

**MANAGEMENT OF LIBRARIES IN GOVERNMENT MINISTRIES AND DE-
PARTMENTS IN NAIROBI**

BY

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**A THESIS SUBMITTED IN PARTIAL FULFILLMENT OF REQUIREMENTS
FOR THE AWARD OF THE DEGREE OF MASTER OF SCIENCE IN INFOR-
MATION SCIENCE (LIBRARY AND INFORMATION STUDIES)**

**DEPARTMENT OF LIBRARY, RECORDS MANAGEMENT AND INFORMA-
TION STUDIES, SCHOOL OF INFORMATION SCIENCES, MOI UNIVERSI-
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NOVEMBER, 2012

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DEDICATION

To my wife Phenny and my children, Derrick and Deborah for their tireless endurance and prayers during my study period and for lack of company particularly at the time when they needed me most.

and

Ministry of Labour for funding my study and in particular, Engineer Meshack Kindenda, for his constant and timely encouragement to undertake the study and his tireless official support.

ABSTRACT

Libraries in government ministries and departments face a myriad of management challenges. These challenges have had a serious effect on the delivery of services. Although these libraries are supposed to render valuable services to the parent organizations that fund their activities, they are hampered by many factors. Among these are inadequate funding, negative perception by policy makers, outdated information resources and acute staffing problems. All these factors affect the management of these libraries. The study therefore investigated the management of libraries in government ministries and departments in Nairobi with a view to proposing ways and means of improving their performance. The specific objectives of the study were to: establish how information service and activities in libraries in government ministries and departments are managed; examine the funding of libraries in the government service; examine the staffing situation in these libraries and how it impacts on the delivery of services to the users; establish the problems affecting the management of these libraries; and propose solutions to the problems identified in the study. The theoretical framework of the study was the management function as advocated by administration theorists. The theory puts emphasis on forecast and plan, organize, command, coordinate and to control as a management process. The study population comprised library managers and policy/decision makers i.e. Permanent Secretaries or Senior Deputy Secretaries, and other designated officers in parent government ministries and departments. Qualitative research methods were used in this study and data were collected by the use of semi-structured interviews. Data were analyzed by the use of descriptive statistics and content analysis. It was further enhanced by percentages. Among other findings, the study established that management of libraries in government ministries and departments were faced with problems and most of the problems were similar. The major problems faced by these libraries are inadequate funding, inadequate staffing and lack of recognition of the role of libraries by policy/decision makers. These problems were gravitated by lack of library/information policy in the country. Problems faced by these libraries have led to ineffective and inefficient service delivery. It is hoped that the recommendations emanating from the findings if implemented, will improve the management of libraries in government ministries and departments. It is also hoped that the study would fill up the gap in literature on libraries in government ministries and departments in Kenya. The study concluded that the management of libraries in government ministries and departments was faced with various problems and challenges. Other than inadequate qualified staff, there were other factors that contributed to management problems. Among the recommendations, is the development of a library/information policy framework that will act as a legal foundation for sound management of libraries in government ministries and departments in Kenya, employment of more qualified library staff by the Government, and provision of adequate funds for libraries by increasing the annual financial allocation for all libraries in government ministries and departments in order to adequately meet the information needs of their clients and improve on the working environment of these libraries.

ACKNOWLEDGEMENT

This work is a product of many people, without their unlimited and whole hearted contributions, it would have been hard to achieve the aim of this work. The following are acknowledged for their various roles and contributions.

Prof. Japheth Otike and Dr. Gregory Wanyembi for their guidance, constructive and positive criticism and suggestions which greatly improved this work.

My class mates and in particular, Ms. Irene Kirui and Mr. Vincent Tanui, for their generous supply of information materials which were instrumental in building up the literature review of this work.

My employer, Ministry of Labour for sponsoring my study.

My beloved wife, Phenny for her constant encouragement to soldier on and her dedication in raising our two children.

My dear children, Deborah and Derrick for their patience during my absence when they needed me most.

ACRONYMS AND ABBREVIATIONS

UNESCO	-	United Nations Educational, Scientific, and Cultural Organization
NIP	-	National Information Policy
IFLA	-	International Federation of Libraries Associations
APLESA	-	Association of Parliamentary Libraries of Eastern and Southern Africa
KNA	-	Kenya National Archives
DS	-	Documentary Service
NIP	-	National Information Policy

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CHAPTER ONE

INTRODUCTION

1.1 Background Information

1.1.1 Government libraries in a general perspective

International Federation of Library Associations and Institutions (IFLA, 2008) defines government libraries as libraries established and fully supported by the government to serve government ministries and departments. The definition excludes public and university libraries. According to IFLA, government libraries fall under three categories: libraries serving the legislative, libraries serving the executive, and libraries serving the Judiciary.

i) Libraries serving the Executive:

The executive arm of the government has ministries and other bodies which are responsible for the administration of government policy. The ministries decentralize their services to various departments, autonomous organizations, and statutory bodies, among others, which have libraries to provide specific services to support their respective activities. This category has two types of libraries, namely:

a) Ministry/Department Libraries

These are libraries that are supposed to meet the needs of the decision makers, administrators, and other employees in their respective departments and ministries. These libraries collect and keep government information and other information relevant to the needs of their parent bodies.

b) Libraries owned by government agencies/organizations/projects

These libraries exist to meet the needs of decision makers, administrators and other government personnel. The government funds these agencies. They are usually semi-autonomous though under the control of the government or a specific department of the ministry.

ii) State, Regional and Local government libraries:

These libraries serve the government at various sub-national levels. They support elected representatives, administrators and other staff. They act as repositories of materials from their parent body/organization. They may also play the role of public library for the local population.

iii) National libraries:

National libraries are divided into two types: The National Library, which is the depository for the printed cultural heritage of the country and normally holds all of its published material, and subject-specific libraries which are like a national science library, national agriculture library, and national medical library among others. These libraries may be considered as part of government libraries, although they are often considered distinct and separate from this sector, depending on national circumstances.

iv) Judicial Libraries:

IFLA has divided these libraries into two categories:

- a) Supreme Court Libraries, which serve the judiciary (the officers and staff of the court). These libraries are extensively used for reference and as repositories of legal information.

b) Other judicial libraries are those serving high courts and lower courts. They vary considerably in size. Therefore, no matter the nature of the government organization served by the government library, the services offered by the libraries are essential for efficient and effective implementation of the mandate of government organizations.

1.2 History and nature of government libraries in Kenya

There is limited literature on the history of libraries in government ministries and departments in Kenya. From the available information, different authors have presented different views on the nature and the development of government libraries in Kenya. Libraries in government ministries have been discussed under different backgrounds.

Government libraries in Kenya are those that are run by government ministries and departments (Otike, 1987). They also include libraries owned by the government research institutions. These libraries offer their services mainly to the staff of the parent ministry though; in some instances, they may extend their services to professionals in relevant disciplines. According to the author, the other categories of government libraries are those that are owned and run by parastatal bodies. Libraries run by parastatals do not wholly rely on the government for funding, but get subsidies from other financial sources. For that reason, they are fairly better equipped and hire qualified staff. Their services are restricted to the personnel from their respective parastatal bodies. With the authority from the head of the institution, they may also offer services to selected members of the general public.

According to Kamar (2008), a government library is a library maintained by funds from the central government. It serves as repository and access point to government information in both print and non-print media. According to the author, government libraries in Kenya fall under three main categories: national libraries, departmental libraries and research station libraries. Among these are Kenya National Archives library, libraries of government research stations, government libraries owned by training institutions, High Court of Kenya libraries, Parliament library, industrial information centers/libraries and libraries serving various ministries. The following Government libraries comprise the three major categories (National libraries, departmental libraries and research stations).

i) Parliamentary Library

This library exists to meet the needs of members of parliament, ministers and parliamentary staff. The Parliament Library is a member of the Association of Parliamentary Libraries of Eastern and Southern Africa (APLESA) launched in October 1994 in Zimbabwe

ii) The Kenya National Archives and Documentation Service (KNA and DS). The National Archives and Documentation Service was established in 1965 by an Act of Parliament.

The KNA and DS, in the fulfillment of its mission, do the following:

- i) Advises public office on proper records management
- ii) Selects valuable records for permanent preservation as archives
- iii) Stores and preserves archives in the repositories
- iv) Publicizes availability of information resources in their custody (through use of other communication and information technologies).

- v) Through computerization of indexes, digitization, World Wide Web, and through the use of other communications and information technologies, it promotes access to public records and achieves for references.

Materials in government libraries include development plans, census materials, Central Bank reports and statistical compendia, legislation, statement of government policy, debate on current topics of importance, reports of government-sponsored research, official histories and statistical data (Shibanda, 2006).

According to Njuguna (1969), library services in the government ministries in Kenya can be traced from 1907 when the oldest government library was started. Access to most government libraries at that time was restricted to government officials only. But there were exceptions; if a bona fide reader could only find certain material in government library, permission was sought for use of relevant library services.

Njuguna (1969) categorizes government departmental libraries in Kenya into information and research libraries. An example of general information libraries is the Department of Information and National Assembly libraries. The author regards these libraries as general libraries because their information materials are not confined to any particular subject.

Most government departmental libraries in Kenya share problems in many ways and in varying degrees but the chronic ones as observed by Njuguna (1969), are lack of suffi-

cient funds, under staffing which has been nagging, among others. There has never been any time the departmental libraries have had enough staff. Some libraries have had qualified personnel for limited period of time. As result, only a few of these libraries have been properly managed. Various reasons have been advanced for the shortage of trained personnel in most of government departmental libraries. Among them are poor salaries for librarians and, lack of promotion; prompting trained libraries to look for better opportunities elsewhere.

The following are some examples of the departmental libraries in the government of Kenya, according to Njuguna:

a) Department of Agriculture Library

The establishment of the Department of Agriculture library 1903 in Kenya resulted from the colonial influence. The nature and objectives of the department of Agricultural influenced the establishment of the library. It was meant to take care of the interest of the department.

The Department of Agriculture library was started in 1907 and it is one of the oldest libraries in Kenya. By 1928, when the library was opened to the public, users were charged a fee of Ksh. 30.00. It had about 57 subscribers. The majority of the 57 library users were white settlers who needed information on their daily agricultural activities. The library stock by then consisted of books on agriculture, general science and economics. Due to increased diverse needs, the library later acquired more information such as annual reports, estimates, Newsletters among other related information from other government departments.

By the end of 1931 the library had 1,710 publications, the majority of which were periodicals. The Department of Agriculture library grew both in volumes and diversity, and opened branches through the initiation of a librarian who had served since 1946. By 1969 the library was serving over 12,000 employees of the department, farmers and other government departments.

b) Department of Veterinary Services Library (Kabete)

The Department of Veterinary Services Library was initially started as a division of the Department Agricultural. The division was recognized as a special division due to its specialized research rights since its inception. The divisional library was started in 1907 to meet the information needs of veterinary researchers.

In 1929 the division of veterinary services moved from Nairobi to Kabete along with the divisional library. The divisional library was headed by a clerk-librarian from 1929-1935. In 1939 the Division Veterinary services was upgraded to the status of a department, independent of the Department of Agricultural and this also saw the change of the Divisional library to Departmental library, with branches throughout the country. The library stock is exclusively confined to veterinary and allied subjects. The library renders services principally to the employees of the Department of Veterinary Services, but leadership is extended to employees from other research institutions, accredited farmers, among others. By 1969, the library had 1,180 registered readers.

c) Medical Research Laboratory Library

The Medical Department in Kenya was started in 1892 and thereafter, it became necessary to establish a research centre unit in order to achieve the goals of the department. This led to the creation of the research laboratory in 1903. To make the Medical Department meet its core objectives and functions, information was needed and this led to the establishment of the library in 1910. The library which was meant to serve the medical laboratory staff and public health section of the Ministry of Health grew and by 1969, it had several branches spread throughout the country where there were Medical Training Centres, like Mombasa, Kakamega, Nyeri, Nakuru, Kisumu, Garissa and the Medical Training Centre in Nairobi, near the Kenyatta National Hospital, among others.

The Medical Centre library in Nairobi is the largest of all the library units. By 1969, it had 19,372 books, bound periodicals and a number of unbound periodicals. The stock in this library was mainly in medical and allied subjects. Stock in medical research laboratory was in the form of books, periodicals, microfilms and pamphlets. By 1969, the Nairobi Medical Centre library had 4,372 books with annual accession of 310. Demand and quality was the basis of selecting and purchasing of new stock due to financial constraints. Besides, the library received donations from within and outside the Department, mainly from retirees.

By 1969 the Nairobi Medical Centre library was the largest medical library in Kenya comprising medical books and periodicals which were often borrowed by other departments like Veterinary Research Laboratories-Kabete, East African Agriculture and Forestry Research Organization Library Mugugua, the University College (Faculty of Ve-

terinary and science and Medicine), among others, - through inter-library loan arrangement. The library also borrowed publications from other government departments through the same arrangement.

d) Mines and Geological Department library

Mines and Geological Department was established by the white settlers in 1932 and charged with the task of discovering of precious mineral deposits. Proper literature was needed to facilitate the setting up of the Department and this necessitated the creation of the Mines and Geological Departmental library on 1st January 1933. The library had the periodical and confidential geological reports sections. There was neither proper office for the librarian nor reading room, but had six tables for users to consult the available literature for a short duration. It had a shelving capacity of 25,000 volumes.

The library stocked literature mainly in: Geology, Petrology, Metallurgy, Chemistry, Mining engineering, physics, Geophysics, Paleontology, Biology, Zoology, explosives and Ceramic industry. The library stock comprised books, pamphlets, periodicals and a few maps mainly on the subject areas mentioned above. By 1969, the library had 19,000 books and pamphlets with annual accessions of 800, with 2,700 bound volumes of periodicals. Basically, the library was meant for the Mines and Geological Department staff both at the head quarters and in the field. But it extended services to other government departments and private prospectors in minerals. All in the entire library had 500 regular borrowers.

Other services offered by the library included selling of publications that were produced by the Department. By 1969 it had 128 different titles for sale. About 12 overseas institutions also bought copies of everything that was published by the Department. The library was run by a clerk until 1st January 1954 when the post of the librarian was created and a librarian posted. The library received an allocation of 500 UK pounds a year from the government. The money excluded the staff salaries.

e) Department of Information Library

The department of Information library was established in 1939. The main objective of the library was to inform the public on government policies and achievements. The department housed Kenya News Agency, press, publications, photographic and film sections. The library was established in 1952 as another section to meet the needs of other sections and to play a direct role in informing the public about government policies and achievements. It was more of a reference than a lending library. The post of a librarian was created in 1952. The library has been for a long period run by professional or para-professional personnel.

By 1969, the library served 240 employees of the department in addition to a big number of customers from other government departments. It was located in a single room in Information House on Travin Road. The librarian had no office and the library had a seating capacity of 8 persons. Unlike other government libraries, the library was strategically situated. The library stock was in general areas (not restricted to particular subject).

Most publications were in English language while a few were in Kiswahili and local languages. The stock materials comprised books, periodicals, news papers pamphlets and press-cutting. By 1969, the library had a total of 5,427 books, with an average of 600 accessions annually. This library is principally a reference library and serves the public at large, but borrowing was possible for the staff of the department. Few outsiders were accommodated in limited exceptions and under special circumstances.

The library served journalists, authors, researchers and tourists. It had inter-library arrangement in a small scale with Macmillan Memorial library in Nairobi. Inter-library loan was also extended to other government libraries, though not much. By 1969, the library was managed by a librarian who held a Diploma in Library Science. The library received £ 1, 200 per a year for procurement of books but this fund was inadequate to purchase enough relevant books though periodicals had a different vote controlled elsewhere. It should be noted that Njuguna's work is a bit old. Although Njuguna's work is a bit old, the position on libraries in government ministries and departments as found by his study has not changed and not much literature on the same is available.

The world encyclopedia of library and information services regards government libraries in Kenya as special libraries found in government departments, parastatal organizations and research institutions. The oldest and largest of such libraries is in the Ministry of Agriculture in Nairobi with 100,000 volumes and 850 periodicals. The collections in the 1980s ranged from 25,000 to 150,000 volumes besides journals.

1.3 Role of government libraries

Generally the importance of libraries in government ministries and departments is derived from their roles and functions in the government. The major role of government libraries is to serve the government at different levels by making available all kinds of information published by government and other organizations or individuals (IFLA, 2007).

Government libraries provide reference and referral service to registered members, policy planners, academicians, research scholars and to the general readers, among others. They provide information to the officials of Central Government ministries/departments (Annual Report of Central Secretariat Library, 2002-2003). Government libraries provide information necessary for improving decision making skills of public servants in enhancing management and administrative efficiency by providing databases and other digital resources, among others. They also provide information retrieval and reference services to users of government libraries (Qinwei, 2009)

The underlying relevancy of government libraries in Kenya emanates from the need and urgency to keep people in the government informed. Equally vital, people demand to be informed about the government operations, policies and functions (Njuguna, 1969). It is the policy of the Government of Kenya to provide information, and in some occasions, free of charge. Government libraries play a major role in public: they all collect and preserve relevant information. Government information is not only crucial in the development of any nation, but its availability is a basic right for each citizen in democracy (Kamar, 2007).

According to Kamar (2008), government libraries are repositories and access points to government information in both print and non print media. They focus mainly on policy and government documents that have been produced, processed, stored, retrieved/distributed for economic, political and social use by government department/ministries for policy making.

They are used to publicize the available information resources in the government custody through computerization of indexes, digitization, World Wide Web, and through the use of other communications and information technologies.

1.4 Funding of Government Libraries

According to Keresztury (2005), funding libraries in general is difficult and hard to secure and all types of government allocations are becoming increasingly too competitive to secure. Most of the government departmental libraries are run and funded by the government (Kamar, 2008). Most of the government departmental libraries are similar in many ways but in varying degrees. Funding is among the serious problems libraries in government ministries and departments face in Africa. According to IFLA (2000), the governments in African accord very low priority to serious information and hardly see the need to strongly support and fund libraries. In Kenya, funding is inadequate to cater for library needs in a year. Some ministries have been allocated library funds when they actually do not have any library in place. Funding tends to vary from one ministry to another. Allocation of funds for libraries in government ministries and departments falls under a sub-vote in the main vote named "special materials and supplies" and not a vote of its own and this depicts lack of support from decision makers.

Modern management of library resources requires a firm commitment by the funding authorities that needed funds will be provided promptly (IFLA, 2000)

The study carried out in six libraries in government ministries and departments in Kenya by (Ogoti 1992), revealed that all the six libraries did not find the financial support they received from the government adequate. Various reasons were given as to why the financial support was inadequate and among the reasons provided was negative attitude by the administrators toward libraries. The study further found out that librarians in some cases were not involved in the formulation of budgets for their libraries. Some ways and procedures of preparing library budgets played a role in the inadequacy of financial support for libraries. Budgets were prepared and approved based on the expenditure in the previous year without taking into consideration current and future library requirements. The sharing of library vote with other departments was another reason that contributed to the library deficit.

1.5 Services provided by Government Libraries

Government departmental libraries in Kenya offer different types of services depending on their objectives and goals. Among the common services provided by the government libraries is lending services, inter-library services which had developed as early as 1969 (Njuguna, 1969). Government departmental libraries also provide reference services to their users like what the Department of Information library does. The other service offered by government libraries is informing the public on the government policies and achievements. Some government departmental libraries offer research services to their users, for example, Medical Research Laboratory Library started in 1892 and Depart-

ment of Veterinary Services Library (Kabete) established in 1907. Circulation services are other services offered by government departmental Libraries. Collection strengths in government libraries generally, include development plans, census materials, centre bank reports, and statistical compendia. They also include legislation, statement of government policy, and debate on current topics of importance, reports of government sponsored research, official histories and statistical data (Shibanda, 2006).

1.6 Users of Government Libraries

Generally there are several users of government libraries. Usually the primary users are defined by the very establishment of the library. For example, in case the library was set by the judiciary, it follows that the primary audience is the judiciary and its staff. The primary users of the government libraries are normally government staff, although it is also possible that the libraries would have secondary and even tertiary users.

A secondary level of users might be public officials and staff of other government agencies while tertiary users might be the general public. All libraries have a common mission, that is, to provide equal access to information to the community that it serves (UNESCO). According to International Federation of Library Associations (IFLA, 2007), libraries run by government departments provide information to policy makers, staff and occasionally to the general public. It is therefore necessary for libraries in government departments to be organized and managed properly, in order to offer information most needed by government decision makers, workers and the public at large. Government libraries have clients drawn from elected representatives, administrators, researchers and, in some cases, the public.

In Kenya the users of government libraries consists to larger extent the staff of the departments where these libraries have been set and to lesser extent, the general public. There are two types of government libraries in terms of target users. There are those libraries that serve both the staff of the respective departments where they are located and the general public. An example of this category is the Department of Information Library. This library is principally a reference library which serves the staff and the public at large. The other categories of libraries of government departmental libraries are those that render services to employees of their respective departments although they also extend services to other departments of the government. Examples of these libraries are Department of Veterinary Services Library (Kabete) which extends services to employees of other research institutions and accredited farmers. Other things held constant, the government libraries are meant to serve all citizens whenever and wherever they are, notwithstanding the distance and geographical location. User groups are drawn from staff in the department (Kamar, 2008).

The other users of departmental government libraries are trainees. This case applies to those departments that have training Centres or Institutions. Examples of these libraries are the Ministry of labour which has Vocational training Centres across the country; Ministry of Health which has libraries in its Medical Training Centres across the country; Ministry of water; Kenya Institute of Mass Communication in the Ministry of Information and Communications, among others. Government departmental libraries also serve researchers both within the parent ministries and those from outside the departmental organizations, an example is the Department of Agricultural Library in the Ministry of Agriculture, Department of Veterinary Services Library in Kabete, and Medical

Research Laboratory Library, among others. Users of libraries in government departments also include members of parliament, ministers and parliamentary staff. It is critical therefore that the library identifies all its user groups and their needs. The information received can be used to improve their services.

1.7 Library administration

The study conducted by (Ogoti, 1992) established that libraries in government ministries were under the overall administration of persons not trained. Libraries had few qualified staff to run them. The study further revealed that libraries in government ministries and departments had an acute shortage of skilled manpower and as such depended on semi-skilled and unskilled staff. Among the reasons provided for shortage of qualified staff included the absence of positions for such category of staff on library establishments, poor remuneration, lack of sufficient training opportunities for library staff, frequent transfers of library staff to other sections of parent organizations and delays in staff recruitment. This led to the conclusion that the libraries in government ministries and departments were faced with staffing problem. Ogoti (1992) found out that there was no frequent recruitment of library staff, promotion procedures for library staff were not clear. Long procedures were being followed even when it was clear that certain positions were vacant and required urgent filling. All these pointed to unfavourable career prospects for librarians in government ministries.

1.8 National Information Policy (NIP) in Kenya

National Information Policy (NIP) has been defined in many ways by different scholars. To accommodate all aspects of information field, Ayoo and Otike (2002), regard National Information Policy as a set of decisions made by the government through appropriate legislations and regulations to coordinate the harmonious development of information transfer activities so as to meet the information needs of the country. NIP could also be set of guidelines made by a government to streamline information generation, acquisition and dissemination activities. The main aim of the NIP is to ensure harmony of information activities in order to be more accessible and effective, reduce duplication of information activities with a view to improve existing resources to be effective in meeting the needs of users and to ensure proper utilization of the limited resources in the country. Gray (1988), quoted by Ayoo and Otike (2002), further asserts that the main goal of NIP ought to be the identification of the information requirements of the country and ensuring that they are satisfied fully, promptly, cheaply and conveniently by the use of scarce resources.

However, notwithstanding the benefits accruing from the NIP, Kenya has not established a NIP. Various reasons have been advanced by different scholars why Kenya has no NIP. According to Ayoo and Otike (2002), the following are possible reasons which have hindered the establishment of NIP in Kenya.

- i. Failure by the government to recognize and appreciate the relevance and importance of NIP as a major player and contributor to national development. This has led to failure to formulate tangible policies to guide the management

of information resources and issues during the planning period of the country. Lack of understanding on the role of information in development of the country by the policy makers has also contributed to the failure to appreciate the relevance of information in the country.

- ii. Lack of funds is one of the major reasons why NIP has not been established in the country. Setting up of NIP will require money which is always scarce and limited. The government tends to give priority to projects which are regarded as essential and forget other essential ones like NIP. This is due to failure of the government to understand the role of NIP in the development of a country.
- iii. Lack of a good national information infrastructure has been identified as a factor hindering the setting up of NIP in Kenya. Kenya has a weak information national infrastructure. For example, most of the existing libraries and documentation centres in Kenya exist as isolated information services whose operations are desperate with no coordination. There is also lack or limited databases of industrial, scientific and statistical information; and information dissemination and retrieval systems are not adequate in the country. These are other examples of poor information infrastructure in Kenya.
- iv. Lack of adequate qualified manpower needed to formulate NIP, planning and implementing its objectives has hindered the initiation of NIP in Kenya. Currently Kenya is short of appropriately trained information personnel in the area of information. The available personnel in this field are either not enough or lack what is referred to as “holistic finish in training” to assist them to play a

leading role in NIP making effectively. Various reasons have been cited including lack of adequate qualified personnel in the field of information. Lack of an inventory of the available projected skills and human resource needs to assist in utilization of trained manpower. In the absence of trained and necessary personnel to participate in the policy formulation, the idea of NIP in Kenya may be hard to be achieved.

