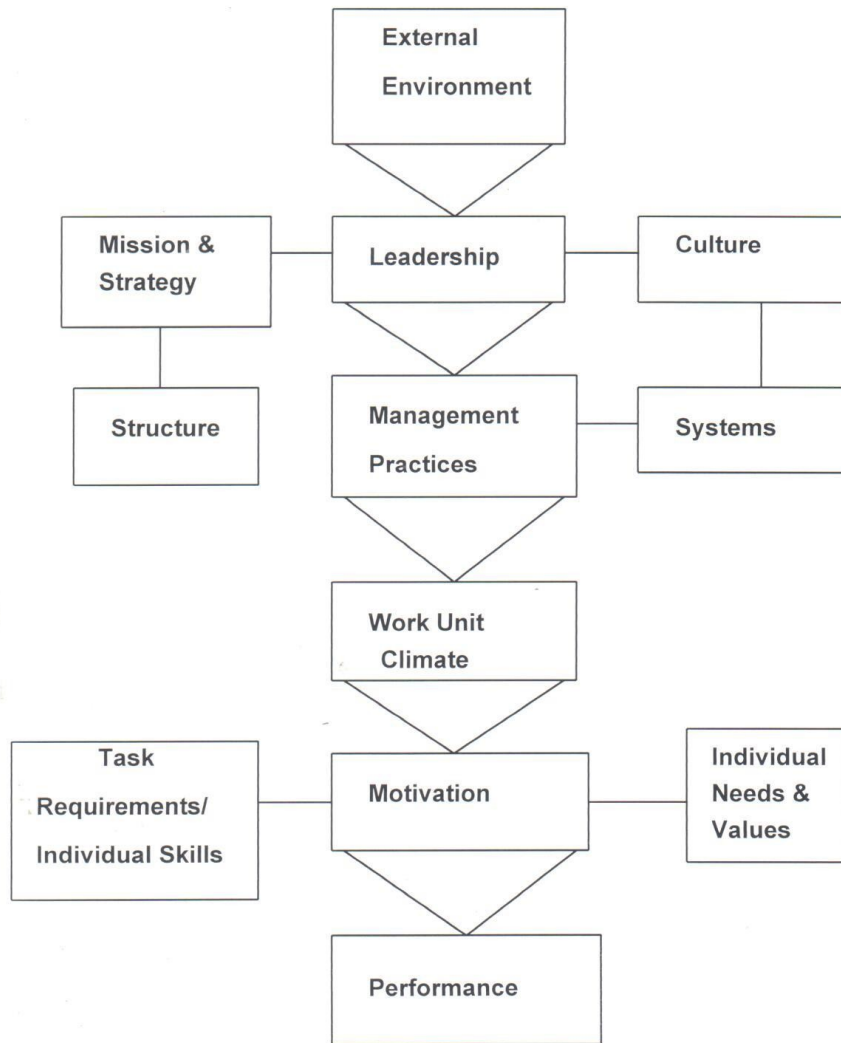
BACKGROUND MATERIALS

(A)

SPEECH BY THE SPEAKER OF THE NATIONAL ASSEMBLY THE HON. FRANCIS OLE KAPARO, E.G.H., M.P., DURING THE OFFICIAL OPENING OF A WORKSHOP ON STRATEGIC PLANNING FOR THE MANAGEMENT OF THE NATIONAL ASSEMBLY

I AM DELIGHTED TO HAVE THE OPPORTUNITY TO ADDRESS THE ADMINISTRATION OF THE NATIONAL ASSEMBLY DURING THIS OCCASION OF OFFICIAL OPENING OF A WORKSHOP ON STRATEGIC PLANNING FOR MANAGEMENT OF THE NATIONAL ASSEMBLY. THE CHOICE OF THE TOPIC IS BOTH CURRENT AND CHALLENGING. ON THE ONE END IT FACILITATES STOCKTAKING AND REVIEW OF THE PRESENT AND ON THE OTHER IT AFFORDS AN OPPORTUNITY TO REASON TOGETHER IN PLANNING FOR THE CHALLENGES OF THE FUTURE. THE WORKSHOP SHOULD BE CHALLENGING AND EXCITING ESPECIALLY THIS TIME WHEN EVERY FACET OF OUR SOCIETY IS ONE WAY OR ANOTHER POSING QUESTIONS ON THE PREVAILING STATUS QUO AND BRAINSTORMING ON NEW PLANS TO FACE THE POTENTIALLY CHALLENGING TWENTY FIRST CENTURY. ON MY PART, I WOULD LIKE TO ASSURE YOU OF MY TOTAL SUPPORT AND PROTECTION AS YOU SEEK TO HARNESS YOUR VIEWS AND EXPERIENCES.

THE STAFF OF THE NATIONAL ASSEMBLY EXISTS TO ACHIEVE A SIMPLE GOAL: TO FACILITATE THE WORK OF THE MEMBERS OF PARLIAMENT. THE ADMINSTRATION SERVES MEMBERS WITH IMPARTIALITY, PROVIDING SUPPORT AND OFFERING ITS SERVICES WITHOUT PREFERENCE FOR ANY SPECIFIC PARTY OR AFFILIATION. BY PROVIDING SUCH SUPPORT, THE HOUSE ADMINISTRATION SERVES THE KENYAN SYSTEM OF DEMOCRACY; IT HELPS TO PROVIDE THE FLEXIBILITY AND STABILITY, THE BALANCE OF TRADITION AND INNOVATION, SUCCESS OF KENYA'S SYSTEM OF GOVERNANCE. THE ADMINISTRATIONAL WORK FORCE THAT SPECIALIZES IN PROVIDING EXPERT, DEDICATED SERVICES AND DESIGNING THE SPECIALIZED TOOLS AND INNOVATIONS TO HELP MEMBERS DO THEIR WORK.

IN THE SAME SPIRIT, I BELIEVE IT WOULD RELIEVE YOUR CONCERN AND BOOST YOUR EFFORTS TO KNOW THAT I HAVE MADE SOME APPRECIABLE PROGRESS TOWARDS ENHANCING THE MANAGEMENT AND OPERATIONAL CAPACITIES OF OUR PARLIAMENT. YOU ARE DEFINITELY AWARE THAT I CHAIR THE SPEAKER'S COMMITTEE WHOSE PRIMARY ROLE AND FUNCTION IS TO LOOK AFTER THE WELFARE OF MEMBERS OF PARLIAMENT AND THE STAFF. THE SPEAKER'S COMMITTEE HAS BEEN ACTIVE AND AGGRESSIVE ON THAT SCORE THOUGH BY TRADITION AND CONVENTION, ITS DELIBERATIONS, FINDINGS AND ACCOMPLISHMENTS ARE NORMALLY NOTICED DURING THE COURSE OF EXECUTION.

NEVERTHELESS, NOW THAT I HAVE THIS OPPORTUNITY IN WHICH I AM SPEAKING TO THE SENIOR MEMBERS OF MY STAFF, IT IS APPROPRIATE TO SHARE WITH YOU SOME OF THE ASPECTS OF YOUR WELFARE THAT HAVE ENGAGED THE COMMITTEE IN THE LAST FIVE YEARS OR SO. DURING THAT PERIOD, THE SPEAKER'S COMMITTEE DELIBERATED AND REACHED DECISIONS ON SEVERAL ISSUES. SOME OF THESE MATTERS HAVE ALREADY BEEN IMPLEMENTED WHILE THE COMMITTEE IS ENGAGED IN CLOSE CONSULTATIONS WITH THE RELEVANT AGENCIES ON THE IMPLEMENTATION OF OTHERS.

ON TOP OF THESE CRITICAL ISSUES IS THE QUESTIONS OF DE-LINKING THE HOUSE ADMINISTRATION FROM THE CIVIL SERVICE. THIS QUESTION ENCOMPASSES ALL THE RELATED WELFARE ASPECTS INCLUDING THE TERMS AND CONDITIONS OF SERVICE. YOU ARE ALL AWARE THAT THE QUESTION OF DE-LINKING THE HOUSE ADMINISTRATION FROM THE CIVIL SERVICE WAS UNANIMOUSLY PASSED BY THE HOUSE ON JULY 7, 1993. THE RESOLUTION MANDATED THE SPEAKER'S COMMITTEE TO STUDY THE IMPLICATIONS OF SUCH DE-LINKAGE AND RECOMMEND ON AN APPROPRIATE BODY TO SHOULDER THOSE FUNCTIONS. IT WAS ENVISAGED THAT THE NEW BODY WOULD SET, OVERSEE AND CONTROL THE MANAGEMENT AND ADMINISTRATIVE POLICIES ON THE

HOUSE ADMINISTRATION ON THE SAME BASIS AS DONE BY BOTH THE BOARD OF INTERNAL ECONOMY OF THE HOUSE OF COMMONS IN CANADA AND THE HOUSE OF COMMONS COMMISSION IN THE UNITED KINGDOM. THE DELIBERATIONS OF THE SPEAKER'S COMMITTEE ON THAT RESOLUTION LED TO THE PREPARATION OF A CABINET MEMORANDUM CONTAINING THE NECESSARY RECOMMENDATIONS.

I AM PRIVY TO THE FACT THAT THE CABINET MEMORANDUM WAS PREPARED, FORWARDED AND DELIBERATED ON. AT LEAST I AM AWARE THAT THE CABINET AGREED TO THE ASPECT OF THE TERMS AND CONDITIONS OF SERVICE BEING LOOKED INTO IN ORDER TO MOTIVATE YOU. THIS DECISION WAS FOLLOWED BY THE APPOINTMENT OF A COMMITTEE COMPOSED OF EXTERNAL PERSONS IN NOVEMBER, 1996. I WOULD LIKE TO ASSURE AND PROMISE YOU THAT I AM PERSONALLY PURSUING DEVELOPMENTS ON THAT ASPECT UNTIL THE RESULTS ARE RELEASED TO THE SPEAKER'S COMMITTEE FOR IMPLEMENTATION.

THE OTHER MATTERS THAT HAVE BEEN DEALT WITH BY THE SPEAKER'S COMMITTEE INCLUDE THE SUCCESSFUL ACQUISITION OF BOTH THE COUNTY HALL AND THE CONTINENTAL BANK BUILDING, BOTH OF THEM TO BECOME ANNEXES TO PARLIAMENT BUILDINGS. THE ACQUISITION OF THESE TWO BUILDINGS SHOULD EASE THE LACK OF OFFICE AND COMMITTEE ACCOMMODATION FOR BOTH MEMBERS AND THE STAFF. IT WOULD ALLOW THE HOUSE ADMINISTRATION TO RECRUIT EXTRA MEMBERS OF STAFF WHO ARE DESPERATELY NEEDED. WE ARE CURRENTLY SEEKING ADDITIONAL FUNDS FOR REHABILITATION, RENOVATION AND REFURBISHMENT OF THE CONTINENTAL BANK BUILDING.

AS THE SPEAKER, I HAVE ALSO NOTED THE FACT THAT YOU NEEDED MORE HUMAN RESOURCE EQUIPPING IN ADDITION TO THE EXCELLENT PHYSICAL FACILITIES. THUS, I HAVE NOTED THE PROFESSIONALLY ENRICHING TRAINING

PROGRAMMES WHICH THE CLERK OF THE HOUSE HAS EXECUTED IN THE LAST THREE YEARS, WITH THE ASSISTANCE AND CO-OPERATION OF THE UNITED NATIONS DEVELOPMENT PROGRAMME (UNDP). I AM AWARE THAT MOST OF THE PARTICIPANTS AT THIS WORKSHOP, WITH THE EXCEPTION OF ONE OR TWO, HAVE BENEFITTED FROM THAT PROGRAMME. ONLY LAST THURSDAY A GROUP OF FIVE SENIOR CLERKS LEFT THE COUNTRY FOR A THREE WEEK ATTACHMENT TO BOTH THE STATE LEGISLATURE IN SYDNEY AND ALSO THE FEDERAL PARLIAMENT OF CANBERRA IN THE COMMONWEALTH OF AUSTRALIA.

THE INPUT IN THE HUMAN RESOURCE EMPOWERMENT AND CAPACITY BUILDING BY THE UNDP HAS NOT BEEN LIMITED TO THE HOUSE ADMINISTRATION ONLY. LAST YEAR UNDP FUNDED STUDY TOURS BY A SUB-COMMITTEE OF THE STANDING ORDERS COMMITTEE TO OTTAWA, LONDON, WELLINGTON AND CANBERRA. THE STUDY TOURS WERE OF IMMENSE ASSISTANCE IN EXPOSING MEMBERS TO WHAT OBTAINS IN THOSE JURISDICTIONS WHICH RESULTED IN A WELL RESEARCHED INPUT IN THE AMENDMENTS TO THE STANDING ORDERS. FOR THIS ASSISTANCE AND MORE TO COME, I TAKE THE OPPORTUNITY TO THANK UNDP RESIDENT REPRESENTATIVE FOR THIS REMARKABLE CONTRIBUTION. I ALSO NOTE THAT THE ASSISTANCE EXTENDED TO PARLIAMENT WAS A COMPONENT WITHIN THE TRAINING PACKAGE FOR THE PUBLIC SERVICE WHICH THEY ENTERED INTO WITH OUR GOVERNMENT. I AM ALSO INFORMED THAT THE PACKAGE COMES TO AN END ON JUNE 30, 1998. I HOPE AND REMAIN OPTIMISTIC THAT CONSULTATIONS WITH UNDP WOULD CONTINUE SO AS TO SECURE FURTHER FUNDING FOR OTHER PROGRAMMES. I AM FURTHER GRATEFUL THAT THE UNDP HAS PROVIDED THE FUNDS FOR THIS WORKSHOP.

WHILE ON THE UNDP IT IS MY HOPE THAT THE PROVISION AND INSTALLATION OF RECORDING EQUIPMENT AND ADDITIONAL EQUIPMENT TO FACILITATE PRINTING OF OUR OWN DOCUMENTS WOULD BE CONCLUDED SPEEDILY.

