

**THE IMPACT OF THE RESTRUCTURING OF PROVINCIAL  
ADMINISTRATION ON STAFF MOTIVATION IN NAIROBI COUNTY,  
KENYA**

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**A PROJECT SUBMITTED IN PARTIAL FULFILLMENT OF THE  
REQUIREMENTS FOR THE DEGREE OF MASTER OF PUBLIC  
ADMINISTRATION (MPA) THE DEPARTMENT OF POLITICAL SCIENCE  
AND PUBLIC ADMINISTRATION, UNIVERSITY OF NAIROBI**

**2015**

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**STUDENT'S DECLARATION**

*I declare that this project is my original work and has not been presented for any award in any other university.*

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**SUPERVISOR'S DECLARATION**

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

Name: Prof. Philip Nying'uro



Signature

18/11/15

Date

**DEDICATION**

This work is dedicated to my dear wife Ann Nthenya and my four children, Antony Maingi, Abigail Ndunge, Adonijah Nzau and Tobias Mwendwa. Without your emotional support and encouragement, this project work would have been difficult to accomplish. Thank you.

## **ACKNOWLEDGEMENT**

I wish to express my profound gratitude to the government of Kenya for allowing me to undertake this course and recommending me for funding through Higher Education loans board (HELB). The lecturers who taught me both from university of Nairobi and Kenya School Government, Nairobi stand appreciated for their dedication.

Special thanks go to my dedicated supervisor Prof. Philip Nying'uro who provided the best professional guidance to ensure this project paper is finalized. Truly, you were very tough but with passion for the work. May God bless you mightly.

The support I got from Prisca Chepkong'a and Dianah Omukhulu in typing my work is enormous. Be blessed. I am also deeply indebted to my research assistant, Mr. Joseph Njoroge for helping in distributing the Questionnaires.

To my colleagues in class, and notably Franklin Muthomi, Patrick Muli, Cecily Githinji, George Onyango and Jael Kahi, you really partnered with me in realizing this milestone. Thank you.

Lastly, but by no means the least, I thank the Almighty God. You are my inspiration, my provider, my father, my protector. Blessed be your name. Amen

## ABSTRACT

Provincial Administration has been a department in the office the President, co-ordinating national government responsibilities and representing the executive arm of the government in the field. However, major changes along its history have been effected, though the promulgation of the new constitution 2010 had notable landmark. The new constitution provided for the restructuring of Provincial Administration. Although the policy on restructuring is being worked on, the enactment of National Government Coordination Act 2013 and Executive order no 3/2014 dramatically changed the structure and responsibilities of the National Government Administrative Officers (NGAOs.)

This study therefore sought to find out the impact of restructuring Provincial Administration on staff motivation in Nairobi County, Kenya. The research sought to answer the following four questions: Has change in job titles affected NGAOs motivation? Has change in responsibilities affected NGAOs motivation? How has the redefined relationship between NGAOs with other agencies of government affected staff motivation? And lastly, were NGAOs involved in the restructuring process from the outset?

The following specific objectives guided the research work. (i) To find out whether change of job titles have had effects on NGAOs motivation (ii) To find out whether change in responsibilities have had effects on NGAOs motivation (iii) To find out whether redefined relationship between NGAOs and other agencies of government have had effects on staff motivation and lastly, (iv) To find out if the NGAOs were involved in the restructuring process from the outset. The hypotheses that the research sought to accept or reject were, (i) Changes in job titles increased NGAOs motivation (ii) Changes in responsibilities increased NGAOs motivation (iii) Changes in relationships between NGAOs and other MDAs increased their motivation and lastly (iv) The level of involvement and communication on the restructuring process increased NGAOs motivation.

The research used questionnaires and interviews as instruments of collecting data. Data was analyzed both quantitatively and qualitatively. The study revealed salient findings. According to Assistant and Deputy County Commissioners (ACCs & DCCs), the old titles of NGAOs were more appealing than the new titles. The new responsibilities are less enriching and fulfilling than previous responsibilities. The new relationship with other Ministries, Departments and Agencies [MDAs ] is not as healthy as before and has negative effects on motivation. Finally the NGAOs were not sufficiently involved in the restructuring process and where they were involved their views have never been taken on board. However, the Assistant Chiefs and Chiefs who were tested on hypotheses 2, 3 and 4, and were fairly positive that changes have indeed led to their motivation. The motivational theories that guided the research and were complimentary in nature were the Maslow's hierarchy of needs theory and Herzberg's two factor theory.

The major recommendations include giving sufficient and appropriate resources to the NGAOs to match with their titles and responsibilities. The operations of the NGAOs need to be anchored in law to avoid conflicts with other arms of government. Restructuring of organizations should have a human face, and generally involve all stakeholders. Restructuring organizations should use independent agencies to drive the process. Lastly there is need for further research to establish why Assistant Chiefs and Chiefs are fairly motivated than ACCs and DCCs.

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## **LIST OF ACRONYMS AND ABBREVIATIONS**

<b>ACC</b>	-	<b>Assistant County Commissioner</b>
<b>CC</b>	-	<b>County Commissioner</b>
<b>CEO</b>	-	<b>Chief Executive Officer</b>
<b>DC</b>	-	<b>District Commissioner</b>
<b>DCC</b>	-	<b>Deputy County Commissioner</b>
<b>DO</b>	-	<b>District Officer</b>
<b>GJLOs</b>	-	<b>Governance, Justice, Law &amp; Order Sector</b>
<b>IPPG</b>	-	<b>Inter Parties Parliamentary Group</b>
<b>KANU</b>	-	<b>Kenya African National Union</b>
<b>MDA</b>	-	<b>Ministries, Department and Agencies</b>
<b>MP</b>	-	<b>Member of Parliament</b>
<b>NARC</b>	-	<b>National Rainbow Coalition</b>
<b>NGAOs</b>	-	<b>National Government Administrative officers</b>
<b>PA</b>	-	<b>Provincial Administration</b>
<b>PC</b>	-	<b>Provincial Commissioner</b>
<b>PSC</b>	-	<b>Public Service Commission</b>
<b>RCs</b>	-	<b>Regional Co-ordinators</b>

## CHAPTER 1: INTRODUCTION

### 1.1 Background to the Study

The Provincial Administration [PA] has evolved over the years as governance structure in Kenya's administration system. Provincial Administration was established by colonial authorities as an instrument of the state whose activities included general representation of the authority of the executive