- v. Lack of information literacy in Kenya contributes to the failure to initiate NIP. Decision makers are less concerned about the currency and accuracy of the information as a basis for decision making. Information users have also not been sensitized on the importance of information in their activities. Ignorance on information issues by policy makers in the Government of Kenya is the main obstacle to the formulation of a national policy.
- vi. Lack of commitment by the information professionals is another major reason which has contributed to lack of national policy in Kenya. Information professionals in Kenya have not aggressively made the government aware of the relevance of information in development endeavours. National policy should identify the information problem areas and should commit the government to look for a solution to such problem in the information profession.
- vii. The invasion and use of new information technology in Kenya and indeed other developing countries in general has also contributed to lack of a national information Policy. The development of telecommunication in Kenya is low due to various reasons like funds, lack of awareness of the potential benefits of tel-

ecom munications and the misconception about the intrinsic value of this infrastructure in relation to other kinds of infrastructure. Technology in Kenya is relatively new and this makes it complex for policy makers to control it.

- viii. Poor understanding of the users' needs has also contributed to failure to formulate a national information policy in Kenya. There is no comprehensive inventory of the information needs of the various user groups and even most systems which have been designed are not appropriate. There are many information services in Kenya which have been established without the users' needs in mind. This is one of the factors which have hindered the use of information (Odini quoted by Ayoo and Oti ke, 2002).
- ix. Frequent change of decision makers has been cited as another reason for the failure to set up a NIP in Kenya. Top policy makers are never left to stay in one place long enough to initiate projects or programmes and see them through. Policy makers should stay long enough in sensitive areas and in positions like information field, in order to start and implement programmes and projects successfully.

1.9 Statement of the Problem

Libraries in government ministries and departments face a myriad of management challenges. These challenges have had a serious effect on the delivery of services. Although these libraries are supposed to render valuable services to the parent organizations that fund their activities, their services are hampered by many factors. Among these are in-

adequate funding, outdated information resources and acute staffing problems. All these factors affect the management of these libraries.

In addition to the above challenges, the emergence of many players in the provision of information services compels library managers in government ministries and departments to apply proper management concepts and activities to ensure relevance and reward for their customers and to justify their existence. Furthermore, the present information seekers have become sophisticated in information seeking behaviour. This calls for library managers in government ministries and departments to establish how libraries should support both potential and target audience, to make them relevant to their organizations and to match services to the key objectives of the organization through sound management practices. In Kenya, libraries are not only facing the challenge of change, but are also finding themselves failing to meet the expectations of their government backers and intended users.

The image and status of librarians in Kenya as is the case elsewhere in Africa, has had some negative impact on management of libraries (Alemna, 1998). The real and perceived image of librarians, which is normally considered poor, puts the profession in a low profile and this has had varying impact on the profession, like: diminishing the respect librarians receive from clients, administrators; which ultimately, hinders the advancement of the profession.

Effective management of libraries in government ministries and department is essential in ensuring effective and efficient service delivery. Effective management of libraries in government ministries and departments refers to the process of coordinating work activities so that they are completed effectively and efficiently with and through other people by the application of management concepts and activities. In the absence of proper management practices for libraries in government ministries and departments, effective and efficient service delivery will be hampered. In view of the foregoing, it was felt that the management of these libraries be investigated to ascertain the factors impacting on their performance.

1.10 Aim of the study

The aim of the study was to investigate the management of libraries in government ministries and departments in Nairobi with a view to proposing ways and means of improving their performance.

1.11 Objectives of the study

The objectives of the study were to:

- i) establish how information resources and services in libraries in government ministries and departments are managed;
- ii) examine the funding of libraries in the government ministries and departments;
- iii) examine the staffing situation in these libraries and how it impacts on the delivery of services;
- iv) establish the challenges affecting the management of these libraries;

- v) Propose solutions to the challenges identified in the study.

1.12 Research questions

To achieve the identified objectives, the study endeavored to answer the following research questions:

- i) What management practices and techniques are used in the management of libraries in government ministries and departments?
- ii) How are library services and activities funded in the government service?
- iii) What programmes exist for the recruitment, development and retention of library staff in government service?
- iv) What is the perception of decision/policy makers in the government towards libraries?
- v) What problems or challenges do libraries in government ministries and departments face?
- vi) What should be done to improve the management of libraries in government ministries and departments?

1.13 Assumptions of the study

This study was based on the following assumptions:

- i. All libraries in the government service experience similar management problems due to inadequate trained staff.
- ii. Libraries in government ministries and departments are inadequately funded. This development has had a serious effect on the delivery of services.

- iii. Libraries in government ministries and departments house treasured information resources which if well managed, could contribute positively to national development.

1.14 Significance of the study

The findings and recommendations from the study if implemented could help to boost the ways by which libraries in government ministries and departments would be managed. In addition, the study will fill up the gap in the literature on the management of libraries in government ministries and departments because, as pointed out earlier, literature on libraries in government ministries and departments in Kenya is scarce. Further, fewer scholars have written about government libraries in Kenya. The few authors who have written on government libraries in Kenya are; Otike (1987), Njuguna (1969) Ngang'a (1979) and Ogoti (1992). Recommendations emanating from the findings of this study if implemented will go a long way in improving the management of libraries in government ministries and departments in Kenya.

The role libraries play in government ministries and departments cannot be ignored. Libraries in government departments are supposed to realize the objectives of the ministries and departments where they are established in order to justify their existence. The study demonstrates how effective management of libraries in government ministries and departments can lead to the realization of effective and efficient service delivery to users. It is a fact generally, and to the best knowledge of the researcher in particular, that government libraries are not adequately managed.

1.15 Scope and limitation of the study

The study focused on management of libraries in government ministries and departments in Nairobi. Therefore libraries in government ministries and departments outside Nairobi were out of the scope of this study. Libraries in government ministries and departments in Kenya could be classified into two categories or groups; libraries in ministries and government departments; and research libraries. Factors that contributed to the scope of the study included the fact that majority of these libraries are located at the Ministries' head offices which are mainly located in Nairobi and most active libraries in government ministries and departments are also located in Nairobi. However, some government ministries and department did not have libraries by the time of the study. For example, the Ministry of Medical Services, but a librarian had just been posted there to start one; Ministry of Health and Sanitation which has a room labeled library but converted into other use different from those of library service; Ministry of Regional Development which was in the process of starting one, while a librarian transferred to the Ministry of Gender and Children Affairs had not reported.

1.16 Definition of terms to be used in the study

(i) Libraries in government ministries and departments

These are libraries set by the government and fully supported by the government to serve government with the primary audience being government, though the actual clients served may be broader than government (IFLA, 2007).

(ii) Management

Management is the process of getting activities completed efficiently and effectively with and through other people.

(iii) Library

A library is an organization with basic mission to provide access to information for its clients. The library is made up of a collection of information materials both physical and online. It is place to house the collection (building, room or the Internet), services like reference, circulation, cataloguing, among others, and staff to collect, organize and provide access to the collection.

CHAPTER TWO

LITERATURE REVIEW

2.1 Introduction

This chapter deals with the theoretical framework and also, reviews related literature on management in general, and management of government libraries in particular.

According to Kombo (2006), literature review is the works the researcher consult so as to understand and investigate the research problem. It is an account of what has been published on a topic by reputable scholars and researchers. It is a critical analysis of the existing research that is relevant to the work the researcher will undertake. The literature review involves the systematic identification, location and analysis of documents containing information correlated to the research problem being investigated (Mugenda, 1999). By reviewing other studies, the researcher had the opportunity to get the insights of other scholars on the area of study, their contemporary views and opinions as related to the study.

2.2 Theoretical Frame work

Theoretical framework is a collection of interrelated concepts, like a theory but not necessarily so well worked-out. A theoretical framework guides the research, determining what things one will measure, and what statistical relationships the study will look for. A theory, in the general sense of the word, is an analytic structure designed to explain a set of observations. A theory involves complex relations of a systematic kind among a number of factors that is easily confirmed or disapproved.

Theories provide a mental toolkit to deal consciously with a situation (Boddy, 2008). Therefore, a theory should be the simplest possible tool that can be used to effectively address the given class of phenomena (Wikipedia, free encyclopedia.). A theory is an analytic structure designed to explain a set of observations. A theory does two things: it identifies a set of distinct observations as a class of phenomena; and makes assertions about the underlying reality that brings about or affects this class.

There are many different schools of thought or theories about management. The source of the modern management can be traced from a group of practitioners and writers who endeavored to formulate rational principles that would make organizations more efficient (Robbins et al, 2008). They came up with theoretical foundations for management discipline and this discipline has been referred to as classical approach to management. Classical approach is further divided into scientific and general administrative theory.

2.2.1 Scientific management theory

The management theory was formulated due to the industrial revolution in England, which gave momentum to the development of scientific management school of thought. It was a consideration that mechanization of industry needed new management principles and practice which gave birth to a new management movement which was called scientific management (Kamar, 2007). The basic assumption of this school of thought is that workers are economically motivated and they will respond with the best efforts if material rewards are closely related to work efforts. The exponents of this theory looked at the field from the perspective of how to improve the productivity of operative personnel.

Fredrick Winslow Taylor is considered the father of scientific management school of thought. He borrowed many of his thoughts from Max Weber. Taylor was an important advocate of scientific method approach and his work was widely accepted by managers throughout the world (Robbins, 2008). Taylor believed that work output was only about one third of what was possible and he set out to correct the situation by applying the scientific method to jobs on the shop floor. Taylor defined principles of management which, if followed, would result in the prosperity of both management and workers. He reaffirmed the function of managers to plan and control and that of workers to perform as instructed.

2.2.2 Bureaucratic Theory

Max Weber was one of the first to observe that the process of bureaucracy was bringing routine to office operations just as machines had to production. A major contribution to the search for ways of managing organizations efficiently originated from Max Weber (1864-1920). This theory is usually associated with rules and regulations, impersonality rules, divisions of labour, hierarchical structure, authority structure and rationality. According to this theory, rules and regulations are the formal guideline that defines and controls the behaviour of employees while they are working.

Max Weber embellished the scientific management theory with his bureaucratic theory. Weber focused on dividing organizations into hierarchies, establishing strong lines of authority and control. He suggested organizations develop comprehensive and detailed standard operating procedures for all re-utilized tasks

2.2.3 Administration Theory

This school of thought was developed in France. It regards management as universal process. According to this theory, the management process is analyzed, conceptual framework is established, principles are identified and a theory of management is built from it (Kumar, 2007). The exponent of the theory on management functions was Henri Fayol (Robbinson, 2007). To manage according to Fayol, is to forecast and plan, to organize, to command, to coordinate and to control (Cole, 2004). According to this theory, forecasting and planning is looking at the future and coming up with a plan of action, while organizing is seen in terms of structure, commanding is maintaining activity among the personnel, coordinating is essentially unifying activity and controlling is ensuring that things happen in accordance with established policies and practices. Fayol was the first to achieve a genuine theory of management based on a number of principles which would be passed on to others and his administration theory is what for the last forty years has been referred to as management, which is broader than administration (Cole, 2004).

The functional view of the manager's job originated with Fayol. Though many of his principles may not be applicable to the wide variety of organizations today, they were a frame of reference for many current concepts (Robins et al, 2008). There are several levels of management, namely, top level, middle level, and first line and the scope of managerial functions depends on the level of the manager in the organization (UNESCO, 2007). According to Robinnson (2007), management involves coordinating and overseeing the work activities of others so that their activities are completed efficiently and

effectively. The author further asserts that management involves ensuring that work activities are completed efficiently and effectively by the people responsible for doing them and effectiveness is often described as doing the right things, i.e. doing work activities that will help the organization reach its goals. Management is the process of coordinating work activities so that they are completed efficiently and effectively with and through other people (Robbin, 2002). Management involves the efficient and effective completion of organizational work activities. Efficiency is doing things right and effectiveness is completing activities so that organizational goals are attained.

The theoretical framework for this study is the management function as advocated by administration theorists. The management functions or principles which this study is based on, as advocated by Fayol are: Planning; organizing; leading; coordinating; controlling and communication. These activities are identified to represent theoretical framework for this study. They are the convenient way of describing most of the main activities which indicate in a broad manner what managers in the running of their organizations like libraries need to do to ensure success in their organizational management. This approach is mainly a leader-centered approach to management. According to Hanagan (2008), management is the process of achieving organizational goals and objectives effectively and efficiently through planning, organizing leading and controlling the human material and financial resources available.

The range of managerial activity in the library situation is formidable. It includes: assembling, organizing and deploying resources, prioritizing demands, delegating and sharing activities, motivating and mentoring colleagues, assessing current and future needs, planning and initiating new development undertaking, advocacy for funding and communicating with a variety of people outside and within the organization (Davies J. E, 2005).

2.2.4 Application of the theory to the study

Management of libraries in government ministries and departments should be sound in order to achieve organizational goals and objectives. In this regard, Fayol's administrative theory of management comes to play. In the first case, library activities in government ministries and departments should be planned by defining goals, establishing strategies for achieving those goals and developing plans to integrate and coordinate their activities. Planning in the library context is supposed to enable managers to cope with complex dynamic and ever-changing and uncertain environment. An ideal simple and a best way of viewing library plan should encompass a clear picture of where it wants to be in one to three years to come and a plan how it wants to be (IFLA, 2007). Management activity allows library staff to review what has been achieved. Planning facilitates control by enabling library managers to check the accomplishments of their subordinates by measuring them against the goals.

Secondly, like any other organization, activities of libraries in government ministries and departments are supposed to be organized. Organizing in management is the assigning of roles to achieve some goals and to get people to contribute in a specific way to

the group effort. Organizing for libraries entails assembling and coordinating human, financial, physical, informational and other resources needed to achieve the libraries goals. When organizing, a library manager needs to develop a structure that relates all workers, tasks, and resources to each other. This structure has been referred to as the organization structure which depicts who reports to whom and who is responsible for each task. The library manager should adopt various suitable criteria to structure necessary programmes and activities of the library. To get the best management results in the library set up therefore, it is a practice to divide and group the activities of a library into desirable sections/units.

Thirdly, libraries in government ministries and departments should be led properly. Leading means creating a vision for the organization and guiding, training, coaching, and motivating others to work effectively to achieve the organization's goals and objectives. In the library environment, leading is about functions that involve efforts on the part of the librarian to stimulate employees to achieve high performance. Leadership is putting right people in the right jobs and, giving them the necessary tools that are essential for success. Library leaders should take decisions using techniques of participative management, by creating conditions that strengthen the self-esteem of employees. Effective leadership skills are therefore needed to reconcile the goals of management and individuals with those of the information service and its parent organization. Measurement of leadership capabilities of any information service manager could include the information service ability to: provide an increased level of services to meet customers' needs; improve and extend information systems to match the growth in corporate de-

mand for information; and maintain the competitiveness of the organization through either doing more with less, obtaining strategic information or applying innovative uses to existing technology.

Fourthly, library services in government ministries and departments should be controlled to ensure efficient and effective service delivery. Controlling is determining whether an organization is progressing toward its goals and objectives, and taking corrective action if it is not. Controlling in library situation is about monitoring various library operations and services to ensure their success and adjusting accordingly where necessary. Controlling monitors performance and implements necessary changes in the library operations to realize expected results. By controlling, library managers should make sure the library resources are being used as planned and that the library is meeting its goals for quality and safety and therefore, monitoring is essential aspect of control. Controlling function in the library environment makes sure that library goals are met. It makes adjustments needed if it is found that actual outcome was not consistent with goals.

Fifthly, communication in management has a major role in satisfying the organization's needs. Communication should be crucial in library management and it is a factor of coordination in management functions. Communication in the library situation is supposed to circulate information on goals, strategies, and provide members of the organization with direction and purpose. Communication therefore integrates managerial functions and is central in the human resource management and all other sections of the or-

ganization where the library falls. Communications also links the library to the external environment and connects the library with the existing and potential customers, hence enabling the library to identify and understand their needs. Library managers should play the role of interpreter for those they manage and to do this effectively, they must first understand communication as a process and have the right set of skills to perform this. Interpersonal communication can all too often be based upon a subjective analysis of the other person rather than the objectivity of the message conveyed and communication is the basis on which users' information needs are satisfied, through the correct interpretation of their requests for information.

Sixthly, financial resources are equally important managerial function for effective and efficient service delivery of any organizations. Libraries in government ministries and departments are supposed to be funded adequately in order to provide efficient and effective service delivery to their clients. For the planning, organizing, leading, controlling and communication to be successful, there must be sufficient funding of libraries in government ministries and departments.

Finally, the function of the staff is equally crucial for any successful management. The operations of other management functions depend upon the manpower which is made possible through staffing function. Libraries in government ministries and departments should have adequate staff to effectively execute library activities. The foundation of staffing function is efficient management of staff which is done through a system or procedure in the form of recruitment, selection, placement, training and development

and provision of remuneration among others. Staffing is best done with attention to recruiting, selecting and training employees to help them satisfy their goals and goals of the organization and the success of staffing is having the right person in a particular position.

2.3 Planning function

The initial function of the management process involves the development of an effective plan, which serves as a guideline in achieving workflow objectives. Planning is the management function that involves anticipating future trends and determining the best strategies and tactics to achieve organizational objectives. Planning according to Bateman et al, (2009) is a formal expression of managerial intent which describes what managers decide to do and how they will do it. The author asserts further that planning provides the framework, focus and direction required for meaningful effort.

Planning is specifying the goals to be achieved. Planning activities include analyzing current situations, anticipating the future, determining objectives, deciding what types of activities the organization will engage in, choosing corporate and business strategies and determining the resources needed to achieve the organization's goals. Planning is aimed at answering questions such as: What is the situation now? Where do we want to go? And how can we get there? Therefore the essence of planning function is to deliver strategic value. The better the needs of the users of a service are met in terms of quality, speed and efficiency, the more value is delivered. The delivery of strategic value is a continual process where people in a given organization use their brains and that of their

customers, suppliers and other stakeholders to identify opportunities to create, seize strength and sustain competitive advantage.

According to Boddy (2008), planning is the task of setting objectives, specifying how to achieve them, implementing the plan and evaluating the results. The author asserts that, planning provides a systematic way to cope with uncertainty caused by external forces. Planning also helps in adapting to new conditions. It enables people to set objectives, to specify and coordinate actions to achieve them and to monitor progress. Formal planning entails expressing the goals of business or unit for some future period and the actions to achieve them in written form. According to Robinson (2007), planning as a management function involves defining goals, establishing strategies for achieving those goals and developing plans to integrate and coordinate activities. It entails defining the purpose and the means for achieving that purpose and the means for its achievement. There are different types of plans and they range from overall purposes and objectives to the detailed actions to be taken. Planning involves the process of defining goals, establishing strategies for achieving those goals and developing plans to integrate and coordinate activities. Planning can be long term like strategic and corporate planning or short term, like the developing of annual department budgets (Cole, 2004). Managers plan the use of buildings, equipment and people, organize this combination, lead this process and control the results (Hanngan, 2008).

In the library situation, the planning process provides a more systematic approach to managing dynamic environment. It is a systematic making of decisions about the library goals. Planning includes anticipating future trends and determining the best strategies and tactics to use to achieve organizational goals and objectives (McShane K, 2004). The managers of the information service should be involved in setting the direction for the parent organization (Bryson, 1999). The strategic plan for the parent organization should also set the strategic direction for the information service. Strategic planning and development of a library is guided mainly by the goals and objectives of the parent institution of which the library is part of. However, in the library setting, planning often does not take place. Librarians are more concerned with current operations. Many library managers look to past successes or intuition to make decisions. Failure to achieve success is blamed on lack of funds, lack of institutional support and other reasons instead of lack of planning (UNESCO, 2007)

The strategic planning for information service is a continuous and proactive activity that enables information services to influence external forces in accordance with the chosen strategies aimed at initiating new activities conducive to their market needs. Strategic planning enables the information service and its parent organization to respond effectively to new situations. The process of strategic planning calls for attitude change amongst staff and there is need to involve staff from the start in the planning process in their respective areas and allow them to participate in some decision making. This will make the staff identify more readily with the strategic planning and actively support its implementation. Planning for information services must also include planning for hu-

man resource. Successful planning and management of human resources is critical for overall organizational effectiveness. Every library manager must be aware of the relationships between the management of human resources and other resources as well as to plan for the more effective and efficient use of their staff. Motivation, training and personal development are appreciated as techniques for boosting personal performance and efficiency.

The first purpose of any planning process is to identify the library's customers and how the library will provide products and services that will be of value to these customers (Matthews, 2005). This is followed by the identification of what capabilities the library requires in order to be successful. A properly constructed plan can present a road map to success and help in informing all staff members how they can contribute to the results.

A good strategic planning for the library *inter alia*, among others, have: a succinct and understandable mission statement; a clear focus on how specific customers are to be served; a vision of what the future will be like; an explicit statement of the strategic initiative or focus the library will undertake; specific objectives that will support the implementation of the chosen strategy, and the choice of specific performance measures that will inform the decision makers of the progress being made to achieve the vision. The primary purpose of any planning process, no matter what it is called is to set direction, develop plans and strategies, and monitor progress. A good library mission statement should include a focus by the library on the customer's served, a direction on the products and services provided and how the customers gain. For the case of libraries in

government ministries and departments, the success is dependent upon the development of crystallized mission statement which can energize employees, reduce the need for supervision, and assist in making decisions within the library.

A library is a growing organization. With time some libraries grow into a large and a complex organization which requires sound planning as essential aspect (Kumar, 2007). Planning in the library context therefore, enables managers to cope with complex dynamic and ever-changing and uncertain environment. Planning facilitates control by enabling managers to check the accomplishments of their subordinates by measuring them against the goals.

With technological developments affecting the information industry, libraries must plan and be ready for change in the coming decade and each one must look into its own environment and resources (UNESCO, 2007). There is no much difference between management tasks for government libraries and those of other libraries. The numbers of government libraries are small and operate within a larger organization and their clients are defined by the respective organization.

All government libraries no matter the size need attention on the aspect of management tasks like planning, reporting, evaluating, staff management, financial management, service delivery, marketing/communications and stakeholders and client relationships (IFLA, 2008). There is need for some time to be spent for a planning session for every government library and every staff need to be involved in the planning session. Cus-

tomers and primary stakeholders would be included in the planning process, directly or through reporting on interviews, surveys, or groups. A review of relevant documents like visions, values, mission statements, needs assessment results that set direction of an organization, needs to be done. These should also serve as the guiding statements for the library plan. The Planning provides an opportunity for library personnel to dedicate the day to providing services to their customers and to strategize. The plan should cover at least one year ahead and with an outline plan for the next three to five years.

Planning must be realistic and should give a picture on where the library wants to be at end of the planning period. A simple and the best way of viewing library plan should encompass: a clear picture of where it wants to be in one to three years time, and a plan of how it wants to be there (IFLA, 2007). This management activity allows library staff to review what has been achieved. The items to report upon vary from one government library to another. Key indicators in the assessment of the service include:

- The number of different customers who used the library services in the past year.
- The key library services that have been used most heavily
- The level of satisfaction with library services by customers

Before the annual planning, there is need to undertake a review of the services provided by the library by considering the various effective ways to provide services that could be investigated. Evaluation takes into consideration the trends in information reporting, understanding of what clients think about the current service, what might be provided and the external trends in the provision of library services. This should be done annually but before an annual planning.

2.4 Organizing function

Organizing function involves designing the organization structure, attracting people to the organization, and creating conditions that ensure that everyone works together to achieve the organization's goals. It entails arranging and structuring work to accomplish the organization's goal (Robbinson, 2007). Organizing in management is the assigning of roles to achieve some goals and to get people to contribute in a specific way to the group effort. The author further argues that organizing is that part of management that involves establishing an intentional structure of roles for people to fill in an organization. Organizing is intentional because it makes sure that all the tasks necessary to accomplish goals are assigned, and if possible, assigned to people who can do them best. The established roles must be designed in the light of the abilities and motivation of the people. Organizing is the putting of plans into operation and it involves detailed organization (Cole, 2004).

Organizing is assembling and coordinating the human, financial, physical, informational, and other resource needed to achieve goals (Bate et al, 2009). According to the author, organizing activities includes attracting people to the organization, specifying job responsibilities, grouping jobs into work units, marshaling and allocating resources and creating conditions so that people and things work together to achieve maximum success. Managers are therefore required to build organizations that are flexible and adaptive particularly in response to competitive threats and customer needs.