I HAVE PERUSED THROUGH THE PROGRAMME FOR THE WORKSHOP AND I AM IMPRESSED WITH THE AREAS TO BE COVERED. I WISH TO EXPRESS MY PERSONAL APPRECIATION TO THE CONSULTANT AND HIS TEAM; ALL RESOURCE PERSONS; TO THE CLERK OF THE HOUSE AND HIS TEAM WHO IN CONJUNCTION WITH UNDP HAVE WORKED ON A VERY SHORT NOTICE TO PUT TOGETHER THE CHALLENGING WORKSHOP. I HOPE ALL PARTICIPANTS WOULD HAVE OPEN MINDS, COMMITMENT AND TOLERANCE OF OTHERS' OPINIONS.

IT IS NOW MY PLEASURE AND PLEASANT DUTY TO DECLARE THIS FIRST EVER WORKSHOP ON STRATEGIC PLANNING FOR MANAGEMENT OF THE NATIONAL ASSEMBLY, 1998, OFFICIALLY OPENED.

THANK YOU AND BEST OF LUCK.

18TH MAY, 1998.

(B) **A PAPER TO BE PRESENTED ON STRATEGIC PLANNING FOR THE STAFF MANAGEMENT OF THE NATIONAL ASSEMBLY - (BY JAPHET K. MASYA, CLERK OF THE NATIONAL ASSEMBLY)**

INTRODUCTION: THE ROLE AND STATUS OF PARLIAMENT:

KENYA IS A VERY YOUNG COUNTRY BUT NONETHELESS BEARS THE MARKS OF ITS PAST; A GOVERNMENT, LIKE AN INDIVIDUAL, IS SHAPED BY HEREDITY. IF EVERYONE LIVED IN ISOLATION, AND NEEDED NOTHING FROM ANYONE ELSE, WE COULD DO WHATEVER WE CHOSE, WITH NO NEED FOR LAWS. BUT THIS IS NOT THE CASE. WE ARE ALL INTERDEPENDENT, PART OF A COMMUNITY. NO ONE LIVES IN ISOLATION. WE ALL NEED TRANSPORTATION, HEALTH CARE, EDUCATION, AND OTHER SOCIAL SERVICES, AND AN ORGANIZATION THAT REGULATES LIFE IN THE COMMUNITY. THE COUNTRY'S SECURITY, WELL-BEING, AND DEVELOPMENT MUST ALSO BE WELL-GUARDED.

THE INSTITUTION THAT PROVIDES THESE SERVICES WITHIN A SOCIETY IS ITS GOVERNMENT. GOVERNMENTS MAY TAKE A VARIETY OF FORMS, RANGING FROM DESPOTISM TO GOVERNMENT BY REFERENDUM. BETWEEN THESE TWO EXTREMES ARE A WIDE VARIETY OF FORMS OF GOVERNMENT THAT HAVE BEEN SHAPED BY HISTORICAL CIRCUMSTANCES. IN A CONSTITUTIONAL MONARCHY, THE REAL POWER IS IN THE HANDS OF AN ELECTED BODY FROM THE MAJORITY OF WHICH THE GOVERNMENT IS SELECTED. THE MONARCHY HAS AT TIMES BEEN REPLACED BY A REPUBLICAN SYSTEM WHERE THE HEAD OF STATE IS A PRESIDENT RATHER THAN A MONARCH. IN SOME COUNTRIES SUCH AS THE UNITED STATES OF AMERICA, THE PRESIDENT IS THE HEAD OF THE GOVERNMENT AS WELL AS THE HEAD OF STATE. IN OTHERS, INDIA FOR EXAMPLE, THE FUNCTIONS OF THE PRESIDENT ARE SIMILAR TO THOSE OF A CONSTITUTIONAL MONARCH. A MONARCH IS USUALLY HEREDITARY WHEREAS A PRESIDENT MAY BE ELECTED OR APPOINTED, DEPENDING ON THE SYSTEM OF GOVERNMENT.

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WHILE IT IS PRACTICALLY IMPOSSIBLE FOR EACH ONE OF US TO PLAY A PERSONAL PART IN CONSIDERING AND PASSING LAWS, IT IS ON THE CONTRARY QUITE EASY FOR A SINGLE PERSON TO REPRESENT A GROUP OF CITIZENS. THEN DECISIONS ARE NOT MADE DIRECTLY BY THE CITIZENRY, BUT BY THE REPRESENTATIVES TO WHOM THEY HAVE DELEGATED THEIR AUTHORITY BY ELECTING THEM TO SPEAK AND ACT ON BEHALF OF THE GROUP. IF THE CITIZENS ARE NOT SATISFIED WITH THEIR REPRESENTATIVE'S PERFORMANCE, THEY NEED ONLY VOTE FOR SOMEONE ELSE IN THE NEXT ELECTION. THIS IS WHAT IS MEANT BY "REPRESENTATIVE GOVERNMENT"; IT IS GOVERNMENT BY THE ELECTED REPRESENTATIVES OF THE PEOPLE. IN THE LONG AND DOGGED CRUSADE THAT THE HUMAN RACE HAS FOUGHT IN FAVOUR OF DEMOCRACY, THE IDEAL OF LIBERTY, OF FREEDOM, HAS ALWAYS BEEN THE GOAL. DEMOCRACY IS NOT A FORM OF GOVERNMENT. IT IS A POLITICAL PHILOSOPHY THAT CAN BE EMBODIED IN VARIOUS SYSTEMS OF GOVERNMENT. WHERE THE IDEAL OF DEMOCRACY IS FOUND, SUFFRAGE OR THE RIGHT TO VOTE, IS UNIVERSAL AND THE GOVERNMENT IS CONTROLLED BY THE PEOPLE.

IN A PARLIAMENTARY DEMOCRACY, GOVERNMENT "BY THE PEOPLE" IS UNDERSTOOD IN THE SENSE OF GOVERNMENT "FOR THE PEOPLE". IN SUCH A SYSTEM, THE PEOPLE DO NOT GOVERN DIRECTLY, BUT THEY CHOOSE THEIR GOVERNMENT. IN A DEMOCRACY THE MAJORITY RULE. THIS CAN MEAN A NUMBER OF THINGS. FIRST OF ALL, WHEN THERE IS AN ELECTION, THE CANDIDATE WHO WINS THE MOST VOTES IS ELECTED. AT THE PARTY LEVEL, IT MEANS THAT THE PARTY THAT GETS THE MOST CANDIDATES ELECTED IS THE WINNER. AT THE LEGISLATIVE LEVEL IT MEANS THAT WHEN THE ELECTED REPRESENTATIVES DO NOT AGREE ON A PIECE OF LEGISLATION, THE OPINION THAT IS SHARED BY THE LARGEST NUMBER OF LEGISLATORS DECIDES THE ISSUE FOR EVERYONE. IN A DEMOCRATIC SYSTEM, THE OPINION OF THE MAJORITY MUST PREVAIL; MINORITIES MUST RECOGNIZE THIS RULE AND ACCEPT IT. AT THE SAME TIME, HOWEVER, THE MAJORITY MUST RECOGNIZE THAT MINORITIES HAVE THEIR RIGHTS AND THAT THESE MUST BE RESPECTED.

IN A LIBERAL DEMOCRACY, THERE MUST BE RESPECT FOR OPINIONS OF OTHERS. DISCUSSIONS MUST BE FREE, CRITICISM ACCEPTED, DIFFERING VIEWS TOLERATED. THERE MUST BE RESPECT FOR THE LAW AND FOR THE DECISIONS REACHED BY THE MAJORITY, AS WELL AS RECOGNITION OF THE RIGHTS OF MINORITIES. IF THE MINORITY WERE TO DENY THE MAJORITY'S RIGHT TO DECIDE, THE SYSTEM WOULD CEASE TO BE DEMOCRATIC.

THE CENTRE OF GRAVITY OF ACTIVITY OF THE SORT OF GOVERNMENT WE ARE DISCUSSING IS THE CABINET WHICH HOLDS ALL THE POWERS OF GOVERNMENT AND IS THE TRUE EXECUTIVE. IT IS RESPONSIBLE FOR THE ADMINISTRATION OF THE VARIOUS GOVERNMENT DEPARTMENTS. IT FORMULATES POLICIES AND PROPOSES THE MEASURES REQUIRED FOR THOSE POLICIES TO BE IMPLEMENTED. IT IS THE CABINET THAT PREPARES MOST OF LEGISLATIVE PROGRAMME AND EXERCISES A VIRTUALLY ABSOLUTE CONTROL OVER THE COUNTRY'S FINANCES. EACH MINISTER WITH A PORTFOLIO IS THE POLITICAL HEAD OF A DEPARTMENT AND IS RESPONSIBLE FOR ITS ACTIVITIES. HE MUST BE WILLING TO ANSWER FOR ANY SHORTCOMINGS OF SUBORDINATES, AND TO HAVE THE FINAL WORD IN ALL IMPORTANT DECISIONS. IF NECESSARY, THE MINISTER MUST RESIGN IN THE EVENT OF A SERIOUS FAILING: THIS IS WHAT IS CALLED "MINISTERIAL RESPONSIBILITY". TO THIS INDIVIDUAL RESPONSIBILITY INCUMBENT UPON EACH MINISTER IS ADDED THE CABINETS' COLLECTIVE RESPONSIBILITY. MINISTERS WHO DISAGREE WITH CABINETS' POLICIES MUST EITHER CONCEDE THEIR OBJECTIONS OR RESIGN. THIS PRINCIPLE IS KNOWN AS CABINET SOLIDARITY. IF THE HOUSE (PARLIAMENT) WITHDRAWS ITS CONFIDENCE, THE CABINET MUST RESIGN. IN THE BRITISH TRADITION, THE DEFEAT OF A BILL INVOLVING A MATTER OF POLICY OR A MONEY BILL IS USUALLY REGARDED AS A VOTE OF NO CONFIDENCE AND THUS RESULTS IN THE FALL OF THE GOVERNMENT. THIS TRADITION IS NOT VIGOROUSLY APPLIED, HOWEVER, SINCE THE GOVERNMENT IS FREE TO INTERPRET A VOTE AS IT SEES FIT.

POLITICAL PARTIES ARE AN IMPORTANT ELEMENT IN THE PARLIAMENTARY SYSTEM, INDEED THERE WOULD BE NO PARLIAMENTARY SYSTEM WITHOUT THEM. IT IS THE PARTY THAT FIGHTS AND WINS AN ELECTION THAT PLACES A GOVERNMENT. IN A DEMOCRATIC SYSTEM PARTIES PLAY AN ESSENTIAL ROLE SINCE WITHOUT COMPETING OPINIONS THERE CAN BE NO DEMOCRACY. OFTEN THE OPPOSITION PARTIES SUCCEED IN MODIFYING THE GOVERNMENT POSITION. OUR ELECTORAL SYSTEM IS DEMOCRATIC, IT IS UNIVERSAL, AND THE RESULTS DEPEND ON A SINGLE, FIRST-PAST-THE-POST MAJORITY OR PLURALITY. IT IS DEMOCRATIC IN THAT EVERYONE CAN VOTE AND VOTE FREELY.

THE SUCCESS, THE FAILURE, THE VERY EXISTENCE OF A PARTY DEPENDS ON ITS ORGANISATION. THE PARTY KEEPS THE MEMBERS UNITED, MAINTAINS CONTACT WITH THEM TO LEARN WHAT THEY THINK ABOUT PROPOSED POLICIES, PERSUADES THE ELECTORATE TO VOTE ONE WAY RATHER THAN ANOTHER AND STIMULATES VOTERS INTERESTS. EACH PARTY HAS ITS OWN ORGANIZATION, METHODS AND TECHNIQUES BUT ALL HAVE THE SAME GOAL: SUCCESS AT THE POLLS. EVERY PLURALISTIC DEMOCRATIC LEGISLATURE CONTAINS BOTH SUPPORTERS AND OPPONENTS OF THE EXECUTIVE. AND IN ALL PARTS OF THE WORLD, THESE LEGISLATURES ARE CONFRONTED WITH THE PROBLEM OF "EXECUTIVE DOMINANCE" IN THE FACE OF MODERN DEMANDS FOR MORE AND MORE GOVERNMENT SERVICES. THE COMPLAINT IS OFTEN HEARD THAT BECAUSE OF THESE PRESSURES, LEGISLATIVE POLITICS IS INEFFICIENT, INEFFECTIVE AND IN DANGER OF BECOMING OBSOLETE.

THE ROLE OF AN OPPOSITION PARTY IS TO CHECK AND PROD, BUT ULTIMATELY TO REPLACE THE GOVERNMENT PARTY. THERE IS SIMPLY NO SUBSTITUTE FOR THE "CHECKS AND BALANCES" WHICH ARE BROUGHT INTO PLAY IN THE REPRESENTATIVE AND WATCHDOG FUNCTIONS PERFORMED BY ORDINARY MEMBERS OF PARLIAMENT. PARLIAMENT EXISTS NOT ONLY TO TRANSACT THE BUSINESS OF STATE, BUT ALSO TO PROVIDE A FORUM IN WHICH ALL LEGITIMATE POINTS OF VIEW CAN BE EXPRESSED. THE GOVERNMENT HAS A RIGHT AND DUTY TO GOVERN. THE OPPOSITION'S RIGHT AND DUTY,

IF IT BELIEVES THE PUBLIC INTEREST IS AT STAKE, IS TO OPPOSE THE GOVERNMENT POLICIES AND ACTIONS BY EVERY LEGITIMATE PARLIAMENTARY MEANS. IN DOING SO, OPPOSITION TRY TO CONVINCE THE ELECTORATE THAT THEY SHOULD CHANGE PLACES WITH THE GOVERNMENT.