Same organizational function is applicable to the library management in the 21st century. Organizing in the library situation is about assembling and coordinating human, financial, physical, informational and other resources needed to achieve library goals (Dhawan S.M). When organizing, a library manager needs to develop a structure that relates all workers, tasks, and resources to each other which has been referred to as the organization structure which depicts who reports to whom and who is responsible for each task. A library is a social institution which needs a simple and systematic organizational structure to achieve its goals and objectives (Paliwal, 2001). The library manager should adopt various suitable criteria to structure necessary programmes and activities of the library. The library activities should be divided into works and jobs and grouped and arranged to form a structure. To get the best management results in the library set up therefore, it is a practice to divide and group the activities of a library into desirable sections/units. The most suitable form of organizational design is the functional structure, which divide the library into functional departments/sections/units.

2.5 Leading

In a simple definition, leading is establishing directions and influencing people to follow that direction. Leading in successively larger contexts (from individuals to groups to organization-wide efforts) requires successively larger sets of competencies (McNamara, [C.](#), 2008). Leading means creating a vision for the organization and guiding, training, coaching, and motivating others to work effectively to achieve the organization's goals and objectives. According to Bateman et al, (2009), leading is stimulating people to be high performers. It includes motivating and communicating with employees, indi-

vidually and groups. It further involves, close daily contact with people by guiding and inspiring them toward achieving both team and organizational goal. Leading occurs in teams, departments, divisions and at the top of large organizations. Managers must be good in mobilizing people in order to contribute their ideas, use their brains in more needed manner than before. Managers should apply a very different kind of leadership in empowering and motivating people.

Leading function involves arranging and structuring work to accomplish the organizational goals. Leading is influencing people so that they contribute to organization and group goals. Effective managers need to be effective leaders and leading involves motivation, leadership style and approaches and communication. Leadership involves creating vision for others to follow, establishing corporate values and ethics, and transforming the way the organization does business to making it more effective and efficient.

In the library environment leading is about functions that involve efforts on the part of the librarian to stimulate high performance by employees (Dhawan S.M, 2007). Library managers tend to stress means and neglect ends, while library leader's task is to hold, before all persons connected with the library, some vision of what the library's mission is and how it can be reached effectively. Just like managers, there are leaders throughout the library (Winston, 2001). The head librarian is not the only leader in the library. In a given library, there should be several leaders, and followers deserve a leader they can trust now and in the future. Trust as the emotional glues, binds leaders and followers together in a library. In addition to being consistent in action, the library leader must

listen to followers and trust them and trust is a two-way street which should never be taken for granted. Leadership evolves from life and job experiences like: role models, mentors, difficult experiences, and leadership training institutes. It is vital for the library leader to recognize, accept and adjust to the constantly changing environment in order to perform at maximum level in promoting successful change.

Leadership is putting right people in the right jobs, giving them the necessary tools that are essential for success (Kumar, 2007). Leadership can also be said to be the process by which a person or group tries to influence the tasks or behaviours of others towards a final and required outcome (Jo Bryson, 1999). Leadership is a social influence process within organizations because it motivates others to do things that are required to achieve corporate objective. Library leaders should take decisions using techniques of participative management, by creating conditions that strengthen the self-esteem of employees. It is the responsibility of a manager to create and maintain a conducive environment in a library for individuals to work together in groups for achievement of common goals and mission. This calls for the library manager in government ministries and departments to be aware of what it takes to motivate employees, what leads them to do things that they do and the way in which they do them.

Leaders are therefore people who are able to use their technical human relations or conceptual skills to influence others' tasks or behaviours. Leadership in information services can be measured by the extent to which the work units and the information service achieve their objectives. Effective leadership skills are therefore needed to reconcile the

goals of management and individuals with those of the information service and its parent organization. In application to information services, leaders are also responsible for creating visions and values, for developing shared meaning between management and their people and for providing inspiration to achieve the objective of information service and that of its parent organization.

The commonly used measure of leadership effectiveness in information services is performance, the extent and level to which each of the work groups or cost centres within the information service achieve its own objectives. The objectives of the information service must in turn be in unison across the information service and lead to the achievement of the corporate objectives. Performance is effectively and strongly linked to motivational issues. Any leader is therefore supposed to motivate all individuals and integrate their goals into the organization's objectives. Goals which are related to employees' needs, such as good working conditions, fringe benefits, friendship at work and good salaries should be met in order to improve employees' performance of information service. Effective leadership is demonstrated through skills that provide challenges and opportunities, secure appropriate resources and working environments, and reconcile the goals of the employees. Conflicting goals between management and employees, or inappropriate working environments could lower morale, lessen levels of motivation and consequently lower productivity thus leading to failure by the information service to achieve its corporate objectives.

According to Jo Bryson (1999), measurement of leadership capabilities of any information service manager could include the information service ability to: provide an increased level of services to meet customers' needs; improve and extend information systems to match the growth in corporate demand for information; and maintain the competitiveness of the organization through either doing more with less, obtaining strategic information or applying innovative uses to existing technology. The objective measures of leadership can be expressed in the manner in which the managerial tasks of planning, objective-setting, problem-solving and coordinating are carried out. Effective leadership must also endeavor to eliminate problems in the environment, minimize conflict, smoothen work operations and obtain a satisfactory level of resources to enable the staff to meet the information service's objectives. Effective leaders are successful in improving the quality of management decisions and in increasing the readiness of their people to accept change.

Just as the performance of individuals needs to be managed, the performance of teams, the service and, indeed the institution as a whole, need to be managed as well. Therefore, to achieve results, library managers should ensure that their staff knows what is expected of them (what their objectives are); they should have the necessary resources to achieve their objectives (correctly functioning equipment and adequate time among other things) and they should also have the requisite skills.

2.6 Controlling function

Controlling is determining whether an organization is progressing toward its goals and objectives, and taking corrective action if it is not. Controlling entails activities that have to do with measuring progress and correcting deviations and act as feedback mechanism for all managerial activities (Cole, 2004).

Controlling monitors performance and implements necessary changes (Bate et al, 2009). By controlling, according to the author, managers make sure the organization's resources are being used as planned and that the organization is meeting its goals for quality and safety and therefore, monitoring is essential aspect of control. Controlling function makes sure that goals are met. It makes adjustments needed if it is found that actual outcome was not consistent with goals. Control function is given great attention by both large and small successful organizations. As a manager one must find ways to create value, organize own personal effectiveness, mobilize own talents and skills as well as those of others, monitor performance, and constantly learn, develop and change for the future. The control function is central and the heart of the management system because it provides the feedback necessary for managers to adjust to any deviations in plans. Controlling involves: setting clear performance standards; monitoring and recording actual performance; comparing results against plans and standards; communicating results and deviations to the employees involved; taking corrective action when needed; and setting standards.

Controlling in library application is about monitoring various library operations and services. Library leaders should find ways to encourage their followers to engage in risk taking and errors from experimentation must be encouraged and embraced by library leaders. Library leaders must anticipate, plan, and lead change. They are expected to develop and sustain a compelling vision of the future. The vision must be realistic, credible, attractive future for an organization.

In today's world of management which is rapidly changing, organizations need both strong leadership and strong management for optimal effectiveness. Leaders are supposed to change the status quo, create visions of future and to inspire organizational members to endeavor to achieve those visions (Robbinson, 2007). Managers should formulate detailed plans, to create appropriate and sufficient organizational structures for doing the organization's work, to oversee daily operations, and to implement appropriate evaluation system to ensure that work is planned and done. Organization needs both strong leadership and strong management for optimal effectiveness.

2.7 Communication

Communication is the sharing of information between two or more individuals or groups to reach a common understanding (Sims, 2009). For communication to be successful, the meaning of the information or ideas conveyed must be understood. This means that the information shared with others must be complete. The organizational members who are able to communicate with their employees so that a common understanding is reached are more effective than those who do not take steps to ensure a

common understanding. Good communication increases the chances for organizational success by linking the management functions toward achievement of goals such as increased efficiency, quality responsiveness to customers and innovation. In order for contemporary organizations to be successful, managers must endeavor to increase efficiency, quality, responsiveness to customers and innovation. Good communication is vital in obtaining each of these four goals and it is therefore a necessity for organizational success.

Today's managers need to communicate importance of high quality and the routes to attaining it to all members of their unit. Staff need to communicate quality problems and suggestions for increasing quality to their superiors, and members of self managed teams need to share their ideas with each other for the purpose of improving quality and efficiency. Good communication can also assist in increasing responsiveness to customers. When the staff that are close to customers are empowered to communicate customers' needs and desires to managers, managers are better able to respond to these needs. Managers in turn, must communicate with other staff in the organization to determine how best to respond to changing customer preferences.

Communication in management has a major role in satisfying the organization's needs. Communication is a factor of coordination in management functions. It circulates information on goals, strategies, and tactics of survival in the competitive world and provides members of the organization with direction and purpose. Communication therefore integrates managerial functions and is central in the human resource management

into all other sections of the organization. Communications also links organization to the external environment and connects the organization with the existing and potential customers, hence enabling the organization to identify and understand their needs.

Communication plays a significant role in day-to-day management of any organization and its people. Managers are responsible for helping people understand the goals and objectives of the organization ensure that the staff takes an appropriate action to achieve the goals. Managers play the role of interpreter for those they manage and to do this effectively, they must first understand communication as a process and have the right set of skills to employ it. However, communication can be hindered by the act of avoidance which stops contact and subsequently leads to no transfer of information or feedback. Too little interaction can lead to misunderstandings because there will be insufficient feedback.

In the library context, the library manager should know that to communicate better, individuals or groups must understand each other better. Interpersonal communication can all too often be based upon a subjective analysis of the other person rather than the objectivity of the message conveyed (Paliwal, 2001). By the nature of the work of library managers, their communication role is more widespread than the average manager. A good communicator is also a good listener. A library manager who is a good listener gains invaluable information from subordinates in solving job-related problems. A manager who has effective listening skills will help to create an atmosphere of understanding and respect, leading to cooperation among employees. Effective listening

needs one to listen to what is being said in terms of what is being meant. Listening skills can be improved through practice, training and concentration. Effective listeners ask pertinent questions thereby providing a feedback mechanism to the other party and thus demonstrating that the listener is listening to what is being said. Listening skills can lead to a more productive working environment through increased motivation and understanding.

Formal and informal communication can be applied in libraries and information centres. In situations where the library is large, the library manager and the staff can communicate both formally and informally within the library lateral and hierarchical structure and the outside environment, to the policy makers, stakeholders, library users, colleagues in other libraries and members of other institutions; while there will little formal interdepartmental communication with external bodies in small libraries. The corporate culture of the organization will also determine whether communication must follow clear lines of authority or whether it should be open and free-flowing.

Communication is vital for library professionals in communicating with each other and in carrying out functions of management and in communicating continually with library users. The nature of work by library professionals requires that they assess select, process and disseminate vehicles of information such as books, films, cassettes, online catalogues, CD-ROMs among others and provide information services to their users. They must be knowledgeable about the most appropriate tool for providing or communicating information to a larger number of users who have varying communication

skills as senders and receivers. Library professionals must constantly update themselves about new and emerging communication techniques that will make their work more efficient and effective.

Communication is used for planning process in order to obtain information relating to the internal and external environments of the library or information centre. By the use of reports and meetings, top and middle level library managers communicate with individuals and groups both within and from outside the library to gain vital information for the needs assessment and situation audit. The library manager is the main communicator of library policies and policies are communication tools because they provide the solutions to routine questions. For example, library managers must always show through various communication channels that their resources are being efficiently and effectively utilized.

An effective manager will endeavour to always communicate clearly to subordinates what is expected of them and what they are responsible for. An effective manager should always communicate his/her feelings about the performance. Feedbacks should be in the form of encouragement where possible, but with quick, specific, pertinent reprimands, if required, for incorrect performance. Further, communication is the basis on which users' information needs are satisfied, through the correct interpretation of their requests for information.

The management functions are therefore highly integrated, but libraries that excel in organizing material resource and in leading their human capital are known to give better performance. The other issue that appertains to general library management generally is staffing.

2.8 Staffing

Staffing is equally a vital managerial function just as planning, organizing, leading and controlling. And the operations of these four functions depend upon the manpower which is provided through staffing function. The foundation of the staffing function is efficient management of staff which is done through a system or procedure in the form of recruitment, selection, placement, training and development and provision of remuneration, among others.

The organizing function of management defines each position or category of positions in an organization. Staffing follows with the filling and keeping all filled positions in the organization. Recruiting to fill positions, training new employees and retraining experienced employees are the key elements of the staffing function (Erven, 2005). Success in staffing depends mainly on planning and organizing functions of management. In planning, both organization and goals and employees' goals are considered and an organization functions best, when that organization and its employee goals are compatible. Ideally, the organizational structure provides a guide to the roles that people perform to help the organization business achieve its goals. An effective organizational structure results in everyone in the organization working together. Staffing is best done

with attention to recruiting, selecting and training employees to help them satisfy their goals and goals of the organization. The success of staffing is having the right person in a particular position. Therefore, an organization manager should carefully employ a staffing strategy with specific guidelines to be followed.

People with right skills, knowledge, and abilities are required when an organizational structure is in place. Personnel are the most crucial resources of an organization because they either create or undermine the organization's reputation for quality of services or products. The right staff can propel an organization through a period of change and ensure its future success. The effective human resource management is important to the success of any organization and this call for hiring and maintaining of a committed and competent human resource

The number of professional graduates from training institutions has been increasing just as the number of information training institutions in Kenya, but there is inadequate human resource capability in information centres (including libraries) that govern and disseminate government information (Kamar, 2006). For example, in a situation where tools e.g. computers, libraries and products such as government publications, databases among others may be available, there is lack of adequate manpower to implement and execute the available resources. Further, poor remunerations of Librarians/information officers in the civil service, has affected the performance in the organization and dissemination of government information and this calls for a policy on human development. Poor pay to civil servants by the Government of Kenya has led to a poor performance in

terms of service delivery (Kamar, 2008). Terms of services for librarians working in Government ministries and departments in Kenya are very low and therefore a matter of concern (Weche P, 2000).

From the estimates of Recurrent Expenditure of Government of Kenya, the following analysis presents the scenario in the staffing levels of librarians and Library Assistants in government ministries and departments.

a) 2008/2009 financial year

- There were thirty (39) unauthorized posts of librarians and library assistants in ministries and departments
- Forty (40) librarians and library assistants were in posts that were not authorized in all government ministries and departments
- Forty (40) posts of librarians and library assistants were vacant in all government ministries and departments (*Details in Appendix A*)

b) 2009/2010 financial year

- During the period under study, there were thirty three (33) unauthorized posts of librarians and library assistants in ministries and departments
- Fifty two (52) librarians and library assistants were in posts that were not authorized or established in all government ministries and departments
- Thirty three (33) posts of librarians and library assistants were vacant in all government ministries and departments

From the above analysis, it can be inferred that there is no proper planning in the recruitment and posting of librarians and if there is, it is not properly coordinated. (*Details in Appendix B*).

2.9 Chapter Summary

This chapter presented an overview of literature and studies related to general management, as applied to libraries in government ministries and departments in Kenya in particular. Existing theory and research studies have also indicated that general management is crucial in the daily running of libraries in the contemporary world. On the ground of this review, the researcher sought to determine the planning, organizational, leading, coordinating, communicating, controlling and funding of libraries in ministries and government departments in Nairobi. The particular area of interest is what type of management is applied in libraries in government ministries and departments to ensure the efficient and effective service delivery to clients. As deduced from the literature review, managerial functions and other related management activities play a significant role in the management of libraries just as they do to other organizations. The next chapter looks at the research methodology that the researcher employed to collect and analyze data.

CHAPTER THREE

RESEARCH METHODOLOGY

3.1 Introduction

Research methodology is a way to systematically solve the research problem. It is a science of studying how research is done scientifically (Kothari, 2003). Research methodology entails the different steps employed by a researcher in studying his/her research problem and the logic behind them. This chapter discusses the research methodology the researcher used in conducting the study. The chapter also presents the population studied, the research instrument used in collecting data and procedures that were applied in data analysis.

3.2 Research Design

Research design is the conceptual structure within which research is conducted, which constitutes the blueprint for the collection, measurement and analysis of data (Kothari, 2003). It is an arrangement of conditions for collection and analysis of data in a manner that combines relevancy with the research purpose (Kombo, 2006). There are two approaches which can be applied by researchers in carrying out their research; qualitative and quantitative research. Mugenda and Mugenda (1999: p 155) consider quantitative research as designs, techniques and measures that produce discrete numerical or quantifiable data. Examples of research designs which can be categorized as quantitative research include: experimental designs; causal-comparative research and correlational research. While qualitative research includes designs, techniques and measures that do not produce discrete numerical data. Mostly, the data are in the form of words as opposed to

numbers which are normally grouped into categories. Three methods are normally used in collecting data under this model: direct observation, participation and interview methods. Qualitative research is advantageous because it goes beyond the statistical results commonly observed in quantitative research. Qualitative research is historical and descriptive approaches (Williman, 2005). Qualitative research was preferred by this study because it explores and understands peoples' beliefs, attitudes, experiences, behaviour and interactions. It does not generate numerical data and it goes beyond the statistical results as opposed to quantitative research.

3.3 Population and Sampling Design

3.3.1 Study population

Population is a group of individuals or cases to be studied. Population is a group of individuals, objects or items from which samples are taken for measurement (Kombo, 2006). The target population of the study was 33 library managers and 33 policy/decision makers i.e. Permanent Secretaries, Senior Deputy Secretaries or designated officers in government ministries and departments in Nairobi.

3.3.2 Population sampling

A sample size is a sub set of a statistical population or the frame from which it is derived (Kohler, 2002). The researcher purposively identified 33 library managers and 33 decision/policy makers who were interviewed because they were better placed to respond to issues related to library management. The target group of the study population was thirty three (33) library managers and thirty 33 policy/decision makers i.e. Perma-

ment Secretaries or Senior Deputy Secretaries, and other designated officers in government ministries and departments in Nairobi because there were 42 ministries and some of them did not have libraries for various reasons. One decision/policy maker was interviewed from each parent ministry or department.

Since the total target group of the study was 33 participants from each category, which was rather small, the researcher did not sample library managers or policy/decision makers. The researcher endeavored to interview as many library managers and policy/decision makers in government ministries and departments in Nairobi as possible. At the end of the day, 30 out of 33, (99.9%) library managers and 28 out of 33 (84.8) policy/decision makers were interviewed.

3.4 Justification for population size

The researcher targeted thirty three (33) library managers in government ministries and departments and thirty three (33) policy/decision makers i.e. Permanent Secretaries or Senior Deputy Secretaries, and other designated officers in parent government ministries and departments because some of the newly created government ministries and departments did not have libraries. Therefore the researcher collected data from only ministries with libraries.

3.5 Data collection Method

Data collection is the gathering of information to serve or to prove some facts. Data collection helps to clarify facts (Kombo et al, 2006). The aim of data collection is to prove or refute some facts. To facilitate the collection of data so as to enhance proper data

analysis, a semi-structured interview schedule was designed, and employed in this study. Coding started while the researcher was still conducting interviews as he intentionally followed up themes and concepts as they emerged throughout the conversations. Coding is the process of grouping interviewees' responses into categories that bring together similar ideas, concepts or themes that have been discovered. Semi-structured interviews provided an opportunity to respond to issues more appropriately. The interview schedules were flexible, to the point and made it appear like a discussion. This provided enough room and opportunity to probe for in-depth and detailed answers (see appendix E and F).

Interviewing schedules also made respondents to respond to issues in a more open and exhaustive way. The prepared interviewing schedules were used as a guide and this assisted in ensuring that there was a flow of information.

The use of interviews compared to questionnaires had the following advantages:

- They were flexible because they allowed the respondents to freely respond to issues and this enabled the researcher to gather a lot of information;
- They were user friendly because the respondents felt part of the team thus making him/her free to participate in the research;
- Since they allowed a relaxed atmosphere, the answers given were more reliable; They allowed the interviewer to be responsive to individual differences and situational characteristics.

3.6 Interviews

Permission was sought to interview library managers and policy/decision makers in government ministries and departments. Interviews were used as the method of data collection for this study because they were most appropriate for in-depth study. Mugenda and Mugenda (1999: P-83) asserts that interviews emphasize oral communication and give respondents a chance to state their problems the way they perceive them and participate in seeking solutions to these problems as well as implementing such solutions.

The researcher prepared interview schedules by the use of semi-structured questions. These were questions that were asked by the interviewer during the interviewing process. Semi-structured questions enticed interviewees to discuss more openly, freely and exhaustively. Interview schedules acted as guides during the interviews providing room for flexibility in questioning. The researcher also applied for and obtained a research permit from the Ministry Of Higher Education. He presented this permit to library managers and policy/decision makers in government ministries and departments before commencement of interviews. The researcher also sought appointment with the identified respondents as the next step. During these appointments, the researcher used the opportunity to inform participants the objectives and the subject of the study. The researcher conducted interviews with interviewees at their respective places of work. Responses were recorded on the interview schedules and the researcher explained to the interviewees areas that needed further elaboration for clarity. The interview method provided the chance to establish a bond with the participants. By use of this approach,

useful and appropriate responses were acquired including other valuable information relevant to the study.

3.7 Justification for interviews

Qualitative interviewing was chosen as the method of data collection. The researcher was able to understand and the experience of respondents as well as reconstruct events in which he did not participate. Interview in true sense of the word, gives an “inner view” of interviewed person (Chirban, 1990).

There are several reasons why one may use interviewing as a qualitative procedure. This study used interviewing as a research tool to comprehend how libraries in government ministries and departments are managed. Qualitative interviewing has been found to be useful in cases where subjects cannot be directly observed. In this study, library managers and policy/decision makers have been used to work out how libraries in government ministries and departments are managed.

A semi-structured interview schedule was employed in this study where by the researcher took responsibility for giving direction and focusing by probing, asking questions and following up on answers. Semi-structured are flexible and therefore allow the researcher to modify and pursue unexpected insights. Interviews allows questioning to be guided by the way the researcher want it and the researcher can clarify points that need to be made clearer much more easily than in other techniques like questionnaire.

The semi-structured interview allowed the researcher to tailor questions to the position and comments of each respondents, thus validated their experiences and feelings thoughtfully. This method also enabled the researcher to suit each participant's situation.

The primary advantage of in-depth interviews provided much more detailed information than what is available through other data collection methods, such as surveys. They also provide a more relaxed atmosphere to collect information. Participants may feel more at ease talking to the researcher about their views as opposed to filling out a survey or questionnaire.

Semi-structured interviews are conducted with a fairly open framework which allow for focused, conversational, two-way communication. Semi-structured interviews can be used to provide and receive information. Unlike the questionnaire framework, where detailed questions are formulated ahead of time, semi structured interviewing starts with more general questions or topics (Raymond Opdenakker, 2006). Semi-structured interviews do not only confirm what is already known but also provide the opportunity for learning. Often the information obtained from semi-structured interviews will provide not just answers, but the reasons for the answers.

With semi-structured interviews there is no significant time delay between question and answer; the interviewer and interviewee can directly react on what the other says or does. An advantage of this type of communication is that the answer of the interviewee is more spontaneous, without an extended reflection. Interviews also have the advantage that the interviewer has a lot of possibilities to create a good interview ambience. In other words, the interviewer can make more use of a standardization of the situation

However, interviews have some few limitations and pitfalls, like the possibility of bias in cases where respondents' have a stake in the program or for a number of other reasons. The researcher is supposed to make effort to design a data collection effort, create instruments, and conduct interviews to minimize bias. Interviews can also be time-intensive because of the time it takes to conduct interviews, transcribe them and analyze them (Carolyn Boyce, 2006).

The technique does rely on the respondent being willing to give accurate and complete answers. Respondents may often lie due to feelings of embarrassment, inadequacy, lack of knowledge on the topic, nervousness, memory loss or confusion.

3.8 Pre-testing of the research instruments

The primary data for this study was collected using semi-structured interview schedules which were developed by the researcher. These instruments were pre-tested on six respondents. The aim of the pre-testing was to assess whether; the research instruments were clear, participants gave same answers for the same questions, research instruments could be administered easily and to look for items that were likely to confuse the res-

pondents. Information acquired during pre-testing was used to revise the instruments in order to meet the objectives of the study. The pre-tested instrument gives the researcher the leeway to check the relevancy of the questions and to see if amendments had to be done.

3.9 Validity and Reliability of the research instrument

Validity is the accuracy and meaningfulness of inferences, which are based on the research results. It is the degree to which results obtained from the analysis of the data actually represent the phenomenon under study. Validity therefore has to do with how accurately the data obtained in the study represents the variables of the study. If a data is a true reflection of the variables, then references based on such data will be accurate and meaningful.

Reliability is a measure of the degree to which a research instrument yields consistent results or data after repeated trials (Mungenda and Mugenda, 1999). Reliability in research refers to how consistent a measuring device is. A measurement is said to be reliable or consistent when the same measurement can produce similar results when used again in similar circumstances.

To test the validity and reliability of research instrument, a pilot study was undertaken by the researcher. The aim of the pilot study was to improve the validity and reliability of the instrument by assessing whether the research instruments were clear, whether participants gave same answers for the same questions, whether research instruments could be administered easily and to look for items that were likely to confuse the respondents.

The pre-testing was conducted on six respondents who consisted of three library managers and three policy/decision makers in government ministries and departments. The exercise was conducted three weeks prior to the data collection period. Respondents in the pre-testing exercise were asked to identify errors in the instruments and clarity of the questions. The identified and proposed errors and changes were used to improve the research instruments. The input from the supervisors was also incorporated in the research instruments. The pre-testing exercise was therefore vital because it contributed to the improvement of the quality of the tools of data collection for this study.

3.10 Documentary review

Documentary review was another technique used in data collection. This is also referred to as document analysis which involves perusing existing documents with useful information related to the study. Existing ready-made support documents are crucial in qualitative research. Contents of both published and unpublished records and documents can be analyzed. The researcher reviewed and analyzed some relevant documents and records in The Kenya National Bureau of Statistics Library. Among the documents the researcher analyzed were Estimates of Recurrent Expenditure of Government of Kenya for the year ending June 2008 and 2009 to confirm posting of librarians/library assistants in government ministries and departments in Kenya during 2008/2009 financial period.

3.11 Data Presentation

Presentation and interpretation of data were done with objectives of the study and the research questions in mind. This formed the foundation of data presentation and analy-

sis and interpretation for the study. Since research was qualitative, data was presented in a narrative manner. The researcher recorded key issues of discussion by use of interview schedules and other field notes. The collected data was analyzed by summarizing key findings on the management of libraries in government ministries and departments. Responses from the interviewees were interpreted, coded and their frequencies determined in percentages enhanced with tables.

3.12 Data Analysis

Data analysis is a way in which raw data is ordered and organized so that useful information can be extracted from it. It is a process of inspecting, cleaning, transforming and modeling data with the goal of highlighting useful information, suggesting conclusions and supporting decision making. Data analysis in qualitative research is exciting because the researcher discovers themes and concepts embedded throughout the interview (Chirban, 1990).

Data analysis for this study was conducted taking into account the study objectives and research questions. Data analysis for the study was qualitatively done with the help of descriptive statistics and content analysis by making inferences and by objectively and systematically identifying characteristic of messages. The responses were grouped into various categories for analysis through descriptive method. This method provided a comprehensive and necessary data. Analysis was further improved by use of few tables and percentages which presented relationships between various variables.

3.13 Ethical considerations

According to Resnik (2005), ethics is a norm for conduct that distinguishes between acceptable and unacceptable behavior. Shamo and Resnik (2003), defines ethics as a method, procedure, or perspective for deciding how to act and for analyzing complex problems and issues. Since the researcher was dealing with human beings, he valued ethical issues related to carrying out research. Examples of these issues included confidentiality; in this case the researcher was not interested in knowing the identity of the respondents; obtaining informed consent from the respondents and ensuring that all respondents participated voluntarily. The researcher was open and honest without any element of exploitation of the respondents.

3.14 Challenges experienced in data collection

During the data collection period, the researcher experienced several challenges. Some policy/decision makers were unwilling to be interviewed claiming to be too busy due to pressure of work. This prompted the researcher to make several visits to the offices of the respondents to create rapport and to explain to them the importance of the study. The interview method therefore provided the opportunity to create rapport with the reluctant participants.

Some policy /decision makers kept on pushing appointments for interviews seemingly because they thought the researcher would give up. The interviews were facilitated in the end by my persistent visits to the offices of policy/decision makers whenever appointments were changed from time to time.

CHAPTER FOUR

DATA PRESENTATION AND ANALYSIS

4.1 Introduction

This chapter presents the findings arising from the study. The collected data have been presented, analyzed and interpreted. Data are presented based on interviews conducted with managers of libraries in government ministries and departments, and decision makers (i.e. Senior Deputy Secretaries and other designated officers) in parent government ministries and departments. Their opinions, views and comments influenced the findings of the study. This chapter covers among others, the following areas: personal and general information, staffing, funding, planning, organizing, leading; coordinating; communication and controlling.

4.2 Personal Information

4.2.1 Personal information of librarians

Data were collected of information managers in government ministries and departments. The table below analyses data on librarians who participated in the study.

Table1: Personal information of librarians (N=30)

Personal information		No. of Respondents	%
Male		16	53.3
Female		14	46.7
Total		30	100
Working experience in years	1-10	6	20
	11-20	20	66.7
	21 and above	3	10
	Not sure	1	3.3
Total		30	100

4.2.2 Personal information of Decision/policy makers

Data were also collected on decision/policy makers of libraries in government ministries and departments where libraries existed. The table below presents details of the respondents interviewed.

Table 2: Personal information of policy/decision makers (N=28)

Personal information		No. of Respondents	%
Male		24	85.7
Female		4	14.3
Total		28	100

4.2.3 Levels of professional qualifications of library managers

Data on the levels of professional qualifications of library managers in government ministries and departments were collected because professional qualifications play a significant role; it depicts the type and quality of management of any organization or institution. Data on professional qualifications of library managers in government ministries and departments were crucial because it require professional librarians to apply managerial skills in order to plan, organize, lead and control so as to ensure an effective and efficient service delivery to customers. The table below provides the qualifications of the respondents.

Table 3: Library managers by qualifications (N=30)

Qualifications in Library Science	No. of Respondents	%
Diploma	12	40
Bachelors degree	12	40
Masters Degree	4	13.3
Others	2	6.7
Total	30	100

4.3 General information

General information was collected because it was considered crucial in creating a link between the libraries and their parent organizations. In particular, data on the objectives are important because libraries are supposed to provide services that are meant to support objectives and functions of the parent organizations. All respondents said their government ministries and departments had objectives. Out of 30 respondents inter-

viewed in this study, 25 (83.3%) said their libraries had objectives while 5 (16.7%) said their libraries had no objectives.

4.3.1 Involvement of Librarians in the development of library objectives

The researcher collected data on the level of participation by managers of libraries in government ministries and departments in the formulation of library objectives because for librarians to plan well for library activities, they should be part of the formulation team and that indicates the level of commitment by the policy makers and a sign of ownership on the side of library managers in ensuring the fulfillment of those objectives. Out of 30 respondents interviewed in this study, 12 (40%) said they were involved in the formulation of library objectives; while 18 (60%) said were not involved in the formulation of library objectives.

4.3.2 Relationship between library objectives and those of ministries and departments

The objectives of libraries in government ministries and departments relate to those of the parent ministries and departments. This is because the library objectives are guided mainly by the goals and objectives of the parent institution of which the library is part of. This is due to the fact that the majority of government libraries was small and operates within a larger organization and their clients are defined by the respective organizations.

Out of a total of 30 respondents interviewed, 21 (70%) said that their library objectives were related to objectives of parent ministries and departments; while 9 (30%) said that their library objectives were not related to those of the parent ministries and departments. However, on close scrutiny of what was provided to the researcher by respondents as written library objectives, this study established from 20 (66.7%) participants that library objectives were actually not related to goals and objectives of parent ministries and departments.

4.3.3 Tasks carried out to achieve library Objectives

The researcher collected data on tasks that were carried out by librarians to achieve objectives of libraries in government ministries and departments because library activities should be geared towards the realization of library objectives in order to create focus on effective service delivery. Out of the 30 respondents in this study, 22(73.4%) said that there were various tasks that were performed to achieve objectives of libraries in government ministries and departments; but 8 (26.6%) did not have clear tasks geared towards achieving library objectives.

4.4 Staffing

Staffing is a vital managerial function just as planning, organizing, leading and controlling. The operations of these four functions depend on the manpower which is made available through staffing function. Successful planning and management of human resources is critical for overall organizational effectiveness. Therefore staffing of libraries in government ministries and departments is crucial because it determines the quality of

services rendered by these libraries. Data on staffing levels in libraries in government ministries and departments are necessary because success in staffing depended on having the right persons in a particular position. The table below shows the distribution levels of qualifications of library staff in libraries in 30 government ministries and departments.

Table 4: Staffing levels in libraries in government ministries and departments

S/No.		No. per category	%
1.	Professional librarians	36	45.6
2.	Para-professionals	19	24
3.	Non-professionals	24	30.4
	Total	79	100

Out of the total of 79 staff working in government ministries and departments which the study was based on, 36 (45.6%) were professional librarians; 19 (24%) para-professionals; and 24 (30.4%) non-professionals.

4.4.1 Adequacy of staff

Data on adequacy of staffing levels are important because the staffing levels in library set-up must be adequate in order to perform library activities diligently and effectively. Library staffing levels determine the success in meeting library objectives and indeed those of their parent organizations. Out of 30 respondents interviewed, 25 (83.3%) considered staffing levels as inadequate; while (16.7%) felt it was adequate.

4.4.2 Overall responsibility of library administration

Respondents were requested to state the officer responsible for the overall management and operations of libraries in government ministries and departments. This is so because successful management of libraries requires people with knowledge and understanding of issues on the management of libraries. Out of 30 respondents interviewed, 76.7% said that their libraries were headed by librarians; while 23.3% said that non-librarians were responsible for overall management and operations of their library.

4.4.3 The place of librarians in organizational structure

The researcher attempted to establish the person or officer in the parent organization that the librarian was answerable to and whether they found organizational structure of library administration satisfactory. This is imperative because organizational structures of any organization play an important role in decision making, the administration hierarchy (which is key) and the speed of service delivery. Out of the 30 respondents interviewed in this study, 15 (50%) were satisfied with organizational structure of library administration in government ministries and departments; but the rest were not satisfied.

4.4.4 Staff mobility

Staff mobility is a major issue in government ministries and departments. The researcher sought to know from respondents whether there were professional librarians who had left government ministries and departments and the reasons for their departure. Out of 30 respondents interviewed in this study, 56.7% said a number of librarians had left government ministries and departments in the past five years; while 43.3% said no pro-

fessional librarian had left. The following reasons were presented for leaving the government service:

- a) Some professional librarians in government ministries had left due to reasons related to compulsory retirement age. It is a government policy that all civil servants should leave office after attaining a retirement age. This affects all personnel working for the government.
- b) Other professional librarians had left government ministries and departments because of lack of motivation in the government system. There were no incentives or inspiration to make them strive for success in the execution of their duties.
- c) Lack of adequate support from policy/decision makers also contributed to the departure of professional librarians from government ministries and departments. Policy makers in government ministries were not supporting library activities because they perceived libraries as non-core compared to other functions. This frustrated some librarians leading to their departure in search of fulfilling and satisfying opportunities elsewhere.
- d) Failure of policy makers to appreciate the contribution of professional librarians led to frustration and this contributed to their departure from the government service. Unlike librarians, other professionals in government ministries and departments were recognized, facilitated and supported. Discriminating against librarians frustrated them leading to their departure from the civil service.

- e) The search for better terms and conditions of employment contributed to the exodus of professional librarians from the civil service. Terms and conditions of employment offered by the government were considered unattractive. Until recently, the highest position a librarian would reach was principal librarian while other professions went higher than that.
- f) Lack of clear guidelines on promotion contributed to stagnation of professional librarians in one job group for so many years. Limited opportunities for upward mobility therefore contributed to frustrations by professional librarians, leading to their departure from the civil service in search of better opportunities.

4.5 Funding

Data on funding of libraries in government ministries and departments were collected because funds play a vital role in management. Planning as a management function involves anticipating future trends and determining the best strategies and tactics to achieve organizational objective. It involves identification of various activities which will be conducted to meet the organizational objectives. Out of 30 respondents interviewed in this study, 17 (56.7%) said that libraries in government ministries and departments do not have separate budgetary allocation; while 13 (43.3%) observed that they do have. Asked why their libraries did not have separate library vote book in the main budget, the following reasons were provided:

- a) There was lack of transparency in the budgeting process. Budgeting process is done with a lot of secrecy and confidentiality. Functions that were perceived as non-core were not given priority in the budgeting process.

- b) Failure to involve library managers by ministry and departmental planners in the budgetary process was presented as another reason for failure to have separate library vote in the main budget; and without the involvement of library managers in the budgeting process, planners failed to understand library activities and their contribution in the organization.

- c) The role libraries play and the libraries significance in government ministries are rarely understood and appreciated by policy makers. This is exemplified by the fact that funds allocated for libraries under the sub-vote; within the main votes of ministry and departmental budgets, were diverted to other functions that were not related to library function. There was clear apathy from policy makers on issues related to library function and this affected budgetary allocation that was needed to maintain libraries. Major attention on budgetary issues within government ministries and departments by policy makers was focused on those activities that were perceived to be core and crucial.

- d) In almost all organizational structures in government ministries and departments, libraries were not reflected anywhere in the set up and this has contributed to the reasons why libraries did not have independent votes in the main budgets. The researcher was informed by respondents that libraries that did not have independent votes in the main budget were taken care of in sub-votes within the main votes.

4.5.1 Funds allocated to libraries during 2008/2009 and 2009/2010 financial years

Data on amount allocated to libraries in government ministries and departments were collected because they dictate the quality and quantity of services these libraries offer. Activities planned for libraries would only be realized if adequate funding was available. Funding of libraries in government ministries form the basis for planning of library activities. The table below shows details of funds allocated to libraries in government ministries and departments during 2008/2009 and 2009/2010 financial years.

4.5.2. Sufficiency of budgetary allocation for libraries

The researcher sought to know from respondents interviewed whether in their opinion the budgetary allocation for their libraries was sufficient. From the data collected, 26 (86.7%) respondents interviewed considered the budgetary allocation to libraries in government ministries and departments as insufficient; while 4 (13.3%) considered the budgetary allocation as sufficient. The researcher also sought to know from the respondents interviewed why they considered the budgetary allocation to libraries in government ministries and departments insufficient. The following reasons were provided:

- a) Failure by civil servants to adequately sensitize the public on the role of libraries. There was lack of proper and adequate information among government employees on the role libraries play as a source of information. Furthermore, the public was not informed of the rich information stored in libraries within the government set up, while civil servants on the other hand hardly used libraries to update their knowledge. Inadequate use of these libraries had a bearing in the allocation of funds from the treasury. There was a view that these libraries were rarely used.

- b) Library services in government ministries and departments were largely considered essentially as support service and not core functions. And this contributed to the inadequate allocation of funds. In government ministries and departments, libraries were either ranked last or not ranked at all and therefore missed out in the budgetary allocation.
- c) Library services were not considered as a priority in the budgetary allocation. Lack of appreciation of the value of libraries in the society in general contributed to inadequate allocation of funds. Whenever budgetary allocations for ministries and departments were made, libraries were left out. This affected activities of the libraries.
- d) Failure to involve librarians in government ministries and departments in the budgetary process contributed to inadequate allocation of funds to libraries. Library managers were not involved in budgeting process. This meant that funding of libraries was arbitrarily allocated without taking into consideration the activities of the libraries.
- e) Lack of library policy within the government system and also lack of good will from the policy makers also contributed to inadequate allocation of funds to libraries in government ministries and departments. This therefore means that funding of libraries was left at the discretion and mercy of policy makers. Many of the policy makers did not have good-will for libraries and therefore allocated insufficient amount of funds for them.

- f) The demand for library services in some government ministries and departments was low and this influenced the amount allocated to these libraries. Many factors contributed to the low demand for library services within government ministries and departments. The allocation of funds for library services that did not stimulate demand was considered by some policy makers a waste of resources.

4.5.3 Library Vote

Information on who was authorized to use the library vote is important because the library vote must be utilized for activities and functions of the library. The library manager should be in picture and control of the library vote. Out of 30 respondents interviewed, 11 (36.7 %) pointed out that librarians were authorized to use library vote; while 19 (63.3%) observed that officers other than librarians were authorized to use the library vote.

4.6 Planning of Library activities

Planning is a management function that involves anticipating future trends and determining the best strategies and tactics to apply to achieve organizational objectives. Planning in library management includes anticipating future trends and determining the best strategies and tactics to employ achieve goals and objectives of a library. It is a systematic way of making decisions about the library. Data on planning were collected because; planning provides a more systematic approach to managing a dynamic environment. Managers of libraries in government ministries and departments should be involved in the planning process of their libraries. Planning in the library context there-

fore enables library managers to cope with complex, dynamic and ever-changing and uncertain environment. Out of the 30 respondents interviewed in this study, 25 (83.3%) stated that library activities in government ministries and departments were planned. The researcher also sought to know from respondents interviewed who had said that library activities were planned to state how this was done. The information gathered was that it was through:

- i. individual and section or department's annual work plans and evaluation at the end of the financial year;
- ii. Assigning of targets and responsibilities to staff;
- iii. meetings;
- iv. performance contracting;
- v. training projections;
- vi. procurement plans;
- vii. dividing library activities like, classification, cataloguing, shelving of information materials, filling and filing catalogue cards and serving clients at circulation desk and
- viii. collection and development of information materials.

4.6.1 Involvement of library staff in planning

The researcher collected data on the level of involvement of the library staff in the planning of libraries in government ministries and departments. This datum was important because a properly constructed plan could present a road map to success and help in informing all staff members on how they can contribute to the results. Out of the 30

respondents interviewed in this study, 16 (53.3%) said that library personnel were involved in the planning of libraries in government ministries and departments; while 46.7% said that library personnel were not involved in the planning of libraries.

Data were also collected on the extent to which the library personnel were involved in the planning. The following were the main responses from respondents:

- i. At the start of every financial year when every library staff draws his/her schedule of activities that are used to develop individual work plan;
- ii. By participation in drawing up of library plan through meetings and other forums;
- iii. Through the setting of targets to be achieved by the end of a particular financial year by every library staff.

4.6.2 Plans for human resource development for the library

The researcher collected data on whether libraries in government ministries and departments had plans for human resource development. This reason for this is that planning for information services must also include planning for human resource. Library manager must be aware of the relationships between the management of human resources and management of other resources as well as to plan for the more effective and efficient use of their staff. Out of the 30 respondents interviewed in this study, 14 (46.7%) admitted that their libraries had plans for human resource development; while 53.3% libraries did not have plans for human resource development.

Data were also collected from respondents who had human resource development plan to establish who was responsible for the human resource development in libraries in government ministries and departments. Out of 14 respondents, 7 (50%) indicated that librarians through Human Resource Development prepared human resource plan for libraries in government ministries.

4.6.3 Involvement of library manager in human resource development plan

Data on whether the library managers in libraries in government ministries and departments were involved in the human resource planning were collected because it was up to the library managers to know areas that needed attention in terms of training of personnel. Out of the 30 respondents in this study, 15 (50%) were involved in planning of human resource for libraries; while 15 (50%) were not involved in the planning of human resource. The researcher sought reasons from library managers who said they were not involved in the human resource planning for the library. The following reasons were given:

- i. Library was represented in the planning of human resource by administration department under which the library falls.
- ii. Planning of human resource was decided by management (policy makers).
- iii. Planning of human resource was done both at departmental and at ministerial committee levels where the librarian was not a member.
- iv. The mandate of planning for human resource for libraries was the responsibility of the Permanent Secretary, Ministry of State for National Heritage and Culture.

4.7 Organizing

Organizing function involves designing the organization structure, attracting people to the organization, and creating conditions that ensure that everyone works together to achieve the organization's goals. It also entails arranging and structuring work to accomplish the organization's goal. Data were collected on the organization of libraries in government ministries and departments because organizing makes sure that all the tasks necessary to accomplish goals of libraries are assigned, and if possible, assigned to people who would do the tasks best. The established roles must be designed in the light of the abilities and motivation of the people. The library manager should adopt suitable criteria to structure necessary programmes and activities of the library. The library activities should be divided into works and jobs and grouped and arranged to form a structure. Out of the 30 respondents interviewed in this study, 22 (73.3%) said there were established roles for library personnel in government ministries and departments; while 8 (26.7%) libraries in government ministries and departments did not have established roles for library personnel.

The researcher also sought information from respondents who stated that there were no established roles for library personnel to provide reasons as to why, and the following reasons were provided:

Librarians in government ministries and departments performed all roles because of lack of adequate qualified library staff to share roles with. Some libraries had inadequate qualified staff. Inadequate qualified library personnel made it difficult for roles to

be shared. Some libraries had one library personnel who was supposed to perform all library roles. What this meant was that some library roles were likely to be ignored and some would not effectively and sufficiently be executed by one library personnel.

Lack of clear work plan for libraries was presented as another reason why there were no established roles for each library personnel in government ministries and departments. Ideally, library roles are supposed to be drawn from a library plan. Some libraries did not have developed work plans from which each library member would be assigned roles on daily basis.

4.7.1 Linkage of established roles of library staff to customers' needs

Data on the linkage of established roles of library personnel to customers' needs were collected because established roles for librarians in the library set up was geared towards achieving library goal of effective service delivery to customers. The researcher sought to know from respondents whether the established roles of each library personnel were linked to customers' needs. Out of the 30 respondents interviewed in this study, 17 (56.7%) indicated that established roles of each library personnel in libraries in government ministries and departments were linked to customers' needs; while 43.3% indicated that the roles of each library personnel were not linked to customers' needs.

The researcher also collected data on how the established roles of library personnel were linked to customers' needs. The following information was provided by 17, (56.7%) respondents interviewed:

- i. Direct contact with the library users through lending and borrowing services at the front desk
- ii. Provision of services to customers at circulation desk or counter; and provision of reference materials
- iii. Provision of selective dissemination of information to high ranking officers
- iv. Provision of user education services and creation of current awareness
- v. Selection and requisition of information materials as per the needs of customers, processing of information for ease retrieval and access as way of saving the customers' time

4.7.2 Structured activities and programmes of libraries

Data were collected on structured activities and programmes of libraries in government ministries and departments. Organizing libraries by specifying job responsibilities, grouping jobs into work units, marshaling and allocating resources and creating conditions so that people and things work together to achieve maximum success was a crucial component of management. To get the best management results in the library set up requires a library to be divided into desirable sections/units. Out of the 30 respondents interviewed in this study, 16 (53.3%) said that libraries had structured activities and programmes; while 46.7% said that libraries in government ministries and departments had no structured activities and programmes.

Data were also collected from respondents who indicated that their libraries had structured activities and programmes to describe them. The following were presented by respondents interviewed as structured activities and programmes of libraries:

- a) Acquisition section was a crucial section concerned with the sourcing, ordering and purchasing of information materials. Acquisition section was supposed to receive requests from library customers and link them up to the sources of the information with the sole aim of procuring the needed information materials through various ways and methods. Acquisition librarian should be well versed with issues to do with acquisition of information materials by involving users fully.

- b) Circulation section was an equally essential activity within the library set up. Circulation desk was considered as the core of activities in the library. Many library users deal with library staff at the circulation section in one way or the other. The service rendered at this section affects the perception of the library clients. Therefore, the treatment of the clients by the library staff at the circulation desk would greatly affect the public image of the library. Circulation section conduct functions like: Vigilance at entrance and exit; registration of members, renewal and withdraw of membership; issue, return and renewal of books; reservation of books; issues related to lost books or books damaged by users; charging of over dues; issue of reminders for overdue books; maintenance of records; maintenance of statistics; interlibrary loan among others.

- c) Research projects section is another section found in most of libraries in government ministries and departments where reports and research findings are stored for staff and public reference. The government holds many research findings funded by the government and other interested bodies. Research project section stores various research finding in different areas and topics for reference.
- d) Monographic section handles papers or books, or other work concerned with a single subject or aspect of a subject. Libraries in government ministries and departments store monographic literature on different topics and areas that contain single subject content-wise that are useful to library users. This particular activity within libraries in government ministries and departments offered a crucial service in providing quick information that was single based subject.
- e) Online information section was the provided alternative source of information. Some libraries provided internet services to their clients to assist them access information materials online. The internet is linked to World Wide Websites which are rich in information posted and accessed on line. It was another library activity that provided essential source of information to users of libraries in government ministries. This service was important because it provided alternative source of information to subsidize the limited resource allocation from treasury.
- f) Processing of accessioned information materials was yet another library activity undertaken by libraries in government ministries and departments. Processing of procured information materials entails classification, accessioning and catalo-

guing of information. Tasks involved in processing of information materials included stamping, tagging, date labeling, pocket fixing followed by classification, cataloguing and filing of catalogue cards. All these tasks enhance efficient storage and retrieval of information materials by library users.

- g) Photocopying and binding was an important activity conducted in libraries. Some libraries in government ministries and departments provide photocopying services to limited extent for academic and research reasons. Photocopying service enable library clients access information that is scarce and not easily available. Binding is equally important service offered by libraries in government ministries.

Data were collected from respondents asked why there were no structured activities and programmes in some libraries in government ministries and departments. The following reasons were provided:

- a) Lack of interest in libraries by policy makers. The reasons for this that libraries are not income generating sections or departments. Libraries in government ministries and departments are among those sections/departments that do not generate income. The fact that libraries did not generate income, less attention and focus was given to them by the policy makers. Instead, much attention was directed to those sections and departments that generate income.
- b) Some libraries were not in line with the goals and objectives of their parent ministries and departments. Library activities are supposed to be planned and im-

plemented to meet the needs of the parent organization. Some libraries were set up rather haphazardly by their parent ministries and departments and this affected their activities.