THE OFFICE OF THE SPEAKER IS AS ALMOST ANCIENT AS PARLIAMENT ITSELF. IT EMERGED IN THE MIDDLE AGES WHEN THE COMMONS - THE ORDINARY PEOPLE OF ENGLAND - NEEDED A SPOKESMAN IN THEIR DEALINGS WITH THE KING, SOMEONE WHO WOULD VOICE THEIR GRIEVANCES AND PRESENT THEIR PETITIONS. THIS WAS BY NO MEANS A SAFE OR EASY THING TO DO AT THAT TIME, AND POTENTIAL SPOKESMEN GENERALLY HAD TO BE PRESSURED INTO ACCEPTING THE RESPONSIBILITY. IN THOSE DAYS THE INDIVIDUAL CHOSEN SPOKE FOR THE WHOLE COMMONS TO THE KING, HENCE THE NAME "SPEAKER", BUT TO-DAY'S SPEAKER TAKES NO PART IN THE DEBATES. THE SPEAKER PRESIDES OVER THE DELIBERATIONS OF THE HOUSE, AND IS ITS REPRESENTATIVE'. THE DIGNITY OF THE HOUSE, THE RESPECT OWING TO IT, THE PRIVILEGES IT POSSESSES, ALL REST WITH THE SPEAKER. AN AFFRONT TO THE SPEAKER IS AN AFFRONT TO THE HOUSE AS A WHOLE AND MAY BE PUNISHABLE AS A BREACH OF PRIVILEGE. THE PRINCIPLES OF NEUTRALITY AND INDEPENDENCE OF THE SPEAKER SHOULD BE THOROUGHLY RESPECTED.

THE SPEAKER'S OFFICE CARRIES WITH IT A GREAT DEAL OF PRESTIGE: EVIDENCE OF THIS CAN BE FOUND IN THE CEREMONY THAT SURROUNDS PARLIAMENTARY ACTIVITIES IN WHICH THE SPEAKER PLAYS A ROLE. THE SPEAKER MAY BE CENSURED ONLY ON SUBSTANTIVE MOTION SUBJECT TO A VOTE OF THE HOUSE. THIS HAPPENS ONLY VERY RARELY. THE HOUSE GOVERNS ITS OWN PROCEEDINGS, AND THE SPEAKER IS THERE TO SERVE THE HOUSE, NOT TO RULE IT - A GREAT PRINCIPLE ALWAYS TO BE RESPECTED. HOWEVER, THE COURSE AND DIRECTION OF PROCEEDINGS IN THE HOUSE, AND THE ORDERLY FLOW OF DEBATE, ARE PROFOUNDLY INFLUENCED BY THE SPEAKER'S DECISIONS.

THE MACE IS ANOTHER SYMBOL CLOSELY ASSOCIATED WITH THE SPEAKER. IT EMBODIES THE ANCIENT AUTHORITY OF THE CROWN, TO-DAY EXERCISED BY PARLIAMENT IN THE HOUSE; IT ALSO REPRESENTS THE AUTHORITY OF THE SPEAKER "BECAUSE THE AUTHORITY OF THE SPEAKER AND OF THE HOUSE ARE INDIVISIBLE".

THE OFFICE OF THE CLERK OF THE HOUSE IS AS ANCIENT AS PARLIAMENT ITSELF. THE EARLIEST ENGLISH PARLIAMENTARY RECORDS THAT ARE AVAILABLE TO US ALL IN THE COMMONWEALTH MENTION A CLERK OF THE HOUSE OF COMMONS. AS THE MAIN PROCEDURAL ADVISER AND SENIOR OFFICER OF THE HOUSE, THE CLERK HOLDS THE RANK OF PERMANENT SECRETARY UNDER THE AUTHORITY OF THE SPEAKER WHO ACTS IN EFFECT AS MINISTER. THE VARIED AND COMPLEX DUTIES THAT THE CLERK MUST PERFORM DEMAND NOT ONLY VERY SPECIFIC QUALIFICATIONS BUT ALSO UNCOMMON PERSONAL QUALITIES.

WHEN RICHARD D. BARLAS, HIMSELF A LAWYER, WAS CLERK ASSISTANT AT WESTMINSTER, HE SPECULATED ON WHY THERE WAS A TENDENCY TO THINK THAT THE CLERK OF THE HOUSE HAD TO HAVE LEGAL TRAINING. IN HIS VIEW, KNOWLEDGE OF PARLIAMENTARY AFFAIRS AND PROCEDURE WAS MUCH MORE IMPORTANT TO A CLERK THAN KNOWLEDGE OF THE LAW.

THE CLERK'S PRIMARY CHALLENGE IS TO FIND A WAY THROUGH THE MAZE OF STANDING ORDERS, CONVENTIONS, PRECEDENTS AND USAGES. HOW IS THIS SKILL TO BE ACQUIRED EXCEPT IN THE SERVICE OF THE HOUSE? THE CLERK MUST THEN HAVE EXPERIENCE IN THE HOUSE AND BE THOROUGHLY FAMILIAR WITH PARLIAMENTARY PROCEDURE; BUT A FULL KNOWLEDGE OF THE DUTIES INVOLVED CAN ONLY BE ACQUIRED ON THE JOB.

THE CLERK IS AT THE SERVICE OF THE HOUSE, IN OTHER WORDS OF ALL MPS REGARDLESS OF PARTY AFFILIATION. ALL MUST BE LISTENED TO, ADVISED, AND COUNSELLED WITH UTTER OBJECTIVITY AND WITHOUT ANY PARTISANSHIP. JUST LIKE THE SPEAKER, THE CLERK MUST ACCORD EQUAL TREATMENT TO EVERY MEMBER OF PARLIAMENT IN ORDER TO

PRESERVE A REPUTATION FOR IMPARTIALITY. THE CLERK MUST ALWAYS BE COURTEOUS, PLEASANT, PATIENT, ABLE TO JOKE, WHILE KEEPING A DISTANCE COMPATIBLE WITH THE ROLE OF SERVANT OF THE HOUSE, NOT INDIVIDUAL MEMBERS. A GOOD MEMORY MAKES THE WORK OF THE CLERK EASIER, AND IN FACT IS AN ESSENTIAL TOOL IN A MILIEU WHERE CONSTANT APPEALS ARE MADE TO PRECEDENT, TO PARLIAMENTARY HISTORY, INDEED TO HISTORY GENERALLY.

THE CLERK ADVISES THE SPEAKER AND THE MPS ON ALL PROCEDURAL QUESTIONS. IT IS THE CLERK WHO PROVIDES ALL THE DOCUMENTATION THE SPEAKER NEEDS TO RENDER DECISIONS ON HOUSE PRACTICE. THE CLERK IS ENTIRELY AT THE SERVICE OF THE SPEAKER AND THE MPS ON ALL PROCEDURAL QUESTIONS. THE HOLDER OF THIS OFFICE IS ASSOCIATED WITH THE SPEAKER IN ALL PARLIAMENTARY FUNCTIONS. IN THE HOUSE THE CLERK IS SEATED AT THE TABLE, FACING THE HOUSE, IN A CHAIR IN FRONT OF THE SPEAKER'S SO AS TO BE ABLE TO RESPOND RAPIDLY WHEN THE SPEAKER HAS QUESTIONS OR NEEDS INFORMATION. THE CLERK ALSO ADVISES AND ASSISTS MPS WHO OFTEN NEED AN OPINION ON HOW TO INTERPRET A PARTICULAR STANDING ORDER, HOW TO PARTICIPATE IN A PARTICULAR DEBATE, WHAT PROCEDURE SHOULD BE USED TO ACHIEVE THIS OR THAT END.

THE STANDING ORDERS OF THE HOUSE ENTRUST A GREAT MANY RESPONSIBILITIES TO THE CLERK IN THE PURELY PROCEDURAL REALM. HE HAS ALSO OTHER RESPONSIBILITIES IN THE HOUSE. THE CLERK IS THE CUSTODIAN OF ALL PARLIAMENTARY PAPERS AND DOCUMENTS. THIS MEANS BEING RESPONSIBLE FOR THESE DOCUMENTS AND NOT ALLOWING ANYONE TO MAKE CHANGES WITHOUT THE EXPRESS PERMISSION OF THE HOUSE, ALTHOUGH THE CLERK IS AUTHORIZED TO AMEND THE FORM OF CERTAIN QUESTIONS ON THE ORDER PAPER. AS GUARDIAN OF ALL PARLIAMENT DOCUMENTS THE CLERK MUST CERTIFY AND AUTHENTICATE MANY TEXTS. IN FACT ALL PARLIAMENTARY PUBLICATIONS COME UNDER THE RESPONSIBILITY OF THE CLERK.

THE CLERK HAS EXTENSIVE ADMINISTRATIVE AND FINANCIAL DUTIES COVERING THE WHOLE OF NATIONAL ASSEMBLY. HE IS THE FINAL AUTHORITY IN MATTERS OF PERSONNEL AND FINANCIAL MANAGEMENT. THE CLERK IS ESSENTIALLY PART OF THE LIFE OF THE HOUSE, AND THE LIFE OF THE HOUSE GOES ON IN A POLITICAL CLIMATE WHICH IS OFTEN TENSE. THE CLERK'S ROLE DEMANDS AWARENESS OF EVEN THE MOST MINOR EVENTS, AS THEY MAY CONTRIBUTE TO AN UNDERSTANDING OF HOW A SITUATION IS DEVELOPING AND MAKE IT EASIER TO MAKE RECOMMENDATIONS AND GIVE ADVICE.

AS INDICATED IN THE BEGINNING, THE KENYAN PARLIAMENTARY DEMOCRACY IS VERY YOUNG BUT INHERITED A LOT OF ITS FEATURES FROM THE WESTMINSTER MODEL. THE GOVERNMENT IS ANSWERABLE TO THE PEOPLE WHO ARE GOVERNED. THUS THE GOVERNMENT IS ACCOUNTABLE TO THE PARLIAMENT OF THIS COUNTRY. IN OUR CONTEXT, WHAT IS PARLIAMENT ANYWAY? IS IT TRUE THAT IT IS JUST A TALKING SHOP WITHOUT ANY POWERS AS SOME CRITICS WOULD LIKE THE PUBLIC TO BELIEVE? ARE WE AWARE THAT IT IS BECAUSE OF THE EMERGENCE OF PARLIAMENT AS AN ELECTED BODY BY THE PEOPLE THAT MODERN RULERS BEGUN TO REFER TO THE RULED AS CITIZENS AND NOT AS SUBJECTS? SECTION 30 OF THE CONSTITUTION OF KENYA STATES THAT-

> THE LEGISLATIVE POWER OF THE REPUBLIC SHALL REST IN THE PARLIAMENT OF KENYA, WHICH SHALL CONSIST OF THE PRESIDENT AND THE NATIONAL ASSEMBLY.

SECTION 31 OF THE CONSTITUTION GOES FURTHER TO DEFINE THE NATIONAL ASSEMBLY AS CONSISTING OF ELECTED MEMBERS, NOMINATED MEMBERS AND EX-OFFICIO MEMBERS. PARLIAMENT IS THEREFORE THE VOICE OF THE KENYAN WANANCHI. IT IS ELECTED ON A POPULAR MANDATE AND THAT IS WHAT GIVES ITS MEMBERS THE RIGHT TO MAKE LAWS FOR THE COUNTRY. AT EVERY GENERAL ELECTION, DIFFERENT POLITICAL PARTIES PRESENT THEIR MANIFESTOS TO THE ELECTORATE. IT SHOULD BE VERY CLEAR IN THE MINDS OF THE ELECTORATE THAT BY CASTING THEIR VOTES TO

PARLIAMENTARY ASPIRANTS, THEY NOT ONLY ELECT THEIR MEMBER'S OF PARLIAMENT BUT ALSO VOTE FOR THE PARTY TO FORM THE GOVERNMENT. THE PARTY WITH THE MOST SEATS IS CONSEQUENTLY CALLED UPON TO FORM THE GOVERNMENT.

PARLIAMENT IS THE SUPREME AUTHORITY FOR MAKING OR REPEALING OF LAWS OF KENYA. THE LEGISLATIVE POWER IS VESTED IN PARLIAMENT. SECTION 46 OF THE CONSTITUTION PROVIDES THAT:-

- ♦ SUBJECT TO THIS CONSTITUTION THE LEGISLATIVE POWER OF PARLIAMENT SHALL BE EXERCISABLE BY BILLS PASSED BY THE NATIONAL ASSEMBLY.

- ♦ WHEN A BILL HAS BEEN PASSED BY THE NATIONAL ASSEMBLY IT SHALL BE REPRESENTED TO THE PRESIDENT FOR HIS ASSENT.

IT IS ONLY AFTER THE ASSENT BY THE PRESIDENT THAT THE ACT COMES INTO OPERATION AS PART OF THE LAWS OF KENYA ON PUBLICATION IN THE KENYA GAZETTE, AND THE JUDICIARY HAVE A ROLE IN INTERPRETING SUCH LAWS. HENCE, ONCE A GOVERNMENT IS FORMED, LEGISLATIVE PROPOSALS IN THE FORM OF BILLS ARE FORMULATED BY THE CABINET AND BROUGHT TO THE NATIONAL ASSEMBLY FOR DEBATE. THESE BILLS ARE EXPECTED TO BE A REFLECTION OF THE MANIFESTO THE GOVERNING PARTY PROMISED DURING ELECTION CAMPAIGNS. WHEN THESE BILLS ARE PASSED BY THE NATIONAL ASSEMBLY, THEY ARE PRESENTED TO THE PRESIDENT FOR HIS ASSENT. WITHIN 21 DAYS AFTER A BILL HAS BEEN PRESENTED TO THE PRESIDENT FOR ASSENT, HE MUST INFORM THE HOUSE THROUGH THE SPEAKER WHETHER OR NOT HE HAS ASSENTED TO THAT BILL. SHOULD THE PRESIDENT REFUSE TO ASSENT TO A BILL, SECTION 46 (4) OF THE CONSTITUTION PROVIDES THAT HE MUST WITHIN 14 DAYS OF HIS REFUSAL "SUBMIT A MEMORANDUM TO THE SPEAKER INDICATING THE SPECIFIC PROVISIONS OF THE BILL WHICH IN HIS OPINION SHOULD BE RECONSIDERED ----". THIS IS WHAT IS

CALLED VETO POWER. BUT THE SAME CONSTITUTION ALSO PROVIDES IN THE SECTION 46(4)(b) THAT IF THE NATIONAL ASSEMBLY CAN MARSHALL 65% OF ITS MEMBERS TO OPPOSE THE PRESIDENT'S VETO, THE "THE PRESIDENT SHALL ASSENT TO THE BILL WITHIN 14 DAYS OF THE PASSING OF THE RESOLUTION". THIS SUB-SECTION ABUNDANTLY DEMONSTRATES THE SUPREMACY OF PARLIAMENT OVER THE EXECUTIVE WHEN IT COMES TO LAW MAKING FUNCTIONS NOTWITHSTANDING THE FACT THAT ALMOST ALL THE BILLS THAT COME TO PARLIAMENT FOR DEBATE ARE DRAFTED AND PRESENTED BY THE EXECUTIVE.