- c) Some libraries were small and less busy and because of this, their managers saw no reason dividing library activities. Activities of these libraries were carried out by one or by two personnel because not many clients visited these libraries. Some of these libraries were small just because they were not given due support by the policy makers.
- d) Most libraries in government ministries and departments are underfunded and understaffed. Lack of adequate funding of libraries was associated with many reasons but the major among them was failure to involve managers of these libraries in the planning and budgeting process. Funding of many libraries in government ministries was arbitrarily done. Most of them did not have an independent item within the main budget. Given this financial scenario, it was difficult to put in place proper structures of library activities. Lack of adequate and qualified personnel also affected proper implementation of library structures because library structures called for adequate qualified staff.
- e) Failure to fully involve library managers in the planning process affected the structured activities of libraries in government ministries and departments. Activities of some libraries were planned by other departments and not library managers. This made it difficult for librarians to plan for proper structures in some libraries.

Cases were mentioned where libraries in government ministries and departments were managed by staff without basic training in library or information management. This contributed to the failure by some libraries to put in place structured activities because some non-trained personnel would not understand and implement the concept.

4.8 Leading

Leading function involves arranging and structuring work to accomplish organizational goals. Leading means creating a vision for the organization and guiding, training, coaching, and motivating others to work effectively to achieve the organization's goals and objectives. Data were collected on leading because leading as a management function applies to libraries as well. In the library environment, leading is about functions that involve efforts on the part of the library managers to stimulate high performance by library personnel. It entails influencing people so that they contribute to organization and group goals. The researcher collected data to establish whether there was high self-esteem among library personnel. Out of the 30 respondents interviewed in this study, 14 (46.7%) said that library personnel in government ministries and departments had self-esteem while 53.3% said the personnel had low self-esteem.

Data were also collected from respondents interviewed on why there was low self-esteem among the library staff in government ministries and departments. The following reasons were provided:

- a) Staff working in libraries in government ministries and departments had low self-esteem because they were demoralized by poor remuneration. Remunera-

tions for library personnel as compared to other professionals in the government were considered poor.

- b) Libraries in government ministries and departments were considered by policy makers as support service and not core as compared to other departments/sections within the government. Because of this perception, there was lack of appreciation of the role libraries play by the policy makers. Lack of support and appreciation of the role of the libraries by the policy makers contributed to frustrations and low esteem among library staff.
- c) Lack of upward mobility leading to stagnation in one job group for many years to the extent that subsequent upgrading or promotion did not make any meaning, was also considered as a factor which contributed to low self esteem among library personnel in government ministries and departments. Upward mobility for library staff was hard to come by and whenever it came about, it did not make sense to the officers because it had been overtaken by many events.
- d) Professional librarians working in government ministries and departments were not regarded highly and given due respect like other professionals such as engineers and accountants. Unlike other professionals, entry point for professional librarians in terms of salary was on the low grade. While upward mobility for other professionals was clearly determined and automatic after serving for certain period of time, the case with librarians was different. Failure by the policy makers to recognize librarians as professionals just like engineers, accountants,

among others, contributed to low esteem among library personnel in government ministries and departments.

- e) Furthermore, failure to involve library managers in key policy issues that touched on library activities contributed to the death of self esteem among library personnel. Library managers in most libraries in government ministries and departments were not involved in the decision making that affected libraries. Most of the decisions made on were arbitrarily made without consulting or involving library managers. This tended to affect self esteem of library personnel.

Poor Scheme of Service for librarians was presented as another reason for lack of self esteem among library staff in government ministries and departments. The Scheme of Service for Librarians was said to be poor because of the following reasons:

- i. The scheme of service for librarians in government ministries created disharmony between degree holders and diploma holders because it failed to provide for a mechanism where the diploma holder would progress to the level of a director or higher.
- ii. Requirements for some posts were not relevant. For example, the requirement that one must have passed mathematics in order to work as a librarian, yet one only required elementary knowledge in mathematics to perform library work.
- iii. Technical requirements for one to be library manager as provided for in the Scheme of Service was misplaced and uncalled for because library managers were supposed to perform higher administrative duties like policy direction, planning, among others.

- iv. The Scheme of Service for librarians did not cater for people working as librarians without basic training in library information science.
- v. The scheme of service had implementation problems. It proposed for an upgrading of librarians to the next grade, subject to suitability test. This requirement was considered punitive and wanting and contributed to low esteem.

Bad government budgetary system contributed to the low self-esteem among librarians. Government budgetary system was not all inclusive and this led to inadequate allocation of funds for libraries in government ministries and departments. Library managers were not involved in budgeting process, and since they were not involved in the budgeting of libraries, allocation of funds was done arbitrarily leading to frustrations among library personnel.

Deviation of library budgetary allocation to non-library tasks contributed to the low esteem of library personnel. Funds meant for libraries in government ministries and departments were diverted to other activities unrelated to library without consulting library managers. This also frustrated library managers in government ministries and departments. This was due to failure by policy makers to appreciate the role libraries played in the government.

4.8.1 Motivation of library staff

Data on the level of motivation among library personnel in government ministries and departments were collected. This is because a motivated staff will embrace library activities and work in order to achieve goals and objectives of libraries. The researcher

was also aware that performance is effectively and strongly linked to motivational issues. The researcher interviewed respondents on whether the library personnel in government ministries and departments were motivated. Out of the 30 respondents interviewed in this study, 14 (46.7%) said that library personnel were motivated; while 53.3% said they were not motivated. Asked why library personnel were not motivated, the following reasons were provided:

Library personnel were not motivated because of inadequate training opportunities in government ministries and departments. Insufficient training opportunities was associated with lack of clear guidelines on the training and re-training of civil servants which created room for abuse because some officers were trained more than once while others had no training opportunity at all. Training opportunities in government ministries were also biased towards group training as opposed to individual training which developed an individual. All these contributed to lack of motivation among library personnel in government ministries and departments.

Unlike other departments and sections within government ministries and departments, there was lack of necessary support from the policy makers because library activities were not considered core functions within the establishment. This contributed to lack of motivation among library personnel because of lack of appreciation for library work.

The shortage of staff which led to heavy workloads further contributed to lack of motivation amongst librarians in government ministries and departments. There was shortage of qualified library personnel because the government had not employed librarians

for a long period of time due to employment embargo imposed by the World Bank and International Monetary Fund (IMF). The employment embargo had affected many libraries in government ministries and department leading to heavy workload which did not correspond to compensation. This state of affair contributed to lack of motivation among library staff.

Additionally, failure to incorporate librarians in sectional and departmental committees contributed to lack of motivation among library personnel in government ministries and departments. Decisions on policy issues were discussed by ministerial and departmental committees where librarians were not represented. Issues on libraries were discussed by these committees and decisions reached without the library managers' input.

Library staff in government ministries and departments were not motivated due to poor working conditions. Working conditions for most of the libraries in government ministries and departments were not conducive. Some libraries were located in tiny rooms with poor ventilation, others were situated on roof tops which discouraged users from visiting, and yet others had bad looking furniture. Shortage of basic furniture like comfortable chairs and tables, among others, was common.

What is more, lack of essential equipment like computers to boost the efficiency in service delivery coupled with lack of appreciation for internet resources as an alternate source of information contributed to low motivation among library personnel in government ministries and departments. Computer application in library service and man-

agement is essential in enhancing efficiency in the service delivery; yet the equipment was not adequately provided in libraries in government ministries and departments.

Inadequate funding which hindered effective service delivery also contributed to low of motivation among library personnel. Libraries in government ministries and departments were insufficiently funded. Insufficient funding of libraries was associated with many reasons but key among them was the failure by relevant authorities to recognize and appreciate the role of libraries in government ministries and departments and failure to involve library managers in the budgetary process. Because funding of libraries in government ministries and department was inadequate, service delivery was affected leading to frustrations and low motivation.

Stagnation in one job group of library staff in government ministries and departments for a long period of time contributed to low of motivation. There was no clear direction on upward mobility in the scheme of service for librarians unlike other professionals. This is what led to stagnation in one job group for many years to the extent that subsequent promotions or upgrading did not make any meaning to library personnel.

4.8.2 Terms and conditions of service for library staff

Data on terms and conditions of service for library staff were collected because the two factors directly contribute to the motivational levels of staff. The facts also contribute to improved performance and service delivery and level of commitment by the library

staff. The researcher sought to know from respondents interviewed their feeling on terms and conditions of service. The following observations were gathered:

- i. The revision of scheme of service which promoted most of the librarians to higher job groups is considered motivational. However, there is still need to revise the scheme of service because it is considered not feasible in its current state and did not take into account performance based reward/sanctions in relation to the number of years an officer had served. Further, it did not consider issues like ability to manage by objectives;
- ii. The creation of the directorate to take care of the interests of librarians in government ministries and departments is seen as positive gesture because the department would articulate issues pertaining to terms and conditions of service for library personnel in government ministries and departments;
- iii. Terms and conditions of service for librarians working in government ministries and departments need to be reviewed and improved regularly;
- iv. Librarians are still under established since they are not ranked equally with other professionals and job scales for librarians are way below those of other professionals in the civil service set up. These disparities are considered as a demoralizing;
- v. The rate of upward mobility is not only far low but also unpredictable;
- vi. Library working environment in government ministries and departments is not conducive and inhabitable;

- vii. Librarians should be paid extra special duty allowances to encourage them to provide information services during odd hours like over lunch time.

4.8.3 The library working environment

Data were collected from respondents to establish whether the library working environment was conducive. This is so because working environment contributes to better performance. Out of the 30 respondents interviewed in this study, 14 (46.7%) considered working environment in libraries in government ministries and departments conducive; while 53.3 % felt it was not.

4.8.4 Leadership role of librarians

Data were also collected from managers of libraries in government ministries and departments on how they lead their staff into achieving the goals and objectives of the libraries and those of their parent organizations. This is important since leading means creating a vision for the organization and guiding, training, coaching, and motivating others to work effectively to achieve the organization's goals and objectives. It is the responsibility of a library manager to create and maintain an environment in a library to enable library personnel to work together as a team in order to achieve the mission and common goal. Out of 30 respondents interviewed in this study, 9 (30%) had no idea on how they could lead their staff in achieving goals and objectives of their library and those of parent organizations; while 30 (70%) respondents provided the following, as ways on how they led their library personnel into achieving goals and objectives of their libraries and parent organizations:

- i. through constant consultations on all aspects of library activities to help the team to achieve library goals and objectives;
- ii. by involving library staff in the planning of individual and library targets by making suggestions and critiquing the library processes;
- iii. through provision of professional direction and encouraging of open door policy where ideas and suggestions are received and accepted;
- iv. by encouraging team work;
- v. by ensuring that library customers are satisfied with services provided;
- vi. setting up what to be accomplished in a calendar year and coming up with clear job description for each library staff;
- vii. mobilizing required resources and coordinating library activities to achieve the set goals;
- viii. providing of training opportunities for library personnel where there are gaps;
- ix. drawing up a work schedules and creating of individual work plans for each and every personnel. The individual work plans are based on ministry's and department's objectives;
- x. by holding regular consultation meetings where goals and objectives are decided.

4.8.5 Challenges and problems facing libraries

Data were collected on challenges and problems facing libraries in government ministries and departments in Nairobi because sound management flourishes where there is minimal or no problems or challenges. Out of the 30 respondents interviewed in this

study, 29 (96.7%) said that libraries faced problems and challenges; whereas 3.3 % could not find any challenge or problem faced by libraries in government ministries.

Respondents cited the following as challenges and problems facing the libraries:

- a) Inadequate qualified library staff was identified as one of the challenges faced by libraries in government ministries and departments. The libraries were experiencing shortage of qualified librarians because for many years the Government had never employed trained librarians since employment embargo had been imposed by the World Bank and International Monetary Fund (IMF). This was considered a challenge because there was no enough qualified staff to carry out library activities effectively.
- b) Low motivation and low self esteem among some library staff led to lack of passion for their profession. Lack of upward mobility opportunities led to many years of stagnation in the same job group due to a static Scheme of Service for librarians and library assistants, among other reasons, also caused low self esteem and the dearth of passion for the profession. Poor remuneration and un-conducive working conditions replete with uncertainty due to unclear guidelines on upward mobility also contributed to demoralization. Cases of librarians stagnating in one job group for more than ten years were rampant to the extent that even if a promotion was given, not much positive impact was felt.
- c) Inadequate funding for library needs was regarded as challenge. Funds allocated for libraries in government ministries and departments were not enough to meet the library needs. Many reasons were cited why there was inadequate funding.

Among them was that the policy makers did not appreciate the role libraries played in government ministries and departments. Failure to involve library managers in the budgeting processes also contributed to inadequate funding of libraries. Lack of budgetary allocation for libraries in the parent ministry or departmental budget further contributed to inadequate allocation of funds for libraries activities.

- d) Library funds in some ministries and departments were diverted non-library tasks activities. Library funds were normally targets whenever there was a shortage of funds in departments and ministries. This is because policy makers considered library function as not core, yet library service in any organization was crucial in the provision of information. Diversion of library funds to non-library activities by policy makers caused a hindrance in the development of libraries in government ministries and departments.
- e) Ever changing information needs of library clientele was regarded as a challenge by respondents interviewed in this study. The needs of library clients in government ministries and departments had kept changing due to challenges encountered during their execution of duties. The constant change of needs by library clients called for more funds, qualified staff and enough equipment to meet these needs, but yet again libraries received inadequate funding.
- f) Keeping pace with rapidly changing information technology was a challenge to libraries in government ministries. Provision of information in the contemporary world has embraced community technology in enhancement of information dis-

semination. However, relevant authorities are yet to embrace of community technology in libraries in government ministries and departments. There was lack of human capacity to fully embrace community technology. Insufficient funds and the shortage of necessary equipment coupled with lack of human capacity had impacted negatively on effective application of information community technology in libraries in government ministries and departments.

- g) Failure to digitize information to facilitate access and sharing information was considered a challenge to libraries in government ministries and departments. The policy makers are not eager to allocate funds to train library personnel to enable them to create e-libraries in order to boost the sharing and access of information resources. Libraries in government ministries and departments have neither system librarians nor funds to introduce e-libraries.
- h) Both inefficient to establishment of library facilities and lack of basic and essentials equipment and tools of trade was another management challenge libraries in government ministries and departments face. Insufficient library space was yet another problem faced by libraries in ministries and departments. Space allocated to some libraries in government ministries and departments was not enough to accommodate information materials, equipment, clients and library personnel. Some libraries did not even have enough furniture such as chairs and tables for clients and library personnel. Lack of these facilities has hindered effective service delivery.

- i) The shortage of electronic library management systems in libraries in government ministries and departments was another handicap. In the contemporary world, automation of libraries has enhanced administration and management of information and delivery of services to clients. Nearly all libraries in government ministries have not been automated. In the absence of this facility, there is a problem in managing information efficiently; and effectively, therefore conducting accurate library statistics is hard; and producing library report; is slow and cumbersome.

- j) Location of libraries in a non-conducive environment was another obstacle faced by libraries in government ministries and departments. In essence, the location of a library in many cases determines access to information. Yet some libraries in government ministries and departments were located in areas which deter users from visiting them. Some libraries are located on rooftops without any sign indicating their direction; some were located in basement areas without enough or no natural light and the rooms were cold inside. Other libraries some were located in tiny corners.

- k) Disjointed legal framework necessitated by unclear policy and guidelines was cited as one of the problems affecting library management in government ministries and departments. Library policy provides clear direction on the position of libraries in the organization. Subsequently, in a broader perspective, library policy provides, among other things, guidelines on the library administration and

development in a country. In the absence of a library policy in the country, confusion and lack of clear direction on the development of libraries tend to reign.

- l) Lack of appreciation by the policy makers of the role libraries play in government ministries and departments was itself a hindrance. Not recognizing libraries as core functions of government ministries and departments and the absence of good will impacted on libraries negatively. Unlike other departments within government ministries and departments, libraries were considered as non-core and this has a negative implication on them. Top among the negative implications to libraries was inadequate allocation of funds, lack of necessary support, the exclusion of the library items from the main budget of ministries and deviation of library funds to other activities perceived as more important.
- m) Lack of library allocation in the main budget and the failure to involve library managers in the budgeting process was also considered a problem. Nearly all libraries in government ministries and departments were funded through a sub vote within the main votes of the budgets. This showed how libraries were rated within government ministries and departments and this precipitated inadequate allocation of funds.
- n) Lack of control of library budget by library managers was a problem as well. Nearly all libraries votes in government ministries and departments were not controlled by library managers and this led to the deviation of library funds to non-library activities. Again, this affected proper planning of libraries in government ministries and departments.

- o) Procurement bureaucracies which tend to frustrate the acquisition of information resources was mentioned as another problem affecting management of libraries. Procurement procedures in government ministries were so slow, so tedious that by the time payment of procurement of information materials was made, most or all needed information materials were out of stock or market. Procurement of information materials was also frustrated not only due to bureaucratic reasons, but also, because library function was considered not core business in many ministries and departments. Since the library was not regarded as core by policy makers in government ministries and departments, unnecessary and intentional delays were employed deviated funds into non- library functions.
- p) Inadequate training opportunities for library personnel on the emerging issues seriously affected management of libraries in government ministries and department. There were many emerging issues on library information and management which library managers should have known. Library managers in government ministries were not provided with opportunities to keep themselves abreast regularly of emerging issues in information management.
- q) The arbitrary purchasing of library materials by procurement personnel and other officers without prior consultation or knowledge of librarians was a problem. There were cases where information materials were purchased by procurement officers in conjunction with other non librarians and handover to library manag-

ers for use. The arbitrary purchasing was not planned for and lacked focus leading, to procurement of irrelevant information materials could not be used.

- r) Uneven allocation of funds to libraries in government ministries and departments was another challenge. Some libraries in government ministries and departments were allocated more funds by the treasury than others and yet all libraries played same roles. This led to inadequate funds to adequately meet needs of library clients.

Respondents interviewed were asked by the researcher to suggest possible ways to overcome or solve these challenges and problems. The following suggestions were made:

- a) There was need to establish a well coordinated library policy within the government. The government should come up with a policy on the development and running of libraries in government ministries and departments. The government should also create a policy implementation organ that would undertake and implement issues in government ministries and departments. Issues to do with funding of libraries, staffing, and remuneration should be handled by policy implementation organ within the government.
- b) There is need for the policy makers in government ministries and departments to appreciate the role libraries play in socio-economic development of the country by adequately addressing problems bedeviling the libraries. The department in charge of the administration of the scheme of service for librarians in the gov-

ernment should sensitize policy makers in government ministries and departments on the importance and the role of libraries in socio-economic development; with the objective of supporting these libraries.

- c) The government should enhance capacity development of personnel by training and re-training librarians especially on emerging issues touching on their profession to equip them with relevant skills to enable them to provide effective and efficient services to their clients. There was also an urgent need to employ qualified librarians in order to fill the existing gaps in the profession.
- d) Libraries in government ministries and departments should be placed on the same footing as other government departments. Just like other departments in government ministries, libraries should be represented by library managers in all ministerial and departmental committees to enable these managers to articulate library affairs and create awareness on the role of libraries in government organizations.
- e) The government should create more space within the government set up for libraries. Libraries within government ministries and departments should be located in accessible and conducive areas. Also they should have ample space to accommodate clients, equipment and library staff. They should be located in places they can easily be accessed by everyone including the physically challenged persons.

- f) The government should provide libraries modern equipment and improve infrastructure to foster service delivery. Libraries should be provided with adequate tables and chairs to make clients comfortable as they access information.
- g) All libraries in government ministries and departments should be automated through the introduction of electronic library management system to enhance efficiency in service delivery. In the contemporary world, automation of libraries has been embraced because of the accruing benefits like quick production of library reports, quick and enhanced service delivery among other benefits.
- h) Funds allocated to the library should not be used for activities which are not related to library tasks. Library managers should be given Authority to Incur Expenses (AIE) to ensure that funds allocated for library functions were used for that purpose. Some librarians did not even know the amount of money, if any, was allocated to the library. This made planning for the library activities difficult and challenging.
- i) There is need for the government to introduce ministerial library committees to handle matters that affected libraries in government ministries and departments. Library managers should be members of ministerial and departmental library committees to be created.

4.9. Controlling

Controlling is central and the heart of the management system because it provides the feedback necessary for managers to adjust to any deviations from plans. Controlling in a library situation is determining whether the library as an organization was progressing toward its goals and objectives, and taking corrective action if it was not. The researcher collected data from respondents on whether libraries in government ministries and departments evaluated library performance. Out of the 30 respondents interviewed in this study, 26 (86.7%) said that they evaluated their library performance; while 13.3 % said they did not evaluate their performance. Data were also collected from respondents to show how libraries evaluated their performance and how often it was done. The following responses were noted:

- i. through quarterly evaluations of library services
- ii. by carrying out user satisfaction surveys by use of questionnaires on yearly basis
- iii. through assessment of users' feedbacks
- iv. through assessment on the number of compliments and complaints received in a particular period

On why library performance evaluation was not done, the following reasons were provided:

- a) Some libraries were considered too small and less busy to deserve an evaluation. Here the assumption was that small libraries did not qualify for performance evaluation. This could be a fallacy because all sections or departments within the government should be evaluated no matter their size.

- b) Evaluation of the performance of libraries in government ministries by library managers has not been considered as an important exercise. This could be due to lack of information about the idea. Due to either ignorance or lack of seriousness on their work, some library managers have never considered evaluation of libraries in government ministries.
- c) In situations where a library had one staff member, as it is sometimes the case, evaluation of the library's performance was considered not necessary since it was viewed as a one man show. This was given as the reason why evaluation of performance was not carried out by these libraries.

4.10 Communication

Communication is the sharing of information between two or more individuals or groups to reach a common understanding. Data were collected on communication because good communication increases the chances for organizational success by linking the management functions with the achievement of goals such as increased efficiency, quality responsiveness to customers and innovation. The staff needs to communicate problems and suggestions of solutions to their superiors, and members of their team need to share their ideas for purposes of improving their work. Good communication can also assist in increasing responsiveness to customers. Data were collected on whether libraries in government ministries and departments had an established way or method of communicating with their staff. Out of the 30 respondents interviewed in this study, 27 (90%) said that their libraries had established ways/methods of communicat-

ing with their staff; while, 3 (10 %) did not have established ways/methods of communicating with the staff. Respondents said that libraries had established ways/methods of communicating with their staff through the methods:

- a) Libraries in government ministries and departments that had established ways/methods of communicating with their staff did it through written communication like, internal memorandums, e-mails and reports. Internal memorandums as a way of communication within an organization was an effective way of sending and receiving messages because it reached as many people as possible especially those who shared common interests; while, e-mails had proved effective means of communication between individual and individual. Reports provided information on the past events in summary and concise forms.
- b) Verbal communication was also used as established ways/methods of communicating with staff in libraries in government ministries and departments. Staff would widely consult on an issue using verbal communications before making a decision affecting them as a team.
- c) Communication by use of telephones was used to communicate with staff. Telephoning the staff was effective because the message could be received directly and instantly. What is more, telephone calls were effective because they provided room for clarification whenever the message was not clear.
- d) Communication in some libraries flowed both from top to bottom and bottom to top approach. This type of approach in communication ensured that there was

feedback from both sides for better message comprehension. This mode of communication took place where the top management communicate to the lower cadre who in turn reply to the top management.

- e) Communicating freely, with no regard to the position/rank held by staff, was considered a method of communication in some libraries in government ministries and departments. This encouraged harmony across all ranks within the establishment, and this boosted respect.
- f) Meetings and notices were the mode of communication in some libraries in government ministries and departments. Meetings brought people together to share views. In meetings staff could communicate directly to one another and everyone is heard. Resolutions passed in meetings were normally binding. Notices posted at strategic points for everyone within the organizations to read were another method of communication among staff.

The researcher asked the respondents interviewed and who said that their libraries did not have established methods or ways of communicating with staff how they communicated their library policies and other issues to their staff. The following responses were presented:

Respondents observed that in libraries with few personnel and where there were no established methods of communication, a word of mouth was considered appropriate. It goes without saying that there was no communication in cases where there was only one person working in the library. Some libraries had only one staff.

4.10.1 Ways of communicating to library clients

The researcher attempted to establish whether libraries in government ministries and departments had any ways of communicating with their clients. Out of the 30 respondents interviewed, 28 (93.3%) observed that libraries had ways of communicating with their clients; while 2 (2 %) said libraries staff did not have any way of communicating with their clients. Asked to indicate the strategies used by their libraries to communicate with their clients, the following information was provided:

- i. Through e-mails
- ii. Telephone land line calls
- iii. Through memorandums and notice boards
- iv. By use of mobile phones
- v. By word of mouth
- vi. Through news bulletins and
- vii. Ministry web site

4.10.2 Established communication with parent organization

The researcher endeavoured to establish the procedures used by libraries in government ministries and departments to communicate with parent organizations. Out of the 30 respondents interviewed in this study, 26 (86.7%) libraries had established communication procedures with their parent organizations; while 13.3 % did not have. For those that had, data were collected on what procedures the libraries used in communicating with their parent organizations. The following information was provided:

- i. Libraries in government ministries and departments communicated with their parent organization via memorandums. Library activities in government ministries and departments were therefore communicated to parent ministries and departments through memos.
- ii. Communication between libraries and their parent organizations was also done by use of telephones. Library managers used telephone calls to communicate library issues with their parent organizations.
- iii. Some libraries in government ministries used meetings as forum to communicate to their parent organizations. Library managers would hold meetings with policy makers within parent organization where library issues would be discussed and resolved. Communication from both the library and parent organization was made through such meetings.
- iv. Notices were another mode of communication used to convey messages between some libraries and their parent organizations within the government. Notices originated from either the library or parent organization.
- v. In addition to the above, letters were also another means of communication between libraries and their parent organizations. A library would communicate to the parent organization any issue by the use of a letter, and the parent organization would respond by the same means.

4.11 Issues of policy relating to libraries in government ministries and departments

The researcher collected data from policy/decision makers in government ministries and departments because their decisions affect the management of libraries. Views of policy/decision makers concerning funding of libraries, training and staffing of librarians in government ministries and departments provided the researcher with information on how libraries were perceived by the top management of the government. A total of 28 out of 33 (84.8%) targeted policy/decision makers were interviewed on issues of policy relating to libraries in government ministries and departments.

4.11.1 Funding of libraries

Data on funding of libraries were collected because funding is crucial in management of libraries in government ministries. Data on whether libraries in government ministries and departments had their own budget votes in the government estimates were collected. Out of 28 respondents interviewed in this study, 53.6% indicated that libraries in government ministries and departments had budget allocations in government annual estimates; while 46.4 % said their libraries did not have budget items in annual government estimates. Asked what budget allocation accommodated their libraries, the respondents provided the information below:

- i. General administration and planning sub vote
- ii. Information materials sub vote
- iii. Education and library services sub vote
- iv. Specialized materials and supplies sub vote
- v. Printing, advertising and information supplies and sciences sub vote

- vi. Administration budget
- vii. Printing, advertizing and information supply services and
- viii. Library needs are funded by money sourced from other sections and departments

Information was sought from policy makers on the adequacy of funds made available to libraries in government service. Out of the 28 respondents interviewed, 3 (10.7%) considered funding of libraries in government ministries as adequate; while 25 89.3 % considered funding of libraries in government ministries and departments inadequate. The following reasons were provided in support of their position:

- a) Some policy makers/decision makers considered funding of Libraries adequate because according to them, some libraries were not very big and therefore did not deserve much money. Therefore more funds were allocated to departments that were considered as large in size and offering essential services.
- b) According to some policy/decision makers, their libraries had few customers and therefore, did not qualify for more funds. Policy/decision makers in government ministries saw no need for allocating more funds to libraries because some of these libraries had few clients.
- c) Since some library budgets catered adequately for all purchases needed, there was no reason for more funds for libraries in government ministries and departments. According to some policy/decision makers, library budgets catered for all library needs adequately and therefore there was no need for additional funding.

The following information was provided by some policy/decision makers as reasons why they considered funding of libraries inadequate:

- a) Libraries played a significant role in the provision of information crucial in achieving organizational goals and objectives; contrary to the perceived view that libraries were non-core. More funding for libraries in government ministries enable libraries to continue playing their crucial roles in acquisition, processing and disseminating of information.
- b) Demand for information had increased whereas funds allocated for libraries in government ministries and departments remained almost static. Information needed by library customers was increasing with time and this called for more funding to meet these needs.
- c) There was need to provide adequate funds for libraries in government ministries and departments because the cost of information materials like scientific journals and technical books has been sky rocketing. With adequate provision of funds for libraries, subscriptions to a wide variety of journals and purchase of other information materials would be possible.
- d) More funding for libraries will enable them to procure and modernize library equipment and facilities. Libraries in government ministries and departments had inadequate equipment and facilities to enhance efficiency in service delivery and to create a conducive working environment.

- e) Adequate funding for libraries was necessary to expand library buildings and create spacious rooms to accommodate more customers and to make libraries attractive especially in newly created districts. Spacious library buildings with comfortable chairs and tables among other equipment and facilities would make these libraries attractive to clients.
- f) Adequate funding for libraries was necessary because the little that was allocated for them was in most cases erroneously diverted to other non-library activities.
- g) Funding for libraries seemed to have stagnated for many years because librarians were never involved in the budgetary process. Because librarians were never involved in budget preparation, funds were allocated arbitrarily without any justification.
- h) The vote or sub-vote in the budget for libraries in the main budget of ministry or department was not specifically meant to benefit library services because the vote/sub-vote was subordinate to the main vote and this attracted less funds which were used for activities not related to library and hence the justification for more allocation of funds to these libraries.
- i) The creation of coalition government in Kenya led to the creation of some new libraries which needed more funds for equipment and information materials. More funds were needed to make newly created libraries in new ministries viable and effective in playing their roles.

- j) Lack of clear policy on management of libraries in government ministries and departments contributed to lack of adequate funds for libraries. In the absence of a library policy in the country, funding of libraries would remain insufficient.

Information was sought from policy/decision makers on whether library managers were involved in the budgeting of libraries, because library managers should participate in the budgeting process in order to take care of all anticipated library activities within a given financial year. Out of the 28 respondents interviewed, 13 (46.5%) said that library managers were involved in the budgeting for libraries in government ministries and departments; while, 16 (53.3%) said library managers were not involved in the budgeting for libraries.

4.11.2 Staffing of libraries

Information was sought on staffing because staffing is a policy issue and the level of staffing is determined by the policy/decision makers and had a bearing in the management of libraries in government ministries and departments. Data were collected from respondents interviewed on whether the staff in libraries in government ministries and departments were adequate. Out of the 28 respondents interviewed, 21.4% said that staff in their libraries were adequate; while 78.6 % said they were inadequate.

Asked why they considered the number of their staff to be inadequate, the respondents provided the following reasons:

- a) The failure of the Scheme of Service administrator (Ministry of State for National Heritage and Culture) to carry out a comprehensive survey to find out the missing gaps and recruit accordingly, contributed to the shortage of library personnel. Ministries and departments which did not have library personnel would not plan and recruit librarians because administration of the Scheme of Service for Librarians was in Ministry of State for National Heritage and Culture.
- b) Inadequate provisions of positions of librarians in the past had contributed to scarcity of librarians in government ministries and departments. Positions for librarians in many ministries and departments were inadequate because of limited establishments which is as result of the perception by many policy makers within the Government that library function was not core activity.
- c) Lack of understanding of the role libraries play in the civil services contributed to shortage of librarians in government ministries and departments. Library service compared with other functions within government ministries and departments were considered secondary, not core and no efforts therefore were made to hire librarians.

The researcher also collected data on how recruitment of librarians was done in government ministries and departments. Respondents interviewed said that library personnel ranging from job group 'H' and above were recruited by Public Service Commis-

sion of Kenya, in conjunction with respective ministries and the administrator of the scheme of service. Those under job group 'H' were employed by Permanent Secretaries with the authority of the Public Service Commission of Kenya.

Data were collected on whether library managers were trained librarians, since sound management of libraries needed people with right qualifications in the field of Library management. Out of the 28 respondents interviewed, 20 (71.4%) said that their library managers were trained in the librarians; while 8 (28.6 %) said their library managers were not trained librarians.

4.11.3 Training of librarians

Data on training of librarians working in libraries in government ministries and departments were collected because training of personnel is supposed to be an ongoing aspect of management function especially training on the emerging issues to position the organization in the competitive environment thus offering efficient services. Training equips the staff with the needed skills to deliver services efficiently. When the study sought to know whether library staff in government ministries and departments had attended any training during the last three years, Out of the 28 respondents interviewed, 14 (50%) said that their library staff had been trained during the last three years in various fields, while 14 (50%) respondents said their staff had not attended any training for the last three years. When the study inquired why some library staff had not attended any training for the last three years, the following reasons were given:

Government funding was skewed in favour of high cadre officers. Whenever training opportunities occurred in government ministries and departments, priorities went to high cadre officers at the expense of the lower cadre staff. Since funds for training were always inadequate, library staff were left out of the training priority list.

Some ministries and departments had no qualified librarians, yet Most of training opportunities in government ministries and departments were geared towards improving skills already acquired. Since some personnel working in libraries were not qualified librarians, they missed out.

Many librarians did not attend training because of inadequate funding. Funds allocated for the training function was not enough for the entire staff within government ministries and departments. Because of this inadequacy in funding for training, opportunities for training were provided according to priority. Unfortunately, the training of librarians was not considered a priority.

Some librarians were already trained and therefore, they did not need more training. Some policy makers did not see any need for further training of librarians because they were trained in library management and any other training was considered waste resources. Moreover library function was regarded as minor.

The researcher endeavoured to establish whether there were deliberate efforts to train library personnel in emerging issues. The study established from the respondents interviewed that some government ministries had made deliberate efforts to train library personnel by prioritizing it through training projections meant to meet their training needs

while in some ministries and departments it was a requirement that training of all personnel should be continual. Some ministries and departments conducted short term training for all staff including library personnel annually. However, some ministries and departments had no plans to train library staff.

4.11.4 Perception of libraries and their future

The researcher attempted to obtain views from policy/decision makers on how they perceived the future of libraries in government ministries and departments and the management of these libraries in general. Their views reflect the type of support these libraries expect from policy makers. The following views were presented by respondents:

- a) According to policy /decision makers, libraries in government ministries and departments were necessary for education and research purposes. Management of these libraries needed considerable improvement through adequate staffing and upgrading of equipment to be in tandem with emerging technology. Libraries in government ministries and departments were short of adequately qualified personnel and this affected their work, yet these libraries ought to play a crucial and leading role in research and education:
- b) Proper management of library services was perceived to be the main activities of some ministries and departments compared to other activities. Library services in some government ministries and departments were considered crucial in the running of these organizations. Proper management of these libraries was therefore crucial in the performance of some ministries and departments.

- c) Library services in government ministries were very useful for research, information and refreshment. It was however felt that their management should be improved. Research was a key component in improving service delivery to users. Equally, libraries played a significant role in the provision of important information in ministries and departments. Sound management of these libraries was therefore of paramount importance in enhancing research activities and informed decision making.
- d) Policy/decision makers perceived libraries in government ministries and departments as lacking adequate and diverse of information materials and a conducive environment for their clients. Due to inadequate funding, some libraries in government ministries had no relevant and current information materials to attract clients to these libraries.
- e) Libraries in ministries and departments were important reference points for members of staff in particular and the public in general. Despite this, they were rarely used by staff except for those pursuing studies. Vital research findings in dissertations and other projects, among others, were rarely studied for implementation and applications many people were unaware of libraries in government ministries and departments had that knowledge.
- f) Libraries were significant to ministries and departments and with the increased academic and professional needs, libraries needed to be upgraded and greater attention paid to them to provide information that met the needs of their clients.

- g) Libraries are key establishment within the government ministries and departments, but there is a problem of management which was aggravated by the fact that control over their scheme of service was not within the parent ministries or departments. Transfer of library personnel which was made without adequate consultations, was affecting management of libraries in government ministries and departments.
- h) Library staff in government ministries and departments were rarely provided with opportunities to upgrade their skills. This was because of a host of reasons and among them, was the perception that library function was not a core activity of ministries and departments. Personnel from other departments that were perceived core were give first priorities.
- i) Libraries in government ministries and departments, especially those in knowledge based organizations, were very important but financially handicapped.
- j) Libraries in government ministries and departments need to be upgraded to international standards with the improvement of their equipment and facilities, increased funding, provision of adequate and qualified personnel, improvement of working conditions of their staff and provision of training opportunities to library staff.
- k) Some libraries in some ministries and departments were located in areas which are not easily accessible and convenient for clients. Little or no funds were allo-

cated for their running maintenance. Some libraries were located on rooftops while others were located in basements.

Views on the future of libraries in government ministries and departments in Kenya were also sought from policy/decision makers because these views have a bearing on the trend of library activities within the Government. The following views were provided:

- i. The future of libraries in government ministries and departments was bleak. This calls for a re-think about their contribution towards the running of ministries and departments. The future role of libraries was not clear and the ministry and department charged with the management of these libraries in government ministries and departments was also not helping in offering solutions. The majority of these libraries had not responded positively to issues on ICT application. Sourcing for information by many library users had changed in favour of online based information, yet many libraries in government ministries and departments had not embraced ICT. So providing internet services to their clients was a mirage. Libraries were threatened by emerging trends like e-book, search engines like Google and Yahoo, among others. This calls for managers of these libraries to embrace the emerging technologies like e-library, provision of internet services among others, in order for libraries to continue to be relevant in the market.
- ii. Libraries were becoming a management tool which helps in capacity building and development in an ever changing and demanding environment. Improved management of libraries in government ministries and departments will contri-

bute to human capacity building which in turn will lead to improved service delivery in the civil service. Some libraries in government ministries provided unique information sourced from different government departments among other sources.

- iii. The future of libraries in government ministries and departments was bright due to the growing desire for more information, knowledge and training for better performance. There was an increased demand for knowledge and training within the government set up due to increased demand for improved service delivery by the public. New ideas on performance of specific duties and specialized services called for more information and training. Libraries in government ministries and departments will therefore, play a central role in providing the desired information.
- iv. The future of libraries in government ministries and departments would be vibrant if the scheme of service for librarians was made improved, proper management put in place and training in emerging issues taken seriously. Making clear the scheme of service for library staff would motivate them, putting proper management in place to ensure effective and efficient service delivery and training library staff on emerging issues would equip them with proper skills, and the future of libraries in government ministries and departments would be bright.
- v. The future of libraries in government ministries and departments would be in jeopardy unless apathy among library staff changed and the reading culture em-

braced by the public and civil servants in particular. There was obvious apathy among library staff and reading was not embraced as a culture among civil servants which contributed to lack of impact for library service.

- vi. Libraries in government ministries and departments should be stocked with relevant and current information materials in order to make an impact on the parent organizations. For library services to be visible there was need for libraries to stock relevant and current information materials. This should be done with the assistance of library clients in sourcing for information materials. Information materials stocked in libraries should meet the needs of library user at all times.

- vii. Because of the desire by the government to keep its staff abreast of new skills and knowledge in their areas of specialization, the future of libraries in government ministries and departments will be bright but demanding at the same time. The government requires civil servants to acquire new skills and knowledge in their area of specialization in order to serve the public better. The desire for more skills and knowledge will result in high demand for information and this will justify the existence of libraries in government ministries and departments in future.

4.12 Conclusion

The aim of this study was to investigate the management of libraries in government ministries and departments in Nairobi, and make suggestions on how to improve on their management and service delivery. To achieve this aim, necessary data were col-

lected through interviews with managers of libraries in government ministries and departments and policy/decision makers. Data were gathered on the management of libraries in areas which included: staffing, funding, planning, organizing, leading, controlling and communication. Data were also gathered on general issues affecting libraries, Such as, bio data of managers of libraries like gender, qualifications and working experience and, bio data of policy/decision makers.

From the findings of this study, it was established that management of libraries in government ministries was faced with various problems and most problems common to all ministries. Management problems faced by libraries in government ministries were mainly associated with shortage of qualified personnel because for many years, no effort had been made to recruit more qualified librarians and no survey had been undertaken to shortage of library staff in government ministries and departments. Funding of libraries was considered inadequate and unevenly allocated; the majority of libraries do not have an independent budgetary vote in the main ministry budget; instead, library funding was made a sub-vote within the main votes of the budget. Most of the library managers were not involved in the preparation of budgets of ministries and departments. Library managers did not have much influence on the utilization of library votes. Some library activities were not properly planned and the majority of library managers were not involved in the planning process of library activities. There were limited training opportunities on emerging issues provided for library staff and there was no proper planning for library staff. Some libraries did not have established roles for library personnel and the majority of the established roles were not linked to customers' needs. In

order to play their proper roles in government ministries and departments and to avoid being relegated from the government system in future, library management needs to embrace emerging issues like e-library, provide internet services as alternative source of information and improve the general management of libraries. Libraries in government ministries and departments have crucial roles to play in future if there was adequate staff and funds.

CHAPTER FIVE

DISCUSSIONS, CONCLUSIONS AND RECOMMENDATIONS

5.1 Introduction

This chapter presents summaries and discussions of research findings, conclusions drawn from the findings and recommendations which if implemented would go a long way to improve the performance of libraries in government ministries and departments.

5.2 Summaries of major findings

The overall objective of this study was to investigate the management of libraries in government ministries and departments in Nairobi, and make suggestions to improve their management and service delivery. This objective was achieved through the information obtained from library managers and policy/decision makers in government ministries and departments. Background information was obtained from library managers such as their bio-data, general information about the ministries and departments and libraries. Data were collected on management function as relates to libraries like staffing, funding, planning, organization, leading, controlling, communication, and problems faced by libraries in government ministries and departments. Information was also obtained from policy /decision makers of libraries in government ministries and departments on issues of policy like funding of libraries, staffing and training of librarians, how decision makers they perceived libraries in government ministries and departments and their views on the future of libraries in government ministries and departments. Presented below is a summary of the findings of the study.

It was established from the background information of this study that:

- a. Each category i.e. managers of libraries in government ministries and departments and decision/ policy makers were represented in the study: library managers presented views on issues of management of libraries and policy makers (Senior Deputy Secretaries, Deputy Secretaries, Under Secretaries and other senior designated officers responsible in making decisions on the running of libraries in government ministries and department presented their views on issues of policy.
- b. The majority of the respondents were qualified with many years of experience and were therefore capable of making reasonable comments on issues relating to libraries.

5.2.1 Overview of Research questions

The purpose of this study was to investigate the management of libraries in government ministries and departments in Nairobi. Also investigated was the perception of the decision/policy makers on libraries, their views on the future of libraries and consequently to provide recommendations on improvement of libraries. The findings related to the research questions are summarized below:

5.2.2 What management practices and activities are used in the management of libraries in government ministries and departments?

This study established that the majority of libraries in government ministries had objectives from where planning of the library activities and goals would be drawn, though many library managers were not involved in the development of library objectives. Planning of library activities was done by the majority of libraries although library managers were not involved in the planning. Some libraries had established roles for library staff. The libraries were linked to customer needs but other libraries did not have structured activities and programmes. It was also established that there was low self esteem among the library staff due to various reasons which included staff motivation. It was clear from the findings that terms and conditions of service for library staff were not attractive and the working environment was not conducive. Some library managers did not know how they could motivate their junior staff to achieve the library and parent organizations' goals. Nearly all libraries in government ministries and departments faced various management challenges and problems which appeared similar. Not all libraries in government ministries and departments evaluated their performance as a way of determining whether the libraries were achieving their goals and objectives. It was also established that not all libraries in government ministries and departments had established ways/methods of communicating with their staff. Some libraries in government ministries and departments had established communication procedures with their parent organizations. Library staff in government ministries and departments were inadequate at all levels. There was a shortage of qualified librarians in most of libraries and this affected management of these libraries. It was further established that

there were various problems that affected the management of libraries in government ministries and departments. The future of these libraries would be bright only if their management was improved, otherwise their future was likely to be oblique.

5.2.3 How are library services and activities funded in the government service?

It was established that libraries in government ministries and departments were funded by the exchequer system through the government budgetary process. Some libraries in government ministries and departments did not have a vote in the annual government estimates. All activities that were considered core in government ministries and departments were given specific votes in the main budgets, while activities considered not core were provided for in the main budget as sub-votes. Libraries in government ministries and departments which did not have votes in annual government estimates had their needs met through either sub- votes in the main budget or by sourcing for funds from different votes of the main budget of the particular ministry or department. It was also established that funding of libraries was not adequate to meet most of the library activities. Most library managers in government ministries and departments were not involved in the budgeting for their libraries and the inadequate funds allocated for library function in some government ministries and departments were deviated to other uses that were not related to library. The inadequate funding for library activities was mainly due to the failure by policy makers to acknowledge and appreciate the role libraries played in supporting their parent organizations.

5.2.4 What programmes exist for the recruitment, development and retention of library staff in government service?

It was established from respondents interviewed that recruitment of library staff, just like other civil servants, was done through an established government system which was coordinated by the Public Service Commission in conjunction with the ministries and departments.

Library staff in government ministries and departments was inadequate due to various reasons; among them was lack of coordinated effort between the administrator of the scheme of service for librarians and other ministries in the recruitment process and lack of recognition by policy/decision makers of the role library services played in the government. Training of library staff on the emerging issues was not a regular activity in many government ministries and departments. Also there were no clear guidelines on promotion of library staff which contributed to brain drain of qualified librarians to other countries in search of better working conditions. There was a high number of library staff who had left the civil service mainly due to lack of motivation and other reasons.

5.2.5 What is the perception of decision/policy makers in the government towards libraries?

It was established that libraries in government ministries and departments were perceived by policy /decision makers as essential and core to the functions of many ministries and departments, but these libraries required strong support in many ways. The management of libraries in government ministries and departments according to policy/

decision makers needs to be improved. The future of libraries in government ministries and departments might not serve their intended purpose unless apathy among library staff is changed and the reading culture embraced by the users. There was obvious apathy among library personnel in government ministries and departments due to various reasons. Reading was not embraced as a culture among officers in government ministries and departments and the public in general. This affected negatively performance of libraries. According to policy/decision makers, libraries are key establishment in government ministries and departments, but the issue with them was poor management which was aggravated by the fact that the management of their scheme of service was not the responsibility of parent ministries or departments. Transfer of library staff done without adequate consultations, was affecting management of libraries in government ministries and departments because some librarians were transferred without replacements, or it took a long period before replacements were made, leading to ineffective service delivery. With the government laying emphasis on officers acquiring new skills and knowledge in their areas of specialization, the future of libraries in government ministries and departments was likely to be bright and demanding at the same time. The government has placed a lot of emphasis on civil servants acquiring new skills and knowledge in their areas of specialty in order to serve the public better. The desire for more skills and knowledge will lead to high demand for information and this will justify the existence of libraries in government ministries and departments in the future.

5.2.6 What should be done to improve the management of libraries in government ministries and departments?

To improve the management of libraries in government ministries and departments as deduced from the study, the following should be done:

The hiring and retaining of library staff should be improved by introducing incentives to motivate librarians to make them strive for success in the execution of their duties. The scheme of service for library staff should be reviewed to make it accommodating and flexible to avoid stagnation of librarians in one job group for many years. The government should employ more librarians to fill up existing gaps, and library managers should be involved in the planning of human resource for libraries. Policy/decision makers should acknowledge the role of librarians and support their functions within the government by allocating adequate funds to libraries and library managers should be involved in the budgeting process for libraries. Funds allocated to libraries should not be diverted to other functions not related to library use. Library activities must be planned by library managers and proper mechanism ought to be put in place to ensure the implementation of library plans. All library staff should be involved in the planning process. Library managers should regularly attend refresher courses in management and in other emerging issues to equip them with modern skills in management. Libraries in government ministries and departments should be located in conducive and accessible areas to attract clients. Library activities should be well structured and organized in order to meet all the needs of their clients. Library managers in government ministries and departments should have visions and should be able to lead the entire library staff to

achieving library goals and those of the parent organizations by stimulating and encouraging high performance of these libraries.

5.2.7 Assumption of the study

5.2.7.1 All libraries in the government service experience similar management problems resulting from lack of trained staff

The study to some extent, confirmed the assumption that all government libraries experience similar management problems because of the shortage of trained staff. It was established that lack of trained library staff especially at the level of librarian as opposed to library assistant was among the factors that contributed to management problems in libraries in government ministries and departments. There were other problems affecting management of libraries in government ministries and departments that were not related to lack of trained personnel. Among the problems experienced by libraries was disjointed legal framework due to lack of clear policy and guidelines. A clear policy on libraries in government ministries would provide clear procedures and guidelines for libraries to follow. Inadequate library facilities and lack of basic and essential equipment and tools of trade was another management challenge faced by the libraries. Demoralized library staff due to various reasons like poor remuneration and poor working conditions full of uncertainty caused by unclear guidelines on upward mobility. Cases of librarians stagnating in one job group for more than ten years were rampant to the extent that even if a promotion or review of the position was carried out, not much positive impact was felt and so the librarians remained de-motivated.

Bureaucracy in procurement processes which tend to frustrate the acquisition of information resources was another problem affecting management of libraries. Bureaucratic tendencies in the government service is entrenched to the extent that by the time the process of ordering information materials was complete, many of the required information materials would be out of the market. Inadequate qualified staff to provide library services effectively was yet another problem in libraries in government ministries and departments. The government has not employed qualified librarians since mid 1990s when employment embargo was imposed on Kenya by World Bank and its sister organization, the International Monetary Fund (IMF). Inadequate funding which hindered effective library service delivery affected management of libraries and was common almost in all libraries in government ministries and departments. Inadequate funding for libraries was due to many reasons. Key among them was the fact that library managers were not involved in budgetary process and library functions did not have a vote in the ministry/department budgets. An inadequate training opportunity for library staff on the emerging issues was a management problem to libraries in government ministries and departments. Library managers in government ministries were not provided with regular opportunities to abreast themselves with information on emerging issues in order to manage libraries effectively. Low of motivation and low self esteem led to lack of passion in library profession and this affected management of libraries in government ministries and departments.