WHAT IS THE DIFFERENCE BETWEEN PARLIAMENT AND THE NATIONAL ASSEMBLY? THE ANSWER IS VERY SIMPLE AS ALREADY IMPLIED. ANY BILL PASSED BY THE NATIONAL ASSEMBLY CANNOT BECOME LAW UNTIL THE PRESIDENT GIVES HIS ASSENT. THE PRESIDENT HIMSELF IS AND MUST BE AN ELECTED MEMBER OF THE NATIONAL ASSEMBLY. IN BRITAIN, PARLIAMENT CONSISTS OF THE HOUSE OF COMMONS, THE HOUSE OF LORDS AND THE REIGNING MONARCH - IN THE CURRENT SITUATION THE QUEEN. IN OUR CASE THEREFORE IT MEANS THAT IT IS THE PRESIDENT THAT CONSUMMATES THE POWER OF THE NATIONAL ASSEMBLY TO MAKE LAWS WHICH BECOME ACTS OF PARLIAMENT.

SECTION 23 OF THE CONSTITUTION VESTS IN THE PRESIDENT "EXECUTIVE AUTHORITY OF THE GOVERNMENT OF KENYA". THIS MAKES IT CLEAR THE PRESIDENT IS NOT A MERE CEREMONIAL OR TITULAR HEAD OF STATE LIKE THE PRESIDENT OF INDIA, BUT AN EXECUTIVE PRESIDENT. THE CONSTITUTION THEREFORE VESTS IN THE PRESIDENT OF KENYA ALL THE EXECUTIVE AUTHORITY. THE SAME CONSTITUTION PERMITS THE PRESIDENT TO EXERCISE THE AUTHORITY WHICH IS VESTED IN HIM, EITHER DIRECTLY OR THROUGH OFFICERS SUBORDINATE TO HIM. UNDER SECTION 17(2), IT IS EXPRESSLY PROVIDED THAT THE FUNCTION OF THE CABINET SHALL BE TO ADVISE THE PRESIDENT IN GOVERNING THE COUNTRY. AGAIN, THE CONSTITUTION REQUIRES THE CABINET TO BE COLLECTIVELY RESPONSIBLE TO THE NATIONAL ASSEMBLY FOR ALL THINGS DONE BY OR UNDER THE AUTHORITY OF THE PRESIDENT, THE VICE-PRESIDENT OR ANY OTHER MINISTER IN

THE EXECUTION OF HIS OFFICE. IN OTHER WORDS THE ISSUE OF COLLECTIVE RESPONSIBILITY IN KENYA IS NOT BY PRACTICE, BUT A REQUIREMENT OF THE CONSTITUTION; THAT ALL MINISTERS MUST ACT COLLECTIVELY. THEY ARE THUS COLLECTIVELY RESPONSIBLE TO THE PARLIAMENT OF KENYA.

THUS EVERY POLITICIAN WHO SERVES AS A MINISTER OR ACCEPTS AN APPOINTMENT AS A MINISTER, MUST SHARE IN THE COLLECTIVE RESPONSIBILITY OF ALL MINISTERS, IN THAT HE MAY NOT PUBLICLY CRITICISE, OR DISSOCIATE HIMSELF FROM THE GOVERNMENT POLICY. IN A CABINET GOVERNMENT THEREFORE THERE IS INHERENT ELEMENT OF CONCEALMENT IN THAT THE PROCESS BY WHICH DECISIONS ARE REACHED IS KEPT SECRET. IN THEIR OWN OFFICES, MINISTERS SWEAR TO MAINTAIN CABINET SECRETS. SO UNLESS THE CABINET OR THE PRESIDENT DECIDES THAT DISCLOSURE SHOULD BE MADE, CABINET DISCUSSIONS, DOCUMENTS AND PROCEEDINGS OF CABINET COMMITTEES REMAIN SECRET. THE PLACE OF PARLIAMENT WITHIN OUR OWN SET UP IS THUS VERY CENTRAL TO THE WHOLE MECHANISM AND POWER STRUCTURE OF OUR CONSTITUTION. PARLIAMENT CONTROLS THE EXECUTIVE BECAUSE YOU CANNOT BE THE PRESIDENT, CABINET MINISTER OR ASSISTANT MINISTER UNLESS YOU ARE A MEMBER OF PARLIAMENT. ON THE QUESTION OF SEPARATION OF POWERS, IT IS ESSENTIAL TO EMPHASIZE THAT THAT SEPARATION CAN NEVER BE ABSOLUTE. YOU CANNOT HAVE A SITUATION WHERE THE EXECUTIVE OPERATES COMPLETELY INDEPENDENT OF PARLIAMENT OR THE JUDICIARY. THERE MUST BE WHAT THE AMERICANS CALL "CHECKS AND BALANCES", SO THAT PARLIAMENT CAN CHECK WHAT THE EXECUTIVE DOES. THE EXECUTIVE CAN ALSO, IN SOME CIRCUMSTANCES, CHECK WHAT PARLIAMENT DOES THROUGH THE VETO POWER AND SO ON.

THE JUDICIARY IS THE BRANCH OF THE GOVERNMENT WHICH IS ENTRUSTED WITH THE INTERPRETATION, CONSTRUING AND APPLICATION OF THE LAWS OF THIS COUNTRY. HOWEVER, PARLIAMENT IN THE EXERCISE OF POWERS GRANTED TO IT BY SECTION 57 OF THE CONSTITUTION PASSED THE NATIONAL ASSEMBLY (POWERS AND PRIVILEGES) ACT WHICH GRANTS ABSOLUTE IMMUNITY ON CIVIL AND CRIMINAL LIABILITY OF MATTERS PROCEEDING BEFORE PARLIAMENT. THERE IS NO

PROVISION EITHER IN THE CONSTITUTION OR ANY OTHER ACT WHICH GIVES THE COURTS POWERS TO INTERFERE WITH THE LEGISLATIVE FUNCTIONS OF PARLIAMENT. TO CONCLUDE, ARTICLE 9 OF THE BILL OF RIGHTS READS-

- ♦ THAT THE FREEDOM OF SPEECH AND DEBATE OR PROCEEDINGS IN PARLIAMENT OUGHT NOT TO BE IMPEACHED OR QUESTIONED IN ANY COURT OR PLACE OUT OF PARLIAMENT.

THUS, IT IS IMPORTANT TO EMPHASIZE THAT IN EXERCISING ITS CONSTITUTIONAL ROLE IN LEGISLATIVE MATTERS, APPROVING TAXATION PROPOSALS AND DELIBERATING ON PUBLIC ISSUES, THE KENYA PARLIAMENT IS NOT SUBJECT TO THE DIRECTION OF ANY OTHER PERSON OR AUTHORITY. PARLIAMENT HAS THREE MAIN FUNCTIONS: IT PASSES LEGISLATION; IT LEGISLATES TAXES PROPOSED BY THE GOVERNMENT AND AUTHORIZES THE GOVERNMENT TO USE PUBLIC MONEYS; AND IT MONITORS THE ACTIONS OF THE EXECUTIVE BRANCH.

MOST LEGISLATION ORIGINATES WITH THE GOVERNMENT. OFTEN THE WINNING PARTY IN A GENERAL ELECTION HAS MADE PROMISES DURING THE CAMPAIGN, AND IS EXPECTED TO ACT ON THESE PROMISES. THE GOVERNMENT MAY ALSO BRING IN LEGISLATION ON THE RECOMMENDATION OF DEPARTMENT OFFICIALS WHO THINK CERTAIN LEGISLATION NEEDS TO BE AMENDED OR REPLACED WITH SOMETHING CORRESPONDING MORE CLOSELY TO CURRENT REALITIES. SOMETIMES SPECIAL INTEREST GROUPS MAKE SUGGESTIONS TO THE GOVERNMENT AS WELL.

IT IS THE CABINET THAT FORMULATES THE LEGISLATIVE PROGRAMME WITH A VIEW TO BRINGING INTO FORCE LAWS THAT WILL IMPLEMENT ITS POLICIES. THE GOVERNMENT MAKES THE CHOICES, SETS THE PRIORITIES, AND DECIDES WHAT LEGISLATION IT IS GOING TO BRING IN. ONCE THE CABINET CONCLUDES THAT A PARTICULAR LEGISLATIVE MEASURE IS REQUIRED IN A PARTICULAR AREA, IT IS UP TO THE MINISTER RESPONSIBLE FOR THAT AREA TO PRESENT A MEMORANDUM TO THE CABINET FOR ITS FORMAL APPROVAL.

THE MEMORANDUM IS A POLICY PAPER THAT SPELLS OUT THE OBJECTIVES SOUGHT. IF THE CABINET AGREES, THE ATTORNEY-GENERAL'S OFFICE IS AUTHORIZED TO DRAFT A BILL, IN CONSULTATION WITH THE DEPARTMENT CONCERNED AND POSSIBLY WITH OTHERS AS WELL. ONCE THE BILL IS PUBLISHED, IT IS READY TO BE INTRODUCED IN PARLIAMENT. USUALLY THE LEADER OF GOVERNMENT BUSINESS IN THE HOUSE DECIDES ON THE TIMING IN CONSULTATION WITH THE MINISTER RESPONSIBLE.

SOME REFLECTIONS ON THE STRATEGIC PLANNING FOR MANAGEMENT OF NATIONAL ASSEMBLY

- ► The membership of the 8th Parliament should be seen as the reflection of the mood and the trend of opinions in the society at the time. In analysing this membership some facts are clear:

    - ◆ One hundred and twenty Members are making their debut into Parliament;

    - ◆ There are ten political parties represented in the House;

    - ◆ The margin of differences between the government party and the combined opposition is just four;

    - ◆ The biggest age group among the Members is the one between thirty six to forty-seven years;

    - ◆ The average academic level achieved is a university degree/diploma or Tertiary College diploma;

    - ◆ The number of Members previously holding senior positions in both public and private sectors has increased;

- The number of Members from the freedom movement background have drastically decreased; and

- The number of Members with wide experience in other areas of endeavours and who are also widely travelled has increased.

▸ THE STRATEGIC PLAN WORKSHOP FOR THE STAFF OF THE NATIONAL ASSEMBLY IS MEANT TO ALLOW FOR THE HOUSE ADMINISTRATION TO COMMIT THEMSELVES TO PROVIDE SERVICES OF THE HIGHEST CALIBRE TO THE MEMBERS OF THE NATIONAL ASSEMBLY. THIS MEANS MORE THAN DOING A JOB. IT ALSO MEANS DOING THE RIGHT THINGS AND MAKING A DIFFERENCE TO OUR CLIENTS AS A RESULT OF OUR EFFORTS.

▸ THE WORKSHOP SHOULD FOCUS IN MAKING PLANS AND IMPLEMENTING THEM BASED ON THE MEMBERS' FOUR LINES OF BUSINESS, AS WELL AS OUR MANDATE TO SUSTAIN PARLIAMENT AS AN INSTITUTION.

▸ WHETHER THE SERVICE OR PRODUCT SUPPORTS MEMBERS IN THEIR WORK IN THE CHAMBER, IN COMMITTEES, IN THEIR CONSTITUENCIES OR THE PARLIAMENTARY PARTY CAUCUS, THE MEN AND WOMEN OF THE HOUSE WOULD STRIVE TO ACHIEVE MEANINGFUL RESULTS.

▸ THUS THE PRIORITIES IN GENERAL SHOULD BE CENTRED UPON LONG-TERM THEMES: TO IMPROVE SERVICE TO THE CLIENT, TO MANAGE INFORMATION AS A STRATEGIC RESOURCE, TO SUSTAIN A FLEXIBLE, RESPONSIVE WORKFORCE, AND TO EXPLORE INNOVATIVE WAYS OF DELIVERING SERVICE.

▸ IN SERVING MEMBERS OF PARLIAMENT, THE HOUSE ADMINISTRATION SHOULD BE COMMITTED TO ACHIEVING EXCELLENCE IN ITS ACTIVITIES, TO OPERATING WITH INTEGRITY, AND TO EARNING THE RESPECT AND TRUST

FROM ITS CLIENTS BY:

- ◆ PROVIDING PROPER STEWARDSHIP OF RESOURCES

- ◆ MAINTAINING THE VIABILITY AND CONTINUITY OF THE INSTITUTION

- ◆ DEMONSTRATING FAIRNESS, EQUITY AND IMPARTIALITY IN DELIVERY SERVICES

- ◆ VALUING THE EMPLOYEE

- ◆ OFFERING LEARNING OPPORTUNITIES TO EMPLOYEES

- ◆ ENCOURAGING OPEN AND CLEAR COMMUNICATION, WITH CLIENTS AND AMONG EMPLOYEES

- ◆ ORGANIZING WORK ALONG MULTI-DISCIPLINARY LINES AND OFFERING, TO THE EXTENT POSSIBLE, A SEAMLESS SERVICE ENVIRONMENT.

- ▸ THE ENVIRONMENT IN WHICH THE HOUSE ADMINISTRATION WORKS TO SERVE THE MEMBERS OF PARLIAMENT IS SHAPED BY SEVERAL FACTORS AND THEMES, ALL INFLUENCING THE DIRECTION IN WHICH THE ORGANIZATION IS TO GO AND ITS METHODS OF WORKING.

- ▸ IN ITS DAY-TO-DAY WORK IN ITS PLANS AND PRIORITIES, THE HOUSE ADMINISTRATION SHOULD WORK WITH A CLEAR FOCUS ON CLIENT SERVICE. EACH PLAN, EACH INITIATIVE TO BE UNDERTAKEN, MUST PASS THE TEST OF THIS DISCIPLINE AND RESULT DIRECTLY IN IMPROVED SUPPORT TO MEMBERS IN AN ENHANCEMENT OF THE ORGANIZATIONS ABILITY TO SERVE.

- ▸ PARLIAMENTARIANS ARE REQUESTING MORE RELIABLE AND MORE DETAILED INFORMATION ON THE PERFORMANCE OF GOVERNMENT DEPARTMENTS AND

AGENCIES, AND THE HOUSE ADMINISTRATION IS NO EXCEPTION TO THIS. IMPROVED SERVICE TO MEMBERS OFTEN MEANS GIVING THE EMPLOYEES WHO ARE PROVIDING THE SERVICE THE TOOLS AND MEANS TO RESPOND PROMPTLY, WITHOUT THE DELAY OF RED TAPE. SUCH RESPONSIVENESS TO CLIENT NEEDS CONTINUE TO BE AN EXPECTATION, REQUIRING AT TIMES A REDEFINITION OF FUNCTIONS OR CHANGES TO ADMINISTRATIVE STRUCTURES AND PROCESSES.

▶ THE PLANS AND PRIORITIES WE SET FOR OURSELVES MUST TAKE INTO ACCOUNT THE IMPLICATIONS OF AN AGING WORKFORCE AND EVOLVING CLIENT NEEDS. MANY OF THE SERVICES TO MEMBERS PROVIDED BY THE HOUSE ADMINSTRATION ARE UNIQUE AND ACQUIRED ONLY THROUGH EXPERIENCE AND SPECIALIZED TRAINING. OVER THE NEXT SEVERAL YEARS THE HOUSE WOULD BE FACED WITH THE CHALLENGE OF RETAINING, AND ENHANCING THE SPECIALIZED KNOWLEDGE AND EXPERTISE SUPPORTING THE WORK OF MEMBERS AND SUSTAINING THE KENYA NATIONAL ASSEMBLY AS AN INSTITUTION. THIS IS CRITICAL TO ENSURE THAT THE HOUSE HAS A COMPETENT WORKFORCE THAT EVOLVES WITH TIME AS THE BUSINESS NEEDS OF THE HOUSE KEEP CHANGING.

▶ UNDERLYING THE PLANS AND PRIORITIES LIKELY TO COME OUT OF THIS WORKSHOP SHOULD BE A CLEAR SET OF RESULTS THAT THE HOUSE ADMINISTRATION WOULD STRIVE TO ACHIEVE IN SERVING MEMBERS OF PARLIAMENT. THESE RESULT STATEMENTS SHOULD ARTICULATE CLEARLY THE COMMITMENT OF THE ORGANIZATION TO DELIVERING MEANINGFUL SERVICE TO THE MEMBERS OF THE HOUSE.

▶ SINCE THE 8TH PARLIAMENT HAS JUST BEEN INAUGURATED, THE HOUSE ADMINISTRATION SHOULD GUIDE ITS EFFORTS TO ALIGN SERVICE DELIVERY MORE

VIGOROUSLY WITH MEMBERS' NEEDS BY DEVELOPING A MODEL OF MEMBERS' LINES OF BUSINESS. ONCE AGAIN THE HOUSE ADMINISTRATION EXISTS TO SUPPORT MEMBERS' WORK IN THE FOUR LINES OF BUSINESS:

- IN THE CHAMBER, WHERE MEMBERS REPRESENT THEIR CONSTITUENCIES AND SPECIAL INTERESTS AND THEIR PARTY BY DEBATING ISSUES, REVIEWING LEGISLATION, AND ENSURING ACCOUNTABILITY OF GOVERNMENT;

- IN COMMITTEES, WHERE MEMBERS EXAMINE MATTERS REFERRED TO THEM, SCRUTINIZE GOVERNMENT POLICIES AND PROGRAMS, REVIEW IN DETAIL PROPOSED LEGISLATION AND SPENDING ESTIMATES, AND INTERACT WITH OTHER KENYANS INDIVIDUALLY, SPECIAL GROUPS ETC.

- IN CONSTITUENCY, WHERE MEMBERS IN THE LONG-TERM SHOULD SUSTAIN ONGOING COMMUNICATIONS WITH THOSE THEY REPRESENT, MEET WITH CONSTITUENTS, STAY INFORMED OF THEIR NEEDS, HELP WITH PROBLEMS AND TAKE PART IN LOCAL ACTIVITIES; AND

- IN PARLIAMENTARY PARTY CAUCUS, WHERE MEMBERS DISCUSS STRATEGY AND POLICY WITH FELLOW PARTY MEMBERS, DISCUSS ISSUES, MAINTAIN LINKAGES WITH REGIONAL CAUCUSES AND DIRECT THE WORK OF PARTY RESEARCH OFFICES.

- THE HOUSE ADMINISTRATION HAS A CRITICAL FIFTH LINE OF BUSINESS, THAT OF SUPPORTING THE INSTITUTION OF KENYA PARLIAMENT, PROVIDING CONTINUITY FROM ONE PARLIAMENT TO THE NEXT, ENSURING A STABLE INFRASTRUCTURE TO SUPPORT MEMBERS IN THE DEMOCRATIC PROCESS, PROVIDING ACCESS TO PARLIAMENTARY RECORDS THAT PRESERVE

PARLIAMENTARY DECISIONS, PRACTICES, HISTORY AND TRADITION, AND OFFERING OPPORTUNITIES TO KENYANS TO LEARN ABOUT PARLIAMENT AND THE DEMOCRATIC PROCESS.

▶ THE RESULT STATEMENTS SHOULD BE SEEN AS THE FOUNDATION OF PLANNING AND ACCOUNTABILITY IN THE HOUSE. THEY SHOULD PROVIDE A BASIS TO PLAN AND MANAGE SERVICE DELIVERY, AND BE SEEN AS THE YARDSTICK BY WHICH THE ORGANIZATION WILL BE REVIEWED AND HELD ACCOUNTABLE.

▶ KEY RESULTS OF THE HOUSE ADMINSTRATION WOULD INCLUDE:-

- MEMBERS HAVE APPROPRIATE FACILITIES - PRODUCTS AND SERVICES WOULD INCLUDE OFFICES IN PARLIAMENT BUILDINGS; THE HOUSE CHAMBERS; COMMITTEE ROOMS; CAUCUS MEETING ROOMS AND PARTY OFFICES;

- MEMBERS RECEIVE ADVICE IN A NON-PARTISAN, TIMELY FASHION - ADVICE ON PARLIAMENTARY PROCEDURE; LEGAL ADVICE; ADMINISTRATIVE ADVICE.

- MEMBERS HAVE ACCESS TO ACCURATE AND TIMELY INFORMATION - PARLIAMENTARY DOCUMENTS; AGENDAS; MINUTES; REPORTS; DEBATES AND DECISIONS; RESEARCH REPORTS; FINANCIAL INFORMATION.

- MEMBERS RECEIVE RESOURCES AND QUALITY SERVICES, EQUITABLY - SECURITY SERVICES; FINANCIAL SERVICES; INFORMATION TECHNOLOGY TOOLS AND SUPPORT; OPERATIONAL SERVICES SUCH AS PRINTING; MESSENGERS; TRAVEL, FOOD, PARKING, FURNITURE, FURNISHINGS, SUPPLIES AND MAINTENANCE.

▶ INFORMATION AND THE TECHNOLOGICAL TOOLS TO MANAGE INFORMATION ARE CRUCIAL TO THE WORK OF THE MEMBERS OF THE HOUSE. TO SUPPORT THEIR DELIBERATIONS IN THE CHAMBER THEY MUST RECEIVE ACCURATE, TIMELY AND NON-PARTISAN INFORMATION. TO SERVE THEIR CONSTITUENTS AND ENGAGE IN THE WORK OF PARLIAMENTARY COMMITTEES, THEY RELY ON THE TOOLS AND SUPPORT THAT HELP ACCESS AND MANAGE INFORMATION QUICKLY AND EASILY.

▶ THE HOUSE ADMINSTRATION SHOULD DEVELOP A LONG-TERM STRATEGY TO ENSURE EFFECTIVE MANAGEMENT OF THE HOUSE'S RECORDS AND CONSIDERABLE INFORMATION RESOURCES, WHICH ARE USED NOT ONLY BY THE PARLIAMENT, BUT ALSO OTHERS INTERESTED IN PARLIAMENTARY PROCEDURE AND TRADITIONS. PRIORITY SHOULD BE GIVEN TO THE DEVELOPMENT OF PRODUCTION TOOLS TO ENHANCE PRODUCTION OF JOURNALS DOCUMENTS; TO CREATE A COMPREHENSIVE DATABANK ON COMMITTEE ACTIVITY; TO ALIGN THE DIFFERENT SOFTWARE AND STREAMLINE THE PROCESSES USED AT DIFFERENT STAGES IN THE PRODUCTION OF BILLS.

▶ MEMBERS OF THE HOUSE NEED FUNCTIONAL, SECURE WORKING SPACES. THEIR DEBATES IN THE CHAMBER, THEIR DELIBERATIONS IN CAUCUSES AND IN COMMITTEES, THEIR ACTIVITIES IN REPRESENTING THEIR CONSTITUENCIES DEPEND ON A PHYSICAL ENVIRONMENT THAT ADEQUATELY HOUSES THE TECHNOLOGIES AND FURNISHINGS NECESSARY TO THEIR WORK. IT SHOULD THEREFORE BE A PRIORITY FOR THE HOUSE ADMINISTRATION TO CONTINUE WITH THE PROGRAM OF RENOVATING PARLIAMENT BUILDINGS, ACQUIRE AND PUT UP MORE AND TO MODERNIZE THE FACILITIES WHILE PRESERVING THEIR HERITAGE AND BEAUTY FOR FUTURE GENERATIONS OF KENYANS. IN ALL THEIR WORK, MEMBERS MUST HAVE CONFIDENCE IN THE SECURITY OF THEIR ENVIRONMENT. THOSE VISITING PARLIAMENT BUILDINGS, FOR BUSINESS OR LEISURE, MUST ALSO BE AFFORDED SECURITY AND SAFETY, BUT NOT TO BE

HUSTLED BY CONMEN!

- MANY SERVICES OF THE HOUSE ADMINISTRATION FACE SOME SIGNIFICANT SUCCESSION PLANNING ISSUE. AN AGING WORKFORCE MAKES THE ORGANIZATION VULNERABLE TO ATTRITION. FOR EXAMPLE, THE IMPACT ON THE HOUSE'S ROLE PROVIDING SERVICES IN PARLIAMENTARY PROCEDURE REQUIRES PARTICULAR ATTENTION. WITH REGARD TO INFORMATION TECHNOLOGY SKILLS, AGGRESSIVE COMPETITION IN THE JOB MARKET POSES A RISK TO THE HOUSE'S ABILITY TO ATTRACT AND RETAIN THESE SKILLS.

- IN TO-DAYS ORGANIZATIONS, EMPLOYEES MUST WORK WITH REDUCED RESOURCES, CLIMB A STEEPER TECHNOLOGY LEARNING CURVE, AND ADJUST CONSTANTLY TO CHANGE. THEY MUST DEVELOP MULTI-DISCIPLINARY SKILLS TO CONTINUE SERVING MEMBERS WELL. TO SERVE MEMBERS IN ALL THEIR LINES OF WORK, THE HOUSE ADMINSTRATION MUST LISTEN ATTENTIVELY TO THE NEEDS OF THE MEMBERS. THE ORGANIZATION MUST ALSO BE ABLE TO TRANSLATE WHAT IT HEARS INTO ACTIVITIES AND GOALS THAT WILL ACHIEVE THE RESULTS MEMBERS NEED. COMMUNICATION IS ESSENTIAL TO ENSURE THAT THE ORGANIZATION CAN ACT AS AN INTEGRAL UNIFIED ORGANIZATION RESPONDING UNIFORMLY TO MEMBERS.

- ENSURING THE LINK WITH THE CLIENTS, THE HOUSE ADMINSTRATION MUST GIVE PRIORITY TO PROVIDING COMMUNICATION SUPPORT TO THE SPEAKER IN HIS ROLE AS THE HEAD OF THE HOUSE ADMINISTRATION . RECOGNIZING THAT COMMUNICATION IS ESSENTIAL IN A FLEXIBLE, CHANGING WORK ENVIRONMENT, THE HOUSE ADMINISTRATION SHOULD FOCUS ON DEVELOPING THE COMMUNICATION ABILITIES OF EMPLOYEES AND THE RESOURCES OF THE ORGANISATION. EMPLOYEES SHOULD BE OFFERED COACHING AND LEARNING OPPORTUNITIES. TOOLS, PROCESSES AND PRODUCTS SHOULD BE DEVELOPED TO HELP EMPLOYEES EXCHANGE INFORMATION FREELY AND EFFECTIVELY. OUR HOUSE

ADMINISTRATION MUST BE COMMITTED TO PLANNING, AND BEING HELD ACCOUNTABLE, NOT ONLY FOR COMPLIANCE WITH PROCESS AND GUIDELINES, BUT ALSO FOR RESULTS ACHIEVED. BOTH QUANTITATIVE AND QUALITATIVE DESCRIPTIVE METHODS MUST BE CONSIDERED TO ACCOUNT FOR RESULTS.

► REVIEWING PERFORMANCE SHOULD BE UNDERSTOOD AS MORE THAN AN ANNUAL EXERCISE OF ACCOUNTABILITY. THE HOUSE ADMINSTRATION SHOULD GIVE PRIORITY TO DEVELOPING TIMELY, RELEVANT PERFORMANCE MEASUREMENTS TO HELP MANAGERS CONTINUOUSLY IMPROVE THEIR SERVICES. SUCH TOOLS SHOULD INCLUDE CONSULTATION AND CLIENT FEEDBACK, PERFORMANCE INDICATORS AND SERVICE STANDARDS, AND SELF - EVALUATION.

(C) <u>NATIONAL ASSEMBLY OF KENYA - SENIOR PARLIAMENTARY STAFF</u>

<u>WORKSHOP: 18 - 29 MAY 1998, MACHAKOS, KENYA</u>

<u>THEME: STRATEGIC PLANNING FOR THE MANAGEMENT OF</u>

<u>PARLIAMENT</u>

REQUISITE RESOURCE NEEDS (HUMAN, PHYSICAL, FINANCIAL ETC)

(A)   FOR PARLIAMENTS AND PARLIAMENTARIANS TO THE NEXT MILLENNIUM
(B)   TO ENABLE AFRICAN PARLIAMENTS AND PARLIAMENTARIANS TO RESPOND
        AND TACKLE THE DEMANDS OF A RAPIDLY TRANSFORMING DEMOCRACY

BY

N M CHIBESAKUNDA
CLERK OF THE NATIONAL ASSEMBLY OF ZAMBIA
LUSAKA

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INTRODUCTION

For any Parliament and indeed any Parliamentarian, especially in African, to respond and tackle the demands of a rapidly transforming democracy and entry into the next millennium, there is need for strategic planning for management of Parliaments. There is imperative need for Parliaments and Parliamentarians to have at their disposal essential tools such as human, physical and financial resources. If they had such resources, Parliaments and Parliamentarians would in the next millennium be able to carry out their role effectively and efficiently. Therefore, this paper will focus on how strategic planning for the management of Parliament could be achieved.

a. ## RESOURCE NEEDS (HUMAN, PHYSICAL, FINANCIAL ETC) FOR PARLIAMENTS AND PARLIAMENTARIANS TO THE NEXT MILLENNIUM.

To effectively perform its functions, the institution of Parliament and Parliamentarians require several resources which include: human, physical and financial resources. All are important if Parliament and Parliamentarians have to perform their set tasks efficiently. Parliament as an important institution in any democracy has to be sustained to the next millennium. Similarly, Parliamentarians as the main players in the whole institution of Parliament need to be provided with resources that would assist them to perform their role as legislators more effectively.

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1. Human Resources

Parliament is an unique institution which has its own procedures and practices. The employees of the institution therefore, are faced with a totally different environment. The employees of Parliament have to continue to develop their skills to serve their clients, the Parliamentarians. They all need skills, knowledge and competencies to serve the Parliamentarians. As an organisation, Parliament must ensure the sustained maintenance of a versatile, effecient and well trained crop of employees.

2. Physical Resources

These are resources that are necessary for the proper functioning of Parliament.

Apart for human resources, it is important that other resources like equipment, information networks and a conductive work environment are also made available for the smooth management of Parliamentary affairs.

With the development of new technologies, it is important that Parliament is equipped with modern facilities. For instance, communication, editorial and the Internet facilities are very valuable and necessary equipment that every Parliament need to have. This is vital as Parliamentarians need receive accurate, timely and objetive information. The information is important to the Parliamentarian if he/she is to be an effective Parliamentarian.

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There is also need to have enough office accommodation and transport facilities which will help Parliaments run smoothly. Members. Communication between Parliament and Parliamentarians is also an important factor in the proper functioning of any legislature.

The security of Parliament and Parliamentarians is another very important aspect that needs consideration. Members must be confident in the security of their surroundings. Parliament needs to be assisted by developing an integrated approach to the security infrastructure to protect life, property and information while maintaining public access to Parliamentary Buildings.

3.   Financial Resources

Each government must sufficiently fund a Parliamentary institution. Democracy is not cheap. It is only with sufficient funds that Parliamentarians and Parliament can work effectively. Without proper funding it would be very difficult and almost impossible to provide the essential services a legislator requires. There are many inputs that a Parliament requires which can only be achieved if funds are available and on a timely basis.

It is therefore important that a Parliament has a separate budget which is not subject to alterations by government agencies. An autonomous Parliament in all aspects is therefore very vital.

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b. NEED TO HAVE RESOURCES TO ENABLE AFRICAN PARLIAMENTS
AND PARLIAMENTARIANS TO RESPOND AND TACKLE THE
DEMANDS OF A RAPIDLY TRANSFORMING DEMOCRACY.

There is need to have resources such as human, physical and financial etc. for the strategic
planning for the management of Parliaments to enable, especially African Parliaments and
Parliamentarians to respond and tackle the demands of a rapidly transforming democracy.
The political changes which swept the Soviet Union in the 1980s brought some effects
especially in Africa where most countries were one-party states and had to undergo
political transformation from one party states to multi-party democracy (states). As a
result, African Parliaments and Parliamentarians were not spared from political
transformation that swept most of the world. There is growing need for the strategic
planning for the management of Parliaments to enable them respond and tackle the
demands of democratic economic transformation. In order to do this, there is need to
evaluate the available resources through having a long term plan as to be able to cut costs,
improve the delivery services to Members of Parliament and the Public. Therefore, the
following could help enable African Parliaments and Parliamentarians to respond and
tackle a rapidly transforming democracy:

* Ensuring that African Parliaments and Parliamentarians understand the main tenets of
the concepts of democracy which among others include; tolerance to divergent views,
respect of the rule of law, transparency and accountability.

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- Creating Secretariats for Members of Parliament in their constituencies to enhance their work capabilities. This will enhance contact between MPs and their constituents.

- African Parliaments should embrace the use of modern technologies and reduce administrative bureaucracy.

- African Parliaments and Parliamentarians should start looking at renovating or building new Parliaments and Committee Rooms to accommodate the ever increasing number of MPs and public participation in Parliamentary affairs.

- Maintaining an effecient and dedicated work force.

- For democracy to strive, there is need to improve internal communication, because it is essential to ensure that Parliaments act as integrated, unified organisations responding uniformly to Members' needs.

In conclusion, it can be said that strategic planning for the management of Parliaments if well planned and executed would push towards greater efficiency, less costs, more rigour in accounting on the results to the affected countries and more innovation in achieving goals in the public interest. With the financial support available, this would lead to enhancement and promotion of democracy in the next millennium.

(D) NATIONAL ASSEMBLY OF KENYA-SENIOR PARLIAMENTARY STAFF

WORKSHOP : 18-29 MAY, 1998

MACHAKOS, KENYA

THEME : STRATEGIC PLANNING FOR THE MANAGEMENT OF

PARLIAMENT

STAFFING NORMS IN A COMPARATIVE ADVANTAGE

BY

N M CHIBESAKUNDA

CLERK OF THE NATIONAL ASSEMBLY OF ZAMBIA

LUSAKA

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INTRODUCTION

The subject of recruitment of parliamentary staff is one that has always generated a lot of debate among the Clerks of various Parliaments. The question usually hinges on whether Parliament should have an independent staff establishment or it should rely on staff seconded from the Civil Service.

This paper entitled "Staffing norms in a comparative advantage" concerns itself with a Parliament that has an independent staff cadre.

The paper also looks at the Zambian experience and ends with a conclusion.

STAFFING NORMS AND COMPARATIVE ADVANTAGE

"Staffing norms" can loosely be defined as the recruitment of staff to fill vacancies in the existing establishment using accepted standard procedure.

"Comparative advantage" on the other hand entails recruiting an employee with the best qualifications, who can in the end give maximum productivity and greater efficiency with minimum supervision.

Parliament is a highly placed institution charged with the role of making laws, voting money for public expenditure and overseeing the activities of the government. However,

Members of Parliament can not operate in isolation and require certain services brought within their reach and that is how Parliamentary staff come in.

The various onerous duties and functions of a Parliament call for high calibre staff who can easily perform the multifarious functions that the House has to deal with. It requires top quality personnel with good educational background, that is at least with very good secondary school education if not first degree level who can easily be trained to form a pool of experienced versatile Parliamentary officials able to perform a wide range of tasks. This is particularly important considering the fact that there is no educational institution providing professionally trained personnel in parliamentary work.

Closely related to recruitment and training of high calibre staff for the Parliament, is the need to retain such scarce and specialised personnel.

This means that Parliament should enjoy an advantage over other prospective employers, especially the Civil Service. It is common notion that on the open labour market, any employer would get the best there is. Equally the job seeker would like to get the best employer available.

It is therefore up to Parliament as employer to offer attractive conditions of service. The advantage should be two fold. Firstly it should attract the best job seekers and secondly it should be able to retain those that are taken on as Parliamentary staff. Otherwise if an organisation can not maintain a steady work force, then it risks losing a lot in terms of

labour turn over and the subsequent recruitment costs. There is also the risk of exposing the institution to instability due to lack of continuity.

The National Assembly of Zambia has had a successful record of maintaining its staff for close to thirty years now since the establishment of an independent Parliamentary secretariat. The Zambian Parliament is able to attract high calibre staff because recruitment is done on the open labour market. All openings, if they cannot be filled internally, are advertised in the national media. The recruitment exercise involves experts from outside the institution who conduct interviews and recommend the deserving candidates for the jobs.

Besides this conditions of service are reviewed from time to time. The end result is that the institution does not experience high labour turn over. In other words, there is a measure of satisfaction from its staff.

The above situation offers a classical example of strategic planning for the management of parliament.

CONCLUSION

It is incumbent upon Parliament today to realise that the world is in a competitive era with a lot of challenges. As result, there is need for strategic planning for both the present and the future. Parliaments should therefore prepare themselves for future challenges in terms of

growth, change of composition, work style etc. It should be ready to have staff who can cope with the new developments. For Parliament to meet these challenges, it requires strategic planning which basically implies planning ahead of time.

(E) <u>NATIONAL ASSEMBLY OF KENYA - SENIOR PARLIAMENTARY STAFF</u>

<u>WORKSHOP: 18-29 MAY, 1998</u>
<u>MACHAKOS, KENYA</u>

<u>THEME: STRATEGIC PLANNING FOR THE MANAGEMENT OF</u>
<u>PARLIAMENT</u>

<u>ENHANCEMENT OF THE MANAGEMENT OF PARLIAMENTS TO ENABLE</u>
<u>THEM RESPOND EXPEDITIOUSLY AND EFFECTIVELY TO THE</u>
<u>SOCIETAL NEEDS AND DEMANDS ENGENDERED BY THE FAST</u>
<u>EVOLVING DEMOCRATIC CULTURE, AND INTO THE NEXT</u>
<u>MILLENNIUM.</u>

BY

N M CHIBESAKUNDA
CLERK OF THE NATIONAL ASSEMBLY OF ZAMBIA
LUSAKA

INTRODUCTION

This presentation is on the enhancement of the management of Parliaments to enable them respond expeditiously and effectively to the societal needs and demands engendered by the fast evolving democratic culture, and into the next millennium. It considers some strategic areas vital to the management of Parliament which need more effort and action. The areas include:

- staffing which incorporates, recruitment, training, deployment, service terms or conditions of service and scheduling of roles and functions; and

- research facilities and services including library services.

Other areas of concern include:

- the committee system as a means of oversight and surveillance of public services; and

- empowering and enabling the parliamentarian fulfil his/her role and functions into the next millennium.

SOCIETAL NEEDS, DEMANDS AND EXPECTATIONS AND PARLIAMENT

Perhaps, one of the most used terms in present political vocabulary is democracy. This important concept, with its trans-cultural dimensions touches on all the fundamentals of human life and in recent years, has given rise to more societal needs, demands and expectations.

In Africa, the advent of plural politics, moving from one-party systems and military dictatorships over the past decade, as part of the democratic process, has even created higher societal needs, demands and expectations. There have been greater demands for economic prosperity; respect for human rights; greater individual rights and liberties; more transparency and accountability in governance. These societal needs, demands and expectations are bound to increase as societies democratise and enter into the next millennium.

In the classical tradition of representative democracy, Parliament is seen as the core for meeting the various societal needs, demands and expectations. Given its vantage position as a law-making body, and as a representative body of the people and overseer of government activities or administration, Parliament is regarded as best placed to provide a lead in society and provide a framework for economic transformation. Thus, as a sovereign legal institution, and supreme political authority, Parliament is the major institution that can bring about change development and sustain a democratic culture. In

this regard, Members of Parliament have to play a key role in bringing about a real culture of democracy capable of meeting societal needs, demands and expectations.

STAFFING RECRUITMENT, TRAINING, DEPLOYMENT, SERVICE TERMS AND SCHEDULING OF ROLES AND FUNCTIONS

In Legislatures, like in all other institutions, staffing, including the aspects related to recruitment, training deployment, service terms and scheduling of roles and functions are of vital importance. Staffing is concerned with every aspect of assessing present and future human resource needs and planning the optimum means of obtaining these requirements either through further education or practical training.

Therefore, in order to achieve these goals, the starting point for the institution is to have detailed assessment of its staffing needs. Against this, the institution is able to take an inventory of the existing staffing strength by evaluating it in regards to: how it is employed; how good its staff are at their jobs; what special skills they have; and how to develop their capacities for the benefit of the institution. This helps to establish a detailed analysis of the total staffing of the institution.

From the foregoing, it can be seen that staffing is generally based on the needs of the institution, and is normally designed to provide the institution with the necessary staff that will be relevant to its work.

Recruitment is vital in the staffing process, and needs careful consideration as normally those employed do not have any prior experience in working within a parliamentary situation which is considered as unique.

Hence when recruiting for the different departments, legislatures need to ensure that when recruited, an employee is given the opportunity to acquire sound basic knowledge at first level of the operations of the institution to enable them fit into the operational regime of the institution.

Qualifications of potential candidates also play an important role in the recruitment process. Hence the importance of advertising staffing vacancies as this widens the possibilities of attracting well qualified personnel.

It is very well known that parliamentary work is not taught in any educational or training institution, but is rather learnt through the practical experience that officers obtaining over a period of years working in a parliamentary institution.

Thus, for training purposes, attachment courses that vary from the appreciation of the operational systems of other Parliaments to the study of how their systems function, becomes extremely important.

It suffices to say that, Legislatures need to establish policies that encourage their officers to be periodically retrained. Furthermore, whenever officers have the possibility of improving

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their professional and educational qualifications either through their own initiative or through that of the institution, favourable response should always be given. With this approach, officers will be able to improve on their qualifications and at the same time be grateful to the institution for having given them the possibility to enhance their educational abilities. In this regard, the institution should strive to give financial assistance as well.

Some institutions like the National Assembly of Zambia, organise their own in-house training. This helps in giving their own officers an insight of the operations of the institution itself.

Another important consideration on staffing relates to the retention of skilled parliamentary staff. As it is the aim of any parliamentary management is to provide the best possible service to its legislators, it is important to put in place a deliberate policy of attractive conditions of service for the officers. This would enable the institution to retain highly qualified staff.

In addition, an ideal situation is the creation of independent Parliamentary staff establishment. There are three important advantages for this. First, the Legislature through the Speaker and the Clerk of the National Assembly enjoys the latitude to have full control of their staff. The staff feel committed to the institution as their sole employer.

Secondly, the danger of staff loss through transfers to the civil service is eliminated. This is particularly important as parliamentary work skills are unique, hence the need to retain the skilled parliamentary staff.

Thirdly, an autonomous staff establishment enables staff to develop a unique parliamentary work culture of accuracy, speed, objectivity and high standards of discipline which are usually lacking in most civil service systems.

Thus, efficient and effective management of Parliaments requires staff who are fully committed to the institution and perceive parliamentary work as their life long career.

Furthermore, in large organisations such as a National Assembly, the scheduling of roles and functions are very important. As the institution is broken down into departments with specific functions, it is imperative that the departments and the officers that work in them have their work clearly stated, supplemented with Mission statements. The job description of each position and its position in the institutional hierarchy need to be defined to allow for their proper role and functions to be scheduled. In this case inter-departmental transfers have to be done with caution and management need to ensure that staff are properly positioned.

RESEARCH FACILITIES AND SERVICES

Parliamentary research facilities and services, including library services represent vital parts of the institution in terms of keeping the Members of Parliament abreast with important information.

The provision of research and library facilities and services in reality improves the decision making process of legislative bodies by making individual Members of Parliament, especially the back-bencher relatively better and accurately informed.

Today, in most Parliaments, there exists a disparity in the flow of information to Members of Parliament between the front and back-benchers. Ministers have the bureaucrats, and experts and various advisors in the civil service, at their disposal, as sources of information and advise.

The Private Members, on the other hand, have nobody to turn to at least in the government machinery, because very often Ministers do not relish the idea of a Private Member having the same information that they have. Yet a Member of Parliament has the need and right to have the widest range of information to enable him/her not only to make intelligible contribution to the House, but to keep more effective a vigil or scrutiny over government activities.

Owing to the importance attached to provision of information to Members of Parliament, it becomes important for proper planning for Research and Library Services.

Research Services in particular, have to be efficiently delivered taking into consideration the intended use of the research information. In this regard, provision of suitable equipment for acquisition, storage and retrieval of information from such essential equipments as computers, Internet facilities etc become important .

COMMITTEE SYSTEM AS MEANS OF OVERSIGHT AND SURVEILLANCE OF PUBLIC SERVICES

Parliamentary committees in any Parliament are an important tool in over-seeing Executive action.

Although as a whole Parliamentary Committees have proved to be useful instruments in scrutinising the activities of the Executive, they generally have problems in their operations. From Zambia's experiences, among the problems Committee face are:

(1)   Lack of supportive legislation to compel the government to act on committee recommendations and observations made in committee reports. Although these reports have highlighted many important issues relating to inadequacies of government policies and have recommended workable solutions, government has in most cases ignored these recommendations.

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(2)   Lack of financial resources that would enable Investigatory Committees

to scrutinise government operations in more detail.

(3)   The lack of adequate qualified personnel and lack of modern equipment making

it impossible for these committees to scrutinise in detail the complex nature of

government activities.

In enhancing Committee systems to meet the growing societal needs and demands, it is

imperative for Parliament to consider among other things, the following:

(a)   Committees should be adequately funded.

(b)   Recruitment of qualified staff and provision of expert consultancy to Committees.

(c)   Restructuring of Committee systems so as to cover every branch, department and
ministry of government to ensure proper scrutiny.

(d)   Enactment of enabling legislation that will give committees powers that will compel
government to take action directed by Parliamentary Committees.

EMPOWERING AND ENABLING THE PARLIAMENTARIAN TO FULFIL HIS/HER ROLE AND FUNCTIONS.

Parliamentarians play a very important role and carry out vital functions in all democratic societies. In the House, the Members' functions include:

- law-making;
- approve measures to raise public funds through taxes;
- vote money for public expenditure; and
- oversee government activities through various instruments such as committee work, debate, questions to the executive members etc.

Hence, in this role, the Member of Parliament is indeed the custodian of the people's interests. He/she belongs to parliament which is not only the highest law making institutions in the land, but also is an institution which is empowered to oversee the activities of the government. He has a lot of leverage over government policies. As the people's representative, therefore, it is the Members' duty to convincingly articulate the feelings and interest of the people to the government.

Furthermore the Member is essentially the spokesman of the people he represents and it is his/her duty not only to present his/her people's stand point, but also to defend it before the government.

Quite often, governments make policies that contravene people's interests and jeopardise their socio-economic welfare. It is the challenging duty of the Member to fight against such policies so that they are adjusted to the comfort of the people's aspirations and endeavours.

Outside Parliament a Member of Parliament represents a constituency that gave him the mandate to go to parliament. Hence, the role of a Member in the constituency is defined by two functions:

1. Spearheading development of the constituency to uplift the people's standards of living; and

2. explaining government policies to the constituents to enable them participate fully in government activities for their own benefit.

Therefore, in exercising the aforementioned, roles and functions both inside and out of the House, Members faces a lot of challenges and hurdles, and require assistance in carrying out the roles and functions effectively and efficiently - the Members need to be empowered.

EMPOWERING THE PARLIAMENTARIANS

In empowering and enabling Parliamentarians to fulfil their roles and functions, it is important for Parliamentary management to ensure that the Member is availed with the necessary support that will enable him discharge his role and functions to the best of his capabilities and capacities.

As a legislator, it is important that a Member is availed all necessary documents, information and other relevant matters that relate to the discharge of his functions in the House.

In this regard, it is desirable therefore that Parliamentary management puts in place very well equipped support services such as Research, Library, Committee and other specialised facilities that will be able to provide quality service to the Member.

This will not only empower the Member as he will have on his finger tips well researched and analytical data to use in the House, but will also avail the Member more time to do other duties rather than spend time in the Library doing research or driving from one government department to another looking for information.

Therefore, the support services provided for by parliament for the use of Members are very vital in the empowering and enabling of Members in fulfilling their roles and functions.

In relation to his roles and functions outside the House, it is imperative that certain facilities such as transport, logistical aid in terms of use of government machinery in the provincial outposts are availed to the Member. This means that he is made part and parcel of government developmental process through the local councils and other government machinery putting him at a position of authority and be able to express the wishes of his/her electorate and ensure that they have a say in what is done in their areas.

Thus, it follows that, if a Member has to be empowered and be able to fulfil his/her role and functions, the following are some of the issues of relevance:

(a)   well qualified staff;

(b)   modern and efficient research and library services;

(c)   effective committee systems; and

(d)   support services that facilitate these functions.

However, empowerment of Parliamentarians goes beyond the provision of supportive services as described. It also involves the need for Parliamentarians to understand thoroughly the role of Parliament in all its ramifications - political, legal, moral and international.

Further, Parliamentarians need to be able to understand the importance of democracy and good governance and well informed about the problems of the people they represent. In

this respect, strategic planning for the management of Parliaments demands them to create enabling environments for their Members to acquaint themselves to their roles and functions and be familiar with the problems, whether domestic or global which they are expected to discuss and to contribute to their solutions. Parliaments also need to establish well-structured training programmes for Parliamentarians such as Seminars, Workshops etc.

13/5/98

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(F)   The Role of the Legislature in a changing Democratic Society

By

Peter Wanyande
Department of Government
University of Nairobi

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Introduction

This paper is an attempt to shed insights into issues relating to the role of the legislature and the challenges that the institution is likely to face in the context of the ongoing and future changes in the political and legal environment in which it operates. As a central political actor it is expected that the legislature will also influence the changes taking place in its wider environment. In discussing these issues we identify the various political changes taking place and that are likely to pose challenges to the role of the legislature. We then discuss the manner in which the legislature may respond to or adapt to these challenges. This is preceded by a discussion of the genesis of the legislature and its "traditional" functions or roles.

The argument of the paper is that while the Kenyan legislature will continue to perform its "traditional" roles that it did prior to the introduction of democratic rule, the institution is bound to be confronted with numerous new challenges that will require a new approach to the performance of these roles. New roles or expectations may even emerge and which it has to deal with. The challenges will also require that the legislature be transformed and empowered to cope with the new demands and challenges in order to perform better. In fact one of the societal demands on the legislature will be that the institution improves its overall performance.

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Evolution of the Legislature

The commonly held view of the legislature is that it is a representative institution. One would therefore assume, and this appears to be the tendency, that the legislature has its origins in a democratic process in which the desire for representation was the major impetus. The actual origins of the legislature does not however reflect this. The genesis of the legislature is in fact associated with attempts by sections of the governed and in particular the aristocrats to gain power from the King and not as a democratic effort to provide representation for the masses Barnes et al. 1980:109). According to available evidence, it all began in 1215, when King George of England granted the Magna Carter- the Great Charter) in which he agreed to some restrictions upon his power. The impetus for the Magna Carter was, however, not a people's uprising; it was a group of nobles who banded together to force the King to recognize the rights of the aristocrats- Barnes et al. 1990:109). This ultimately led to the birth of the British Parliament as the first known modern legislature. This explains why it is referred to as the" mother of parliaments". The birth of this parliament also signifies the beginning of respect for the principle of representation although the practice of representation in one form or another may have a longer history than the beginning of the legislature.

In the Kenyan case too the origins of the legislature is not associated with democratic processes or efforts to introduce the principle of majority representation in the governing process which is an important attribute of democracy. The institution was created in 1907 by an Order in Council at the height of oppressive colonial rule. Its undemocratic character is reflected in the fact that it consisted of the Governor of the colony who was not only a foreigner, but was also not elected. Four of the other members were civil servants, meaning that they too were not elected not to mention that they too were foreigners. The remaining two members who were also of European descent were nominated and served as unofficial members. For details see Slade; 1975:11 and Oloo; 1997). Thus even though the origins of the legislature in Kenya is very recent, it had nothing to do with the desire to have the majority of the people represented in what was later to become the country's supreme governing body, at least in theory. Slade is therefore right when he describes the manner in which the legislature began in Kenya as a far cry from anything in the nature of democracy-Slade;1975:11).

Functions of the Legislature

Before discussing the potential and actual challenges to the role of the legislature in the context of the current democratic changes taking place in the country, it is imperative and useful to remind ourselves of the role of the legislature generally and

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what it has been in Kenya in particular prior to the current democratic changes. This would give us a basis for identifying new issues that the legislature may be confronted with and therefore which it has to deal with as the country democratizes its politics and society. Since the role of the parliamentary staff is the subject of another paper in this workshop, my paper will focus on the role of other actors in the legislature, namely the legislators. We need to emphasize, however, that the role of the parliamentary staff and that of the actual legislators is closely intertwined in that the MPs can not operate effectively without the supporting role of the parliamentary staff. The role of the legislature and how it performs its role especially in a changing democratic society will therefore be dependent to a large extent on how the parliamentary staff perform their own roles. Consequently any efforts to improve the performance of the legislature must therefore also address the current status of parliamentary staff, their conditions of work as well as issues relating to the performance of the people who are directly involved in legislative work in the legislature, namely the MPs. In short, the legislature must be seen as one organization in which the staff and the legislators work together.

It is also important to note from the outset that the functions of the legislature varies from one country to another to an extent that any generalization must be taken with caution. The variation has to do with the diversity of forms this institution takes in different countries and also the differences

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in regime types. The role of the legislator may also be
determined by the unique problems facing the country. Writing
about the Indian parliament, for example, Hart observes that
although the original role of this institution was to enact laws,
oversee administration, and later to evoke public opinion, the
Prime Minister Nehru in opening Parliament in 1962 called on the
House -read the legislature- to help mould the nations into a
single entity. On the same occasion, the country's President
observed that the legislator has both continuing and ultimate
responsibility for nation building - Hart; 1971:113). This task
may not be the responsibility of other parliaments. While in
some countries these functions are expressly stated in the
country's constitution, in others it simply evolves as practice
over a period of time. In Kenya, for example, the original
independence constitution lists the duties of parliament as:
making laws; approval of all taxation, borrowing and expenditure
by the government; the termination of a president's appointment
by a resolution of no confidence; and the regulation of its own
procedure, subject only to the express provisions of the
Constitution.- Quoted in Slade Humphrey;1975:33). It needs to be
noted that in actual practice the Kenyan parliament may do more
than what the above constitutional provisions indicate.

 Despite the variations in legislative functions there are a few
functions which are considered universal. These include
representation of the citizenry, law making including repeal and
amendment to existing laws, policy making legislative oversight,

and control of public expenditure. These functions and responsibilities that go with them are critical and indeed indispensable in governance especially in a democratic society.

The effectiveness of legislatures in the performance of the above roles differs from country to country. Struggles by the legislature to establish its supremacy and dominance over the executive branch of government has perhaps been the most intense in developing countries. This was particularly so under one party rule. Many African countries operated systems in which power was so centralized in the presidency that legislatures found it hard to control the executive. In countries such as Tanzania under President Nyerere it was the ruling party that was supreme over the legislature at least as far as policy making was concerned. It is therefore wrong to assume that legislatures will always perform the roles which they are mandated to perform. They meet challenges almost at every stage. It is against his background that the role of the legislature in a changing democratic society aught to be discussed.

Representation as a legislative function

The legislature is a representative institution through which the views of the citizens are articulated to government. The legislature in this regard is expected to operate as the embodiment of the citizenry and as the institution through which citizens influence their governance. Representation is therefore a very important function that ought to be performed with a lot

of zeal. It is very important that the legislature finds ways and means of making its link with the electorate more effective, for unless this is achieved, the value of representation may be watered down.

Representation is, however, not as straight forward as it sounds. One of the questions about representation and the role of the legislature has to do with just who the institution is supposed to be represent. This is because there are several interests that may compete for representation. In the colonial situation one such group with its distinct interest was the settler community, the other was the African majority with Indians being yet another. In other words race became an important category for representation. In the context of the developing world, and in several other regions, the units that may compete for representation include the individual,the clan, the ethnic group and even other interest groups. While in undemocratic systems the issue may not be very important, the same cannot be assumed to obtain in democratic societies. The question that this raises is simply who is being represented in the legislature? Is it the individual, a group, a profession or what ? This issue becomes one of the major challenges that a legislature has to contend with in a democratic setting where many interests emerge and compete for representation. We shall say more about this at an appropriate section of this paper.

Oversight as a legislative function.

An important function of the legislatures worldwide is to check on the possible excesses of the government and particularly the Executive. The legislature is mandated to ensure that all other areas of government operate efficiently, effectively and within limits of the laws of the land. This is what is called legislative oversight. According to a 1961 report of the Parliamentary Union,

> "the main point in regard to parliamentary control is not only to supervise the activity of the executive or even where necessary to issue directives, but to provide a means of bringing this activity to a halt once it ceases to be in keeping with the wishes of the representatives of the people. Thus political control and the powers that go with it constitute the essential criterion of parliamentary sovereignty".- P. 237)

Towards this end the legislature has the duty of criticizing government, scrutinizing its activities including its expenditure of public funds and ensuring that there is no abuse of power. It is mandated to take or recommend corrective action where necessary. How well the legislature performs this function is dependent on several conditions. Among them is the state of preparedness of the legislators themselves. Legislators can best perform this oversight role if they are in a position to obtain data, i.e. facts and figure about how the other arms of government are operating . This requires the help of capable research Assistants. Unfortunately most legislators in Third World countries do not have this kind of support. The role can also be performed well if the government is transparent and accountable and therefore prepared to have its activities

scrutinized. In a truly democratic society this is not a problem as the role of parliament in this regard is wholly accepted and recognized as legitimate and necessary by both the public and the government. It is, however, a problem in undemocratic societies. One of the major challenges to the legislature as the country attempts to democratize will therefore be to demand more forcefully that the government becomes more transparent and accountable in its activities.

Law making as a function of the legislature

This is one of the most commonly assumed functions of the legislature the world over. This mandate also entails amending or repealing existing laws including the constitution. It is in fact this function that gives the legislature its supremacy over other branches of government and any other public institutions involved in governance. Together with the other functions, this particular function to a larger extent contributes to the high visibility of legislatures.

Custodian of public funds

It is a universally acknowledged function that legislatures will control the use of all public funds including tax payers' money and any other monies that fall under government revenue. It is in this context that the legislature must approve the annual national budget and receive reports of how different government departments and ministries and public servants use

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money allocated to them by the legislature. This is done in the form of reports of the Controller and Auditor General on government or public expenditure.

Democratization and its challenges for the legislature

The democratization of politics in Kenya has several dimensions. A major one is the opening up of the hitherto closed political space for citizens and group participation in the political process. The opening of the political space was followed by the emergence and proliferation of non-state actors that we generally lump together under the rubric of civil society. Examples of these organizations include the various women groups the release political Prisoners group and more recently the National Convention Executive Council- NCEC-. These organizations which have become an important and contentious force in the political and even the legislative process, represent a challenge to the role of the legislature in several fronts.

The first is the complexity of the issues these organizations raise and consequently the demands they place on the political agenda. As the country begins to embrace democratic values the complexity of the issues requiring the attention of the legislature is bound to increase. While many of these issues may fall under the any of the broad functions of the legislature already identified, their complexity may require a totally different approach from the traditional ways in which the

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legislature deals with problems. It may also require the legislature to develop new structures to help deal with the issues. It is quite conceivable, for example, that a particular interest group may demand that a legislative committee be created to deal with an issue of particular interest to its members. The legislature may therefore have to do exactly this in order to appear to be responsive to the public. This s not always easy for a legislature that has been used to playing the dominant role in matters of interest articulation. It is therefore a major challenge to the legislature as the democratic process begins to take root.

The second major source of challenge to the traditional role of parliament comes form the style of these groups. Many the newly created political groups tend to prefer direct participation rather than being content with having parliament articulate and represent their interest as was the case with many interest groups in the past. The recent attempt by the NCEC to participate directly in the review of the constitution is a good case in point. Rather than leave it to the legislature to control the legislative process and to represent the various publics, the NCEC arguing that it was acting on behalf of the general citizenry, demanded direct involvement in the changing of the basic laws governing the country. The efforts by the NCEC was resisted by the legislature which viewed it as an attempt by the NCEC to usurp the legitimate law making powers and functions of the legislature. The point to note in this case is that as we

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democratize our politics, many organizations will no longer be content with having the legislature represent their interests. Part of the explanation has to do with the fact that under one party rule, the legislature was not as effective in this role as the various interest groups in society would have liked. The NCEC example is just one case and we can expect more such demands and challenges to the role of the legislature in the future. The legislature therefore has to find ways of dealing with these new ways of looking at representation. While the legislature was able to undermine the NCEC and turn to the Inter parties parliamentary Group- IPPG- this may not always be possible. The legislature will therefore have to take a fresh look at its representation role. One way to deal with the problem may be for the legislature to be a little more flexible and accommodative of other actors in any of its many roles than it has been before. To do this the legislature must first accept that the number of legitimate actors in the political process has increased as the democratic fever catches on.

The problem is that the legislature having been used to playing the dominant interest aggregation and articulation role under one party rule, may see these organizations purely as unwelcome competitors. The legislature may therefore not be quite prepared for these new actors in the political process. A way must therefore be found of dealing with and adapting to the changed circumstances. This is a big challenge to the legislature and how it handles it will make all the difference.

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One way to deal with the situation is to strengthen the various committees of the legislature and ensure that they address the issues raised by these organizations.

Another important challenge to the role of the legislature as we democratize is the increasing level of political and legal awareness among the general population. When this level of awareness increases, as is likely to be the case with the current emphasis on civic education, the legislature can expect the public to demand high levels of accountability, responsiveness and responsible behaviour of the legislators than has been the case before. It is also likely that the volume and pace of the demands by various sections of civil society will increase as new issues emerge. The general public are also likely to scrutinize the activities and performance of the legislature more closely than was the case or possible under one party rule. This is because the public will feel that they have more freedom as well as the right to discuss the performance of the government and their representatives than under undemocratic situations. In this regard the legislature will be expected and required to engage in high quality debates rather than on trivialities. High quality debates are those that address important public policy issues and which are also informed by facts and figures. This particular demand will require members of the legislature to conduct research into the issues before it before taking part in the debates. This is something that has obviously not been

evident in the legislative debates in the past. This means that the research capacity and facilities of parliamentary staff will have to be strengthened to a level well beyond what it is currently.

The efforts being supported by the United Nations Development Programme jointly with the Government of Kenya under the Enhanced Public Administration and Participatory Development Programme-EPAPDP- is a step in the right direction and parliament should take advantage of this by, among other things, focussing on the areas in most need of strengthening. These include improving the production of the Hazard, acquisition of relevant and recent reading materials, other and library facilities and taking part in skills oriented training programmes both locally and abroad.

It is particularly important that the various committees through which the legislature conducts its activities and carries its work are strengthened. These committees, many of which have not been functioning effectively due to lack of staff and other facilities, must be empowered and even restructured if need be if the legislature is to meet the challenges of the future especially as the country embraces democracy. Some of these have been identified under the EPAPDP programme as either inadequate or lacking and therefore need strengthening especially as new demands on the legislature increases with the democratization of society.

Members of parliament will also have to be more innovative by, for example, employing their own research assistants to help them obtain relevant information and data on any issues brought before the legislature for debate. This is a common practice in the more developed democracies both in Europe and the USA. The Kenyan legislatures will have no option but to adopt this approach as the public demand that they engage in high quality debate becomes the norm as the democratization takes root in the country. This means among other things that the legislature has to be more effective in its activities and stop being a mere talking shop. In fact one of the main weaknesses of legislatures the world over is that they do more talking than acting-Lowenberge;1971:1)

Another major challenge to the legislature will be to learn to accept and accommodate divergent political opinions. This is especially so in view of the many political parties that will be represented in parliament. Following the 1992 elections for example, there were only six political parties in parliament . This has increased to nine following the 1997 general elections. One can expect that there will be more political parties represented in parliament in subsequent elections. Multiparty legislature was unknown for most of Kenya's independence period when one party rule was the norm. The proliferation of more parties in parliament is also likely to lead to great political fragmentation along party and other lines of division Parliament will therefore have to deal with this issue and accept that each

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of these parties represent and important constituency which can not be easily ignored. The challenge for the legislature in this regard is to be more innovative in its role of interest aggregation and articulation talking into account the changed circumstances that arise from democratic politics.

As the democratic culture takes root in the country, we expect the legislature to be more vigilant in ensuring that other arms of government and particularly the executive acts in a transparent, accountable and efficient manner. In other words it is not just the legislature that will be expected to be transparent, responsive and accountable to the tax payers from whom the institution derives its legitimacy. They are also expected to make other arms of government responsive and accountable. This is an area where the legislature has not been very successful. Part of the reason is that it has not been able to ensure that its decisions and recommendations are implemented. The best example we can think of is the decisions that the legislature makes on the report of the Auditor and Controller General. The Public Accounts Committee and the Public Investment Committees of parliament, while being very vocal about the excesses of government, have on the whole failed to be effective. They have not been able to have their recommendations implemented. This one issue which the legislature has to improve on if it expects its watchdog role to be taken seriously. They must remember that they are themselves under the watchful eye of the public in this regard.

One other area in which the legislature will be required to do more is in policy making. While the legislature was expected to take a lead in policy making even under one party rule, the demand will be greater as citizens demand more from both their representatives i.e. the legislature and the government as a whole. The legislature will be expected to take a more active role in policy making than it ever did in the past when it was known more for rubber stamping policy decisions made elsewhere that were brought to it as a requirement and for purposes of legitimation. To ensure that the legislature performs these roles well and effectively would require, highly qualified and competent legislators.

While exposure to the workings of other parliaments as well as support from the administrative staff of parliament would help legislators in this regard, there is need to raise the calibre of legislators. This can be done, for example, by setting a minimum acceptable level of academic qualification for those wishing to become legislators from what it is currently. This is of course not going to be easy to implement. First, it is likely to be opposed by citizens on the grounds that setting such standards will take away from them the right and freedom to choose who their representative is by placing this on some appointed body. Secondly the proposal is likely to be opposed by the legislators themselves for fear that they may be victims of such a requirement. In other words they may oppose it out of self interest.

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National Consensus

In order to help the country cope with the pressures and complexities of democratic politics, the legislature has to take a leading role in building and developing national consensus on major issues especially policy issues facing the country. This is particularly important if the country hopes not only to manage the democratic process and to avoid unnecessary conflict but also to make headway in the efforts to realize faster economic development. This calls for national dialogue and respect for divergent opinion and a willingness on the part of the legislators to share the governing process with other forces in society. It involves among other things policy dialogue between and among different groups represented in the legislature as well as those outside the legislature. This does not in any way suggest that legislators and the legislature as an institution must agree on everything. Rather it means that it ought to agree on major issues that are critical for the survival and prosperity of the country. The legislature must in short set or chart a course for this country in a manner that will help the country achieve its most important and valued political and economic goals.

Legislative Autonomy

Currently the legislature is part of the mainstream Civil Service as far as its administration is concerned. The legislative staff, for example, are under the Public Service Commission. Being part of the mainstream civil service means, among other things, that the legislature is expected to follow the usual bureaucratic civil service rules and regulations. This is a hinderance to its efficiency given the nature of the institution and its functions. Ideally the legislature should be independent at least from the Executive. This is the practice in most democracies. Administrative autonomy of the Legislature would mean that the staff of the legislature would be completely free from all control by the civil service with regard to recruitment, salary scales, promotion, discipline and that the staff would have their own terms of employment worked out on the basis of the peculiar requirements of legislative work. It is the peculiarity of the work of the legislature that makes a strong case for special terms of employment different form those of the mainstream civil service. As the Inter Parliamentary Union observed way back in 1952, "parliament as the product of the sovereignty of the people, must not be subject to any other authority in any field of its activity." One of the advantages of legislative autonomy is that it would enable the institution recruit and train its own legislation drafting staff rather than the current situation where the drafting of legislation is done in the office of the Attorney General. The legislature has no

control over the working conditions and schedules of the staff of the Attorney General. The result is that the institution has to rely on the good will of the AG to speed up the drafting of legislation. One wold therefore like to see a situation in which the legislature is delinked from the mainstream civil service at least from the point of view of administration.

Conclusion.

This paper has tried to shed insights into the role of the legislature in a changing democratic society. It did this by looking at the role of the legislature generally and the challenges that democratization is likely to bring to bear on the legislature. These challenges we argued, will force the legislature to change its approach to the performance of both its traditional and new roles. It is pointed out in the paper that the effective performance by the legislature of its varied roles depends very much on the performance of the administrative and other staff of the institution. Consequently it was argued in the paper that any efforts to improve the performance of the legislature must also target the staff of Parliament. The efforts in this regard under the UNDP supported Programme on Enhanced Public Administration and Participatory Development was hailed as being in the right direction. It was further argued that the nature of the role of the Legislature is such that its efficiency would be greately enhanced if the institution was made administratively autonomous from the mainstream Civil Service.

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Nairobi.

LIST OF PARTICIPANTS

PARLIAMENTARY STAFF STRATEGIC PLAN SEMINAR

LIST OF PARTICIPANTS

1.	Mr. J.K. Masya	-	Clerk of the National Assembly
2.	Mr. P.G. Gichohi	-	Principal Clerk
3.	Mr. M. Werunga	-	Principal Clerk
4.	Mr. P.C.O. Omolo	-	Principal Clerk
5.	Mr. K. Mukiira	-	Under Secretary/PF & EO
6.	Mrs. R. A. Nyanjom	-	Senior Principal Personnel Officer
7.	Mr. J. Machanje	-	Chief Hansard Editor
8.	Mr. J.M. Mwania	-	Hansard Editor
9.	Mr. J.M. Muchira	-	Chief Accountant
10.	Mr. S. Obudo	-	Senior Accountant
11.	Mrs. E. Musunga	-	Catering Manager
12.	Mr. W.W. Makate	-	Senior Supplies Officer
13.	Mr. Michael Ole Kirusua	-	Chief Serjeant-At-Arms
14.	Mr. B.K. Mwendwa	-	Serjeant-At-Arms
15.	Mr. I.K. Songoro	-	Librarian
16.	Mrs. Esther Kamau	-	Librarian

LIST OF TEAMS

PARLIAMENTARY STAFF STRATEGIC PLAN SEMINAR

WORK GROUPS

GROUP MENTALIS	GROUP MELLIFERA
GICHOHI	KAMAU
KIRUSUA	MAKATE
MACHANJE	MASYA
MUCHIRA	MUKIIRA
MUSUNGA	MWANIA
NYANJOM	MWENDWA
OMOLO	OBUDO
SONGORO	WERUNGA