5.3 Discussions

Different scholars and authors have written about government libraries from different perspectives. The aim of this study was to investigate the management of libraries in government ministries and departments in Nairobi, and make suggestions to improve the delivery of their services. The following are the findings of the study as discussed in relation to what other scholars have said about management of libraries in government ministries and departments in world over and Kenya in particular.

The study established that management of many libraries in government ministries and departments are faced with various types of problems. The main management problems/challenges that libraries faced relates to funding, staffing, working condition, working environment and policy issues.

5.3.1 Funding of libraries in government ministries and departments

The study established that funds allocated to libraries in government ministries and departments were not adequate to cater for the library needs. Inadequate funding of libraries hindered the effective library service delivery. Different reasons were provided why library funding was inadequate. Among the reasons provided for insufficient funding were: Failure to involve librarians in the budgetary process, library services not considered as a priority within the government set up, lack of awareness on the role of libraries in the civil service and negative attitude by policy/decision makers towards libraries. The study also revealed that the majority of libraries in government ministries and departments did not have their own vote. This affected resourcing of these libraries. It

was also established that in some ministries and departments, funds meant for the libraries were arbitrarily diverted for use in non-library activities and this made management of libraries difficult. The study revealed that library managers did not have control over their library votes and some were not consulted before library votes would be utilized. It was also noted that library managers were not involved in the budgeting process of ministries and departments, and budgeting process was done with a lot of secrecy and confidentiality. Some functions in government ministries and departments perceived as non-core such as libraries, were not given priority in the budgeting process. There were cases of arbitrary purchasing of information materials by procurement staff and other officers without prior consultation and knowledge of library managers. The problem of funding has been found by many writers and researchers to be common to many government libraries especially in developing countries.

The findings of this study concur with findings of some scholars and researchers. According to Keresztury (2005), funding of libraries in general is difficult and hard to secure and all types of government allocations were becoming increasingly competitive to secure. According to Kamar (2008), funding is among the serious problems libraries in government ministries and departments face in Africa in general. According to IFLA (2000), governments in African countries accord very low priority to serious information and so, they hardly see the need to strongly support and fund libraries. Though the study by IFLA was done long time ago, their findings are still applicable today. This study established that one of the reasons why there was inadequate funding for libraries in government ministries was that policy makers did not appreciate the role libraries

played in government ministries and departments. Libraries are considered as non-essential and this has a negative implication on the funding of these libraries.

The study also concurs with the findings of Ogoti (1992) whose study on six libraries in government ministries and departments in Kenya revealed that all the six libraries did not find the financial support they received from the government to be adequate. Various reasons were advanced by Ogoti about why financial support was inadequate. Among the reasons was negative attitude by the administrators toward libraries, failure to involve librarians in the formulation of library budgets, which concur with the findings of this study. The findings of this study also concurs with that of Ogoti that the sharing of library vote with other departments was another reason that contributed to the libraries deficit. Lack of sufficient funds was cited by Njuguna (1969) as a chronic problem facing libraries in government ministries and departments. Unfortunately, the scenario has not changed hitherto, according to the findings of this research. Though the study by Njuguna was carried out long time ago, very little has changed hitherto and his findings are still current.

Inferred from the findings of this study and that of other scholars on the funding of government libraries in general, it is clear that policy/ decision makers should address the issue of library funding if library services were to improve. This problem has affected libraries in government ministries and departments for a long period of time as depicted from the findings of different scholars and writers. This problem therefore needs to be addressed urgently. The Ministry of Finance should ensure that all libraries in govern-

ment ministries and departments were allocated adequate funds to boost service delivery. This can be done by involving library managers in the budgeting process. Libraries play a significant role in decision making and should be accorded proper recognition just like other departments within the government set up. Modern management of library resources requires a firm commitment by the funding authorities that needed funds will be provided promptly (IFLA, 2000).

5.3.2 Staffing in government ministries and departments

This study revealed that there was inadequate qualified staff in libraries in government ministries and departments to provide effective library services. This was cited by respondents interviewed as one of the problems affecting management of libraries. The government has not been employing qualified librarians since mid 1990s and this has impacted negatively on libraries because the management of libraries is effective only when they have adequate and qualified staff to implement library plans and activities. It was also established that some libraries were managed by non-professional staff. This was also considered a management problem because non-professional staff lacks the knowledge and skills to foster the libraries forward. The study further found out that there was inadequate provision for positions for librarians in the government service because of the perception by policy/decision makers that library function was not a core activity. The study also established that there was lack of clear guidelines on promotion contributing to stagnation of librarians in one job group for so many years without a promotion to higher grades. Limited opportunities for upward mobility and training

therefore contributed to frustrations by professional librarians, prompting them to leave the civil service in search of better opportunities.

The findings of this study to a certain extent agree with other studies done elsewhere. The study conducted by Ogoti (1992) contends that libraries in government ministries were under the overall administration of persons not trained. Libraries had few qualified staff to run them. The study found out that libraries in government ministries had acute shortage of skilled manpower and they depended on semi-skilled and unskilled staff. Among the reasons given for the shortage of qualified staff included the absence of positions for such category of staff in library establishments, poor remuneration, lack of sufficient training opportunities for library staff, frequent transfers of library staff to other sections of parent organizations and delays in staff recruitment. Based on these findings, Ogoti concluded that the libraries in government ministries and departments were faced with staffing problem. Further, Ogoti also found out that there was no frequent recruitment of library staff, and promotion procedures for library staff were not clear. Long and tedious procedures were being followed even when it was clear that certain positions were vacant and required urgent filling. All these pointed to unfavourable career prospects for librarians in government ministries. However, the findings of this research revealed that the skills for those managing libraries in government ministries and departments had improved. Out of 30 libraries the study was based on, 4 were managed by staff with master's degrees in library information, 12 had bachelor's degrees, and 12 had diplomas; while 2 were not trained in library work. This study estab-

lished that the situation had not improved from what Ogoti's study had revealed on the recruitment of librarians.

The problem of staffing in government ministries has nagged for a long time. This is depicted by Njuguna (1969) whose findings though conducted long time ago are still applicable today. The study by Njuguna established that most government departmental libraries in Kenya shared problems in many ways and in varying degrees though the chronic ones as observed in his study were lack of sufficient funds and under-staffing. According to Njuguna, there has never been any time library in government ministries and departments have had enough staff. Some libraries had qualified personnel for limited time. This contributed to lack of sound management of these libraries. Various reasons were provided by Njuguna why there was a shortage of trained personnel in most of the libraries. Among them were poor salaries for librarians, lack of promotion prompting trained librarians to look for better opportunities elsewhere. Although the number of graduate librarians from training institutions has been increasing just like the number of information training institutions in Kenya, Kamar (2006) lamented that there were inadequate human resource capacity in information centres and libraries in government ministries and departments in Kenya. As this study has pointed out and those of other scholars, Kamar had found that similar reasons contributed to the inadequacy of qualified library staff in the Government in Kenya. One of the reasons included poor remunerations of Librarians/information officers. This affected their performance and dissemination of government information. Poor pay for civil servants by the Government of Kenya has led to poor performance in terms of service delivery (Kamar, 2008).

Terms of service for librarians working in government ministries has been found by Weche (2000) to be very low and a matter of concern. The study by Ogoti found lack of trained personnel in the country as one of the reasons that contributed to inadequate staff in libraries in government ministries and departments. This cannot be said to be the case today. There are many qualified librarians in the country and many universities and other training Institutions are producing graduates in the library discipline every year. Among the Universities that are training librarians today are, Moi University, University of Nairobi, Egerton University and Kenya Polytechnic University. This is confirmed by (Kamar) 2006; who say the number of professional graduates from training institutions has been increasing just as the number of information training institutions in Kenya, adding that there is inadequate human resource capability in information centres (including libraries) that govern and disseminate government information in Kenya. Ogoti (1992) quoting Scrivens, observed that most libraries appeared not to have had any post for librarians. This is not the case today. The situation today according to this study, is that many libraries in the government ministries have establishments of librarians at different levels, but the problem is inadequate establishments.

5.3.3 Library policy framework/Information policy in the country

The study found out that there was no library /information policy in the country. There was a disjointed legal framework due to lack of clear policy and guidelines. This was presented by respondents interviewed as one of the problems affecting library management in government ministries and departments. There was no clear policy framework and guidelines on management of libraries in government ministries and departments,

leading to disjointed legal framework. In the absence of a library or information policy, the management of libraries has been constrained. The existence of a library/information policy in the country fosters the development of libraries and improves library service delivery. Ayoo and Otike (2002), defines a National Information Policy as a set of decisions made by the government through appropriate legislations and regulations to coordinate the harmonious development of information transfer activities, so as to meet the information needs of the country.

The findings of this study concurred with Ayoo and Otike (2002), who noted that Kenya has not established a national Information Policy (NIP) notwithstanding the benefits accruing from it. Various reasons why Kenya has no NIP have been presented by different scholars. According Ayoo and Otike (2002), major among other reasons, is the failure by the government to recognize and appreciate the relevance and importance of NIP as a major player and contributor to national development. This has lead to failure to formulate tangible policies to guide the management of information resources and issues during the planning period of the country. Lack of understanding of the role of information in the development of the country by the policy makers has also contributed to failure to appreciate the relevance of information in the country. The creation of NIP in the country will take care of the issues of library management in the country, among others. Lack of understanding of the role of information in development of the country by the policy makers was also found by this study as underlying the many problems facing the management of libraries in the civil service in Kenya. The findings of this study concur with Kamar (2006) who had found out that there was no organization of library

activities and staff for advancement of visions, and there was lack of staffing and recruitment policy in Kenya. The formulation of NIP will address problems such as staffing and recruitment of librarians and funding, among others.

5.3.4 Equipment and facilities, working environment and space for libraries

The study established that libraries in government ministries lacked modern equipment and facilities to be in tandem with emerging technology. Lack of modern equipment, facilities and good infrastructure to foster library service delivery were a hindrance to better service delivery. Some libraries did not have enough space and furniture for library clients and staff. Working environment in most libraries in government ministries and departments was not conducive. The study further revealed that some libraries were located in areas which deter users from visiting them. Others are located on rooftops without any sign indicating where they were located;, while others are located in basements without natural light. Space allocated to some libraries is also inadequate to accommodate information materials, equipment and library staff.

The findings of this study concur with the study conducted by Ogoti (1992). According to Ogoti, some libraries in government ministries did not have adequate seating capacity. Lack of adequate working and storage space for library materials and equipment, and also lack of adequate room for future expansion was one of the major problems experienced by the libraries. It goes without saying that adequate modern equipment and facilities are crucial in enhancing and fostering service delivery in libraries in government ministries and departments. Equipment and other facilities enhance service deli-

very in libraries. The government needs to allocate more funds to improve equipment and working conditions in libraries.

5.4 Conclusions

This study endeavoured to investigate the management of libraries in government ministries and departments in Nairobi, and then make suggestions to improve the delivery of their services. The study based its assumption that: All libraries in the government service experience similar management problems resulting from lack of trained staff.

From the findings of this study, it can be concluded that the management of libraries in government ministries and departments is faced with various problems and challenges. Other than inadequate trained library staff, there were other factors that contributed to management problems. Management problems faced by these libraries have led to ineffective and inefficient service delivery. Ineffective and inefficient service delivery by these libraries has also contributed to failure to create an impact in government ministries and departments, making policy makers to have a negative perception about them.

Inefficient qualified library staff was found to be a major problem to library management. Inadequate qualified library staff impacted negatively on libraries because management of libraries would be effective only when there were enough, qualified staff to implement library plans. If not addressed, the problem of inadequate library staff has various implications to the provision of information service. Inadequate library staff affects the services libraries in government ministries and departments are supposed to

offer. Lack of qualified staff leads to improper planning of library services. And improper planning included failure to harmonize various library activities and tasks in order to provide information services effectively and efficiently to the satisfaction of library clients. Failure by these libraries to provide services to clients because of inadequate library staff led to poor service delivery. Failure to satisfy clients in the government due to inadequate library staff led to a situation where the relevance of these libraries in the civil service was doubted. The management of some libraries by non-professional staff was found to be a contributory factor to management problems facing libraries in the government. Due to lack of skills in library work by non-professional staff, it was difficult for the staff to provide effective information service delivery to their clients. Non-professional staff lacks skills to foster libraries forward, leading to ineffective information service delivery. Therefore, inadequate library staff in libraries, if not addressed, could affect the provision of information service needed in the civil service because the relevant and necessary skills to manage and deliver library service would be lacking. In the absence of adequate library staff, timely and relevant information service to clients will be affected. This is likely to create a negative impression about libraries by policy and decision makers within the government set up.

Inadequate provision of positions for librarians because of the negative perception by policy/decision makers and lack of appreciation on the role libraries play in the civil service have contributed to under-staffing of libraries in the government service. This in turn has affected the provision of information services because it hinders the hiring of additional staff.

Lack of clear guidelines on the promotion of librarians to higher job groups or scales will affect the provision of information service. Limited opportunities for upward mobility will contribute to frustrations by professional librarians, leading to their departure from the civil service in search of better opportunities elsewhere. This will deny the government of the needed skills to boost the library service delivery. Staff that was not motivated led to ineffective service delivery to their clients and ineffective service delivery led to lack of impact by libraries in the civil service. Besides, the government would keep on losing the value for the money it spends to train the library staff. To motivate library staff, promotion guidelines should be made clear and flexible to avoid cases of stagnation in one job group for a long period.

This study also established that inadequate funding of libraries was another major problem affecting the performance of libraries in government ministries and departments. A number of factors contributed to lack of adequate funds for libraries. Key among these factors is that the majority of libraries do not have their own votes. The majority of library managers are not involved in the budgeting process. Inadequate funding of libraries could have several implications.

Inadequate allocation of funds to the libraries will affect planning for library activities and tasks. Inadequate funds make it difficult for library managers to adequately plan, and implement all activities and tasks of libraries. Failure to effectively plan for all activities of libraries led to disgruntlement among the library clients because libraries were unable to meet their needs fully and effectively. The shortage of needed informa-

tion because of inadequate funding of libraries will hamper the provision of information services. Insufficient funds according to the findings of this study was made worse by the reason that in some ministries and departments there were cases where funds meant for the libraries were arbitrarily diverted to non-library activities and this made the management of libraries difficult because library managers could not be assured of the funds to meet the needs of the libraries. If the diversion of library funds to non-library activities was not eradicated, it will lead to shortage of information services meant to effectively satisfy library clients. This will also create a deficiency in the provision of information service because libraries will lack adequate funds to procure adequate information materials to satisfy their clients. The funds meant for libraries should be spent only on library activities and tasks if libraries have to make an impact in the civil service. All ministries and departments should create independent votes for libraries within their budgets to make libraries feasible in the government.

The study further found out that those libraries in government ministries and departments lacked modern equipment and facilities. There was inadequate furniture in some libraries to cater for both library staff and clients. Working conditions in most of libraries in government ministries and departments were not conducive. Lack of modern equipment and facilities and good infrastructure to foster library service delivery was a hindrance to better service delivery to customers. In case the poor working conditions in libraries in government ministries and departments were not corrected, it will affect motivation of library staff. Lack of motivation among the library staff will affect the provision of information service. Poor working environment will also deter library clients

from visiting libraries and this will make libraries lose meaning. Adequate modern equipment and facilities and a conducive working environment are crucial in enhancing and fostering of information service delivery. Equipment and other facilities play a role in the enhancement of information service delivery.

It is apparent from the above findings that this study has to a certain extent achieved its objectives. It was found that libraries in government ministries and departments were faced with various management problems. There is inadequate qualified library staff to provide information services, inadequate funding for libraries to meet libraries needs adequately, inadequate equipment and facilities to foster the service delivery, there is no library/information policy to govern library activities in the country, libraries operate in unconducive environments and some libraries are located in unsuitable areas. This study has made some recommendations which if implemented will help improve management of libraries in government ministries and departments.

5.5 Recommendations

The following recommendations are aimed at improving as well as re-engineering, where necessary, the management of libraries in government ministries and departments in Kenya. Librarians in government ministries and departments should play a proactive and central role in enhancing the management of libraries in order to provide effective and efficient service delivery. In the contemporary world, effective and efficient library service both in public and private sector depend on sound management of libraries.

5.5.1 Improved funding for government libraries

The study established that funds allocated to libraries in government ministries and departments were not adequate. Different reasons were provided by the respondents why libraries were not allocated their own votes. Inadequate funding of libraries hindered the effective library service delivery. It was also established that the majority of libraries in government ministries and departments did not have an independent vote in the main budget of the government ministries and departments. The study further revealed that in some ministries and departments, funds meant for libraries were arbitrarily diverted to non-library activities. The study also found out that library managers did not have control over their library votes and some were not consulted before library votes were utilized. It was also noted that library managers were not involved in the budgeting process. Budgeting was done with a lot of secrecy and confidentiality because functions perceived as non-core like libraries, were not given priority in the budgeting process. There existed cases of arbitrary purchasing of information materials by procurement staff and other officers without prior consultation and knowledge of library managers.

In view of the above findings, the study recommends that:

- i. The Ministry of State for National Heritage and Culture should ask the Ministry of Finance to allocate adequate funds for libraries by increasing the annual financial allocation for all libraries in government ministries and departments in order to adequately meet the information needs of their clients and improve the working environment of these libraries. Funding plays a vital role in management because planning as a management function cannot be realized without adequate funds.

- ii. The Permanent Secretaries, heads of departments and other designated officers in government ministries and departments should provide an independent library vote in the main budget of ministries and departments for all libraries. Provision of an independent vote for libraries in the main budget of ministries and department will contribute to additional funds and will enable libraries to plan for their activities effectively.
- iii. Policy/decision makers should involve library managers in the planning and budgeting process of ministries and departments to ensure that all library activities are planned and budgeted for adequately. It is only the librarians who would present accurately the needs and requirements of the libraries.
- iv. The Ministry of Finance in conjunction with permanent secretaries in all ministries and departments should put in place proper mechanisms to ensure that funds allocated to libraries were utilized for library activities only to avoid deviation of library funds to other non-library activities by giving clear directives on the expenditure on this item in the budget.
- v. The Ministry of Finance should direct all accounting officers in all government ministries and departments to ensure that all library votes in government ministries and departments are utilized with the knowledge and involvement of library managers to ensure that information materials procured was relevant to the needs of library clients in order to avoid cases of arbitrary purchasing of information materials.

5.5.2 Creation of a library policy framework in the country

The study revealed that there was no library /information policy in the country. Instead, there was a disjointed legal framework in place of a clear policy and guidelines. This was identified by respondents as one of the problems affecting library management in government ministries and departments. There was no clear policy framework and guidelines on the management of libraries, leading to disjointed legal framework. In the absence of a library policy framework, many management problems were bedeviling libraries in the country.

In view of the above findings, this study recommends that:

The Ministry State for National Heritage and Culture, in conjunction with other relevant departments, should develop a library/information policy framework that will act as a legal foundation for sound management of libraries in government ministries and departments in Kenya. The creation of a library policy framework or information policy will come up with clear standards in the management of libraries in the country. Library policy framework will enable libraries in government ministries and departments to respond to changing information environments like the challenge of digitization of information which is transforming the world of library today. The overall goal of the library policy framework is to make library management in the government efficient and effective in order to be more responsive to customers' needs. A clear library/information policy framework would provide clear procedures and guidelines on the management of libraries/information.

The development of a library policy framework in Kenya will lay down guidelines that will govern the funding of libraries to ensure all libraries in government ministries and department are equally and adequately funded, issues of staffing of libraries are adequately attended to, among others. A library policy framework will provide a standard mechanism to express the capabilities, requirement and general characteristics of libraries in government ministries and departments. Libraries through their policy framework will stipulate conditions under which they provide services to their clients. A policy framework can be used by the authorities to determine how libraries can be managed in the country. The established library policy framework will also create implementation organ that will handle issues such as funding of libraries, staffing and remuneration.

5.5.3 Hiring more qualified library staff

The study revealed that there was inadequately qualified library staff in libraries in government ministries and departments to provide effective library services. This had impacted negatively on libraries because the management of libraries would be effective only when there were adequate and qualified staff to implement library plans. It was also established that some libraries were managed by non-professional staff. This is also a management problem because non-professional staff lacks the knowledge and skills to foster libraries forward. The study further found out that there was inadequate provision of positions for librarians because of the perception by policy/decision makers within the government that library function was not a core activity of government ministries and departments and lack of appreciation of the role libraries play in the civil

service. The other problem associated with staffing problem and which was affecting management of libraries as established by the study was lack of clear guidelines on promotion which contributed to stagnation of librarians in one job group for so many years without being promoted to higher grades. Limited opportunities for upward mobility therefore contributed to frustrations by professional librarians, leading to their departure from the civil service in search of better opportunities.

Inferred from the above findings, the study recommends that:

- i. The Ministry of State for National Heritage and Culture in conjunction with Public Service Commission of Kenya should employ more qualified library staff. These two government bodies should ensure that there is adequate library staff in all government ministries and departments at all times. This can be done by carrying out a comprehensive survey on the missing gaps and then recruit accordingly.
- ii. The Ministry of Finance should provide funds for employment of more librarians in the government to solve the shortage of qualified librarians in order to boost the management of libraries in government ministries and departments in Kenya. Inadequate library staff in the government has nagged for a long time. Thus call for urgent solution to ensure libraries enhance their service delivery in the civil service.

- iii. The Ministry of State for National Heritage and Culture should ensure that all libraries in government ministries and departments were managed by qualified librarians in order to ensure effective and efficient management of these libraries.
- iv. The Ministry of State for National Heritage and Culture should make a deliberate effort to sensitize all permanent secretaries and heads of departments on the role and importance of libraries within the government set up to create a positive perception and attitude about libraries. The Permanent Secretary, Ministry of State for National Heritage and Culture should also be requested to provide libraries with adequate support just like other functions and be encouraged to incorporate librarians in sectional and departmental committees because libraries play crucial roles in the government in making informed decisions.
- v. The Ministry of State for National Heritage and Culture should address adequately once and for all, issues on promotion of library staff to avoid stagnation in one job group or scale for a long period of time. Professional librarians should be accorded the same terms of employment and recognition as other professionals in the government in order to motivate and retain them.

5.5.4 Provision of adequate equipment and facilities and conducive working environment

The study established that libraries in government ministries lacked modern equipment and facilities to be tandem with emerging technology. Lack of modern equipment and facilities and good infrastructure to foster library service delivery was a hindrance to better service delivery to customers. Some libraries did not have enough furniture for library clients and staff. A poor working condition was one of the reasons why library staff were not motivated. The working conditions for most libraries in government ministries and departments were not conducive. Adequate modern equipment and facilities are crucial in enhancing and fostering service delivery in libraries. Equipment and other facilities play an important role in the improving service delivery.

In view of the above findings, this study recommends that:

- i. Permanent secretaries and other policy/decision makers should provide modern equipment and facilities to all libraries in government ministries in order to boost service delivery in the field of education and research. Libraries in government ministries and departments should be upgraded to international standards by improving their equipment and facilities. Good working conditions act as a motivating factor to the staff and contribute to effective and efficient service delivery.
- ii. Human resource department in all ministries and departments should ensure that the working conditions for library staff were made conducive and there was

enough working space created for libraries. Decision/policy makers in ministries and departments where there were libraries should ensure that libraries have adequate and good furniture for library clients and staff.

5.5.5 Review the Scheme of Service to make it clear and realistic

This study established that the scheme of service for librarians in government ministries was unattractive. This contributed to lack of self esteem among library staff. The scheme of service for librarians was said to be poor because of the following reasons:

- i. It created disharmony between university degree holders and diploma holders because it failed to provide for a mechanism where the diploma holder would progress to the level of a director or higher.
- ii. The requirements in some posts as provided for in the scheme of service were not relevant. For example, the requirement that one must have passed mathematics in order to work as a librarian, yet one only requires elementary knowledge in mathematics to perform library work.
- iii. Technical requirements which state that for one to be library manager as provided for in the scheme of service was misplaced and uncalled for because library managers were supposed to perform higher and administrative duties like policy direction, planning, among others.

- iv. The scheme did not cater for people working as librarians without basic training in library information science.
- v. The scheme had implementation problems. It proposed for the upgrading of librarians to the next grade, subject to suitability test. This requirement was considered punitive, wanting and contributed to low esteem.

From the above findings, this study recommends that:

The Ministry of State for National Heritage and Culture do the following in order to make the scheme of service for library staff clear and realistic:

- i. Urgently review the scheme of Service for librarians with the aim of creating harmony between university degree and diploma holders by providing for mechanism where the diploma holder would progress up to the level of a director or higher.
- ii. Remove from the scheme of service the requirements that were no longer relevant. For example, the requirement that one must have passed mathematics in order to work as a librarian; one requires only elementary knowledge in mathematics to perform library work. A technical requirement for one to be a library manager; library managers are supposed to perform higher and administrative duties like policy direction, planning, among others, while technical tasks would be done by the staff under the manager.

- iii. The scheme of service should be reviewed to take care of people working as librarians without basic training in library information science and have worked in library for a long period of time.
- iv. The scheme of service should always be made easy to implement whenever reviews occur by avoiding suitability tests which were considered punitive and wanting and which contributed to low esteem amongst librarians.

5.5.6 Locate libraries in conducive and accessible areas

This study found out that one of the challenges libraries in government ministries and departments were facing was where the libraries were located. Some libraries were located in non-conducive areas which deterred access. A location of a library in many cases determines access to information by the intended users. Some libraries were located on rooftops without any sign indicating their location; some were located in very cold basements with less or no natural light, while some were located in tiny corners. Space allocated to some libraries is also inadequate to accommodate information materials, equipment and library staff.

Based on the findings of this study, it is recommended that, Permanent Secretaries in all government ministries and departments should ensure that libraries were located in convenient and ease to access areas. The location of libraries must take care of the interests of all intended users including senior members of staff and the physically challenged persons. For Libraries to play their roles effectively, they should be located in areas that are accessible and convenient for everybody in order to attract more users to libraries.

5.6 Recommended study for Further Research

- a) This study focused on management of libraries in government ministries and departments in Nairobi. There was need for a similar study to be carried out in libraries in government corporations (parastatals), because these libraries also receive some funding of some sort from the exchequer in order to have a broad picture of management practices of libraries in the entire government.

- b) This study was confined to libraries in government ministries and departments in Nairobi. There is need for similar studies to be carried out on information centres in various counties to establish their management situation.

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APPENDICES

Appendix A -Analysis of posting of librarians/library assistants in government ministries and departments in Kenya during 2008/2009 financial year

S/No	Ministry/Dept.	Designation	Job group	Authorized J/G	In position
1	Water and Irrigation	Librarian (II)	J	2	1
		Librarian (III)/Senior Librarian Assistant	H	-	1
2	Environment and Mineral Resources	Senior Librarian	L	-	-
		Librarian (II)	J	-	1
		Librarian (III)/ Senior Librarian Assistant	H	-	1
3	Cabinet Office	Librarian (II)	J	-	1
		Senior Librarian	L	-	-
4	East African Community	Librarian (I)	K	1	-
		Librarian (II)	J	1	-
5	State Law Office	Librarian (I)	K	1	-
		Librarian (II)	J	-	2
6	Judicial Department	Chief Librarian	M	1	-
		Senior Librarian	L	1	-
		Assistant Librarian/Library Assistant (I)	G	7	3
		Librarian (II)	J	8	5
		Librarian (III)/Senior Librarian Assistant	H	8	9
7	Energy	Librarian (I)	K	1	-
		Librarian (II)	J	-	1
		Librarian (III)/Senior Librarian Assistant	H	1	-
8	Education	Librarian (III)/Senior Librarian Assistant	H	-	1
9	Information and Communication	Senior Librarian	L	1	-
		Principal Librarian	N	-	1
		Librarian (III)/Senior Librarian Assistant	H	2	-

S/No	Ministry/Dept.	Designation	Job group	Authorized J/G	In position
10	National Heritage and Culture	Librarian (III)/Senior Librarian Assistant	H	1	-
		Librarian (II)	J	2	-
		Librarian (I)	K	4	-
		Librarian (II)	J	4	-
		Assistant Librarian/Library Assistant (I)	G	1	-
11	State for Immigration and Registration of Persons	Librarian (III)/Senior Librarian Assistant	H	1	-
12	High Education, Science and Technology	Librarian (II)	J	1	-
		Librarian (III)/Senior Librarian Assistant	H	-	-
13	Tourism	Librarian (II)	J	1	-
14	Office of Prime Minister	Librarian (II)	J	1	-
15	Public Health	Librarian (II)	J	-	1
16	Forestry and Wildlife	Librarian (III)/Senior Librarian Assistant	H	-	1
		Assistant Librarian/Library Assistant (I)	G	-	2
		Librarian (II)	J	-	1
17	Fisheries Development	Librarian (I)	K	1	-
		Librarian (II)	J	1	-
		Librarian (III)/Senior Librarian Assistant	H	2	-
18	Industrialization	Assistant Librarian/Library Assistant (I)	G	-	1
		Chief Librarian	M	-	1
		Senior Librarian	L	-	1
		Librarian (II)	J	2	-
		Chief Librarian	M	-	1
		Librarian (I)	K	2	1
		Librarian (II)	J	2	1
Librarian (III)/Senior Librarian Assistant	H	-	1		

S/No	Ministry/Dept.	Designation	Job group	Authorized J/G	In position
19	State For Provincial Administration and Internal Security	Librarian (III)/Senior Librarian Assistant	H	1	3
20		Assistant Librarian/Library Assistant (I)	G	1	-
		Librarian (III)/Senior Librarian Assistant	H	-	1
		Assistant Librarian/Library Assistant (I)	G	1	-
21	State House	Librarian (I)	K	-	1
		Librarian (II)	J	4	1
		Librarian (I)	K	2	1
		Librarian (II)	J	2	-
		Librarian (II)	J	1	-
		Librarian (III)/Senior Librarian Assistant	H	2	1
		Assistant Librarian/Library Assistant (I)	G	1	1
		Librarian (II)	J	1	-
		Assistant Librarian/Library Assistant (I)	G	3	-
		Librarian (II)	J	1	-
		Librarian (III)/Senior Librarian Assistant	H	1	1
22	Office of the Vice President & Home Affairs	Librarian (III)/Senior Librarian Assistant	H	1	3
23	State for Planning and Deve. And Vi-	Librarian (I)	K	-	2
		Librarian (II)	J	-	-
		Librarian (I)	K	-	22
		Librarian (II)	J	2	-
		Librarian (III)/Senior Librarian Assistant	H	35	7

S/No	Ministry/Dept.	Designation	Job group	Authorized J/G	In position
	ision 2030				
24	Finance	Assistant Librarian/Library Assistant (I)	G	1	-
		Senior Librarian	L	-	-
		Librarian (I)	K	1	1
25	Defence	Senior Librarian	L	-	1
26	Agriculture	Librarian (II)	J	1	4
		Assistant Librarian/Library Assistant (I)	G	8	6
		Librarian (I)	K	1	1
		Librarian (II)	J	2	1
		Assistant Librarian/Library Assistant (I)	G	210	109
		Senior Librarian	L	-	2
		Librarian (I)	K	-	-
		Librarian (I)	K	-	1
		Librarian (II)	J	1	3
		Librarian (III)/Senior Library Assistant	H	-	2
		Assistant Librarian/Library Assistant (I)	G	5	-
		Librarian (II)	J	-	1
		Librarian (III)/Senior Library Assistant	H	-	1
27	Roads	Assistant Librarian/Library Assistant (I)	G	2	-
28	Transport	Librarian (I)	K	1	1
		Librarian (III)/Senior Library Assistant	H	2	1
29	Labour	Librarian (III)/Senior Library Assistant	H	2	1
30	Office of D/PM & Ministry of Trade	Senior Librarian	L	1	-

S/No	Ministry/Dept.	Designation	Job group	Authorized J/G	In position
31		Librarian (III)/Senior Librarian Assistant	H	-	1
32	Justice and National Cohesion & Constitutional Affairs	Senior Librarian	L	-	1
		Librarian (II)	J	-	1
		Assistant Librarian/Library Assistant (I)	G	-	1
		Senior Librarian	L	-	1
33	Livestock				
		Librarian (I)	K	2	1
		Librarian (III)/Senior Librarian Assistant	H	7	1

Source: Estimates of Recurrent Expenditure of Government of Kenya For the year ending June 2009

Appendix B - Analysis of posting of librarians/library assistants in government ministries and departments in Kenya during 2009/2010 Financial Year

S/No	Ministry/Dept	Designation	Job Group	Authorized J/G	In position
1	State for Provincial Administration & Internal Security	Librarian (I)	K	1	2
		Librarian (III)/Senior Librarian Assistant	H	1	3
2	State for Public Service	Librarian (I)	K	-	1
		Librarian (II)	J	4	1
		Librarian (I)	K	2	1
		Librarian (II)	J	1	1
		Assistant Librarian / Library Assistant (I)	G	1	1
		Librarian (III)/Senior Librarian Assistant	H	2	1
		Assistant Librarian / Library Assistant (I)	G	1	1
		Librarian (II)	J	1	-
		Assistant Librarian / Library Assistant	G	3	-
	Foreign Affairs	Senior Librarian	L	-	1
		Senior Librarian	L	-	1
4	Office of Vice – President	Librarian (I)	K	-	-
		Librarian (III)/Senior Librarian Assistant	H	-	1
5	State for Planning	Librarian (I)	K	-	2
		Librarian (I)	K	-	1
		Librarian (I)	K	-	21
		Librarian (III)/Senior Librarian Assistant	H	35	7
6	Finance	Senior Librarian	L	-	1
7	State for Defence	Librarian (II)	J	1	4
		Assistant Librarian / Library Assistant (I)	G	8	-

S/No	Ministry/Dept	Designation	Job Group	Authorized J/G	In position
8	Agriculture	Librarian (I)	K	4	1
		Librarian (II)	J	2	1
		Librarian (III)/Senior Librarian Assistant	H	1	-
		Assistant Librarian / Library Assistant (I)	G	210	-
		Chief Librarian	M	-	2
		Librarian (I)	K	-	2
		Librarian (II)	J	1	2
		Librarian (III)/Senior Librarian Assistant	H	-	2
		Assistant Librarian / Library Assistant (I)	G	5	-
		Librarian (II)	J	-	1
		Librarian (III)/Senior Librarian Assistant	H	-	1
		Chief Librarian	M	-	1
		Librarian (II)	J	1	-
		9	Office of Deputy PM & Ministry of Local Govt.	Librarian (II)	J
10	Roads	Assistant Librarian / Library Assistant (I)	G	2	1
11	Labour	Librarian (III)/Senior Librarian Assistant	H	2	1
12	Justice, National Cohesion & Constitutional Affairs	Principal Librarian	N	-	-
13	Gender Children and Social Development	Principal Librarian	N	-	1
14	Livestock	Librarian (III)/Senior Librarian Assistant	H	1	1
		Librarian (I)	K	2	1
		Librarian (III)/Senior Librarian Assistant	H	7	1
		Librarian (I)	K	-	1
		Librarian (II)	J	2	1
		Librarian (III)/Senior Li-	H	-	1

S/No	Ministry/Dept	Designation	Job Group	Authorized J/G	In position
15	Water and Irrigation	brary Assistant			
		Librarian (I)	K	-	1
		Librarian (II)	J	2	1
		Librarian (III)/Senior Librarian Assistant	H	-	1
16	Environment and Mineral Resources	Assistant Librarian / Library Assistant (I)	G	1	-
		Librarian (III)/Senior Librarian Assistant	H	1	-
		Senior Librarian	L	-	1
		Librarian (I)	K	-	1
		Librarian (II)	J	-	1
		Chief Librarian	M	-	1
		Librarian (II)	J	1	-
17	Cooperative Dev. And Marketing	Librarian (III)/Senior Librarian Assistant	H	1	-
		Assistant Librarian / Library Assistant (I)	G	2	-
18	Cabinet Office	Librarian (I)	K	-	1
		Senior Librarian	L	-	1
19	East African Community	Librarian (I)	K	1	-
		Librarian (II)	J	1	-
20	State Law Office	Librarian (II)	J	1	2
		Librarian (I)	K	1	-
		Librarian (I)	K	3	1
		Assistant Librarian / Library Assistant (I)	G	7	3
		Librarian (II)	J	84	36
		Librarian (III)/Senior Librarian Assistant	H	8	9
21	Energy	Librarian (II)	J	-	1
22	Education	Senior Librarian	L	1	-
23	Information & Communication	Chief Librarian	M	-	-
		Chief Librarian	M	1	1
		Senior Librarian	L	1	-
		Librarian (I)	K	2	3
		Librarian	H	2	-

S/No	Ministry/Dept	Designation	Job Group	Authorized J/G	In position
		(III)/Senior Librarian Assistant			
24	Lands	Chief Librarian	M	-	1
25	State for National Heritage	Senior Principal Librarian	P	1	-
		Librarian (I)	K	1	-
		Principal Librarian	N	-	-
		Chief Librarian	M	1	1
		Librarian (I)	K	4	1
		Librarian (II)	J	4	6
		Assistant Librarian / Library Assistant (I)	G	1	-
26	High Education	Librarian (I)	K	1	-
27	Tourism	Librarian (II)	J	1	3
28	Office of the Prime Minister	Librarian (II)	J	1	-
29	Forest and Wildlife	Librarian (II)	J	1	-
		Librarian (III)/Senior Librarian Assistant	H	2	-
30	Fisheries Industrialization	Librarian (II)	J	1	-
		Senior Librarian	L	-	1
		Librarian (III)/Senior Librarian Assistant	H	1	-
		Librarian (I)	K	-	1
		Librarian (II)	J	2	1

Source: Estimates of Recurrent Expenditure of Government of Kenya For the year ending June 2010

Appendix C – Financial Plan

S/No.	Item	Quantity	Unit Cost (Ksh.)	Sub- Total
1.	Computer set	1	Available	
2.	Printer	1	Available	
3.	Staples	1 PKT	200.00	200.00
4.	Pocket Tape Recorder	1	15,000.00	15,000.00
5.	Photo coping papers	12 reams	400.00	4,800.00
6.	Flash Disk	2	2000.00	4,000.00
7.	Compact Tapes (Micro DVS)	50	100.00	5,000.00
8.	Binding of Research Proposal by spiral	4 copies	100,00	400.00
9.	Travel expenses	41 trips x 2	70.00	5,740.00
10.	Binding of Thesis	4 copies	1,000.00	4,000.00
11.	Contingency 5%			1,602.00
12.	Research Assistant	1	1, 000.00 per day	10,000.00
<i>Grand Total</i>				<i>50,742.00</i>

Appendix D – Introductory letter to Respondents

Wilfred Onkoba. Makworo
P.O. Box 7160 – 100200
Nairobi

Date

Dear Sir/ Madam.

Re: REQUEST FOR AN INTERVIEW

I am a student pursuing a Master of Science degree in library and information studies at Moi University. In partial fulfillment of the requirement for the degree, I am required to carry out a research on management of libraries in government ministries and departments in Kenya.

I am happy to let you know that your Library has been identified for the purposes of this study. To achieve the goal and objectives of this study, I am seeking your permission for an interview.

The crucial information obtained from you will contribute to the improvement and development of libraries in Government ministries and departments in Nairobi and as a way of enhancing efficiency and effective services to their customers. I wish to assure you that the information that will be availed to me will be treated with utmost confidence.

Thank you in advance

Yours faithfully,

M. W. Onkoba

Appendix E – Semi-structured Interview Schedules for managers of libraries in government ministries and departments

Section 1

Name of the Ministry/Department

Name of the Section.....

Designation.....

Date.....

Section 2

Bio-Data

Gender: Male Female

Qualifications.....

Duties.....

Working experience.....

Courses attended in the field of Library management

.....

Section 3

General Information

1. When was the library established?

2. Does the Ministry/Department have objectives? Yes No

If yes, what are the Ministry's / Department's objectives?

i) _____

ii) _____

iii) _____

iv) _____

3) Does the library have its own objectives? Yes No

If yes, please indicate briefly what the library objectives are

i) _____

ii) _____

iii) _____

iv) _____

b) If yes, are the library objectives documented? Yes No

c) If the library has its objectives, were you involved in their formulation? Yes

No

d) If the library has its objectives, are they related to objectives of the parent organization? Yes No

e) What tasks do you carry out to achieve the library objectives?

Section 4

Staffing

4) What is the staffing situation in your library as per the following cadres?

i) Professional : _____

ii) Para-professional: _____

iii) Non-professional: _____

5. Is the staffing level adequate? Yes No

b) If No, where are the gaps?

6. Who is responsible for the overall running and operations of the library?

7. To whom is the library manager/in-charge answerable to?

8. In your opinion, do you find the organizational structure of library administration satisfactory? Yes No

b) If No, what would you suggest as the appropriate organizational structure?

9. Are there any professional librarians who have left the organization five years ago?

Yes No

d) What were the reasons for their departure?

i) _____

ii) _____

iii) _____

Section 5

Funding

10. Does the library have an independent budgetary allocation? Yes No.

b) If no, why?

i) _____

ii) _____

iii) _____

11. How much money was allocated for the library during the last and current financial years (In Ksh)?

a) Last financial year

b) Current financial year _____

12. In your opinion, is the budgetary allocation for the library sufficient to meet its objectives? Yes No

b) If no, why do you think is the reason for the insufficient allocation of funds to the library? _____

13 Who is authorized to use the library vote?

Section 6

Planning

14. In your view are the library activities planned? Yes No

b) If yes, please state how this is done

15. Are you involved in formulating library plans? Yes No

b) If no, who formulates the library plans?

16. Is the entire library establishment involved in the planning of the library?

Yes No

b) If yes, to what extent are the library personnel involved in the planning

17. How often is the library planning carried out?

18. Does the library have a plan for human resource development? Yes No

a) If yes, who prepares human resource plan for the library?

Are you involved in the human resource planning for the library? Yes No

Section 7

Organization

19. Does the library have established roles for each library staff? Yes No

If No, why?

20. Are the established roles of each library personnel linked to customers' needs?

Yes No

b) If yes, please indicate how the establishment is linked to customer needs.

21. Does the library have structured activities and programmes? Yes No

b) If yes, please indicate briefly the structured activities and programmes for the library

c) If No, please give reasons.

Section 8

Leading

22. Is the self-esteem of the library employees high Yes No

b) If No, why do you think there is lack of self-esteem amongst library staff?

If yes, what do you think is the source of the self-esteem amongst the library staff?

23. In your opinion, are the library personnel motivated? Yes No

b) If No, why in your view are library personnel not motivated?

- i.

- ii.

- iii.

- iv.

24. What would you comment about the terms and conditions of service for library staff in the Government Service?

25. In your opinion, is the library working environment conducive? Yes No

a) If yes, state briefly what makes you think the library working is conducive

- i.

- ii.

- iii.

26. Please indicate briefly how you lead the library staff into achieving the goals and objectives of the library in particular and those of the organization in general

27. Are there any challenges, or problems facing the library? Yes No

a) If yes, please indicate what challenges are faced by the library

- i. _____
- ii. _____
- iii. _____
- iv. _____
- v. _____

b) In your view, how can these challenges or problems be overcome or solved?

Section 9

Control

28. Does the library evaluate its performance? Yes No

If yes, please indicate how the library evaluate its performance

- i. _____
- ii. _____
- iii. _____
- iv. _____

c) If yes, how often is the library evaluation exercise carried out?

d) If No, why does the library not evaluate its performance?

- i. _____
- ii. _____
- iii. _____
- iv. _____

Section 10

Communication

29. Does the library have an established way/method of communicating with the staff?

Yes No

b) If yes, name the methods the library communicates with its staff

- i. _____
- ii. _____
- iii. _____
- iv. _____

C) If no, how does the library communicate its policy and other issues to its staff?

30. Does the library have any way of communicating with its clients Yes No

b) If yes, what strategy does it use?

C) If No, how does the library communicate with its clients?

31. Is there an established communication procedure with the parent organization?

Yes No.

b) If yes, what communication procedures do you use?

Section 11

Problems affecting the management of libraries

32. In your view what do you consider to be the problems facing the libraries in government ministries and departments?

- i) _____
- ii) _____
- iii) _____
- iv) _____
- v) _____

Appendix F – Semi-structured Interview Schedules for policy /Decision makers in parent government ministries and departments

Section 1

Name of the Ministry/Department

Name of the Section.....

Date-----

Section 2

Bio-Data

Designation.....

Gender: Male Female

Section 3

Funding

1. Does the library have its own budget item in the Government estimates?

Yes No

b) If your answer is No, which budget item accommodates the library? Please name the item

2. Who controls the Library vote?

b) In your view, is the funding of the library adequate? Yes No

c) If your answer is yes, why do you think it is adequate?

i. _____

ii. _____

iii. _____

d) If your answer is No, why is the funding of the library inadequate?

- i. _____
- ii. _____
- iii. _____
- iv. _____

3. Is the librarian involved the budgeting for the library?

Section 4

Staffing

4. In your view, is the staffing of librarians and library assistants adequate?

Yes No

5. If your answer is No, why is the staffing of Librarians and Library Assistants inadequate?

- i. _____
- ii. _____
- iii. _____

6. How is recruitment of librarians and library assistants done in your Ministry/Department?

- i. _____
- ii. _____
- iii. _____

7. How many posts in each level are vacant? _____

8. Is the library manager/In-charge trained in the profession? Yes No

- i. _____
- ii. _____
- iii. _____

Section 5**Training**

9. Have librarians and library assistants attended any training for the last three years?

Yes No

b) If your answer is yes, what course/s did they attend?

i. _____

ii. _____

iii. _____

c) If your answer is No, why in your view have librarians and library assistants not attended any training for the last three years?

i. _____

ii. _____

iii. _____

iv. _____

d) What deliberate effort does the Ministry/Department make to ensure Librarians and Library Assistants are trained on emerging issues in their profession?

i. _____

ii. _____

iii. _____

10 How do you perceive libraries in ministries and departments and their management in general?

11. In your view, what is the future of libraries in Government ministries and departments in Kenya?

Appendix G – University Introduction letter

MOI UNIVERSITY
SCHOOL OF INFORMATION SCIENCES
NAIROBI CAMPUS

Telephone: (020)-2211206
 Fax: (020) 220247
 Telex: MOIUNIVERSITY 35047

P.O. Box 63056-00200,
 NAIROBI
 KENYA

Our Ref: IS/NBI/MS/12/08

11th June, 2010

The Executive Secretary,
 National Council for Science and Technology,
 P.O. Box 30623-00100
NAIROBI

Dear Sir/Madam,

RE: RESEARCH PERMIT FOR CNKOBA, WILFRED MAKWORO –REG.NO. IS/MS/12/08
MSC. CANDIDATE MOI UNIVERSITY

The above named is an MSc. candidate in the School of Information Sciences, Moi University undertaking business research on the following topic:

“Management of Libraries in Government Ministries and Departments in Kenya”.

He is seeking a Research Permit to allow him embark on data collection.

Any assistance accorded to Mr. Cnkoba to enable him progress with his work will be highly appreciated.

Thank you.

Yours sincerely,



EVANS MUNGE
SCHOOL OF INFORMATION SCIENCES
NAIROBI PROGRAMME COORDINATOR

SCHOOL OF INFORMATION SCIENCES
 MOI UNIVERSITY, NAIROBI CAMPUS
 P.O. Box 63056 - 00200 NAIROBI

em/


Appendix H – Research Permit

PAGE 2 PAGE 3

THIS IS TO CERTIFY THAT:

Prof./ Dr./ Mr./ Mrs./ Miss. WILFRED
ONKOBA MAKWORO
of (Address) MOI UNIVERSITY
P.O. BOX 3900, ELDORET
has been permitted to conduct research in
..... Location,
NAIROBI District,
NAIROBI Province,
on the topic MANAGEMENT OF LIBRARIES
IN GOVERNMENT MINISTRIES AND
DEPARTMENTS IN KENYA
.....
.....
for a period ending 31ST JANUARY, 20 11

Research Permit No. NCST/RRI/12/1/INF/20
Date of issue. 8/07/2010
Fee received SHS 1,000



[Signature]
Applicant's
Signature

[Signature]
Secretary
National Council for
Science and Technology

Appendix I – Research Authorization letter

REPUBLIC OF KENYA



NATIONAL COUNCIL FOR SCIENCE AND TECHNOLOGY

Telegrams: "SCIENCETECH", Nairobi
 Telephone: 254-020-241349, 2213101
 254-020-210571, 2213121
 Fax: 254-020-2211215, 210245, 310245
 When replying please quote

P.O. Box 39473-00100
 NAIROBI-KENYA
 Website: www.ncst.go.ke

Our Ref: NCST/RR/12/1/INF/20/3

Date: 8th July 2010

Mr. Wilfred Onkoba Makworo
 Moi University
 P. O. Box 63056 - 00200
 NAIROBI

Dear Sir,

RE: RESEARCH AUTHORIZATION

Following your application for authority to carry out research on "*Management of Libraries in Government Ministries and Departments in Kenya*" I am pleased to inform you that you have been authorized to undertake research in **Nairobi Province** for a period ending **31st January 2011**.

You are advised to report to the **Permanent Secretaries and the Librarians-in-charge of Libraries** in the selected Ministries before embarking on the research project.

On completion of the research, you are expected to submit two copies of the research report/thesis to our office.


P. Y. NYAKUNDI
 FOR: SECRETARY/CEO

Copy to:

The Permanent Secretaries

The Librarians-in-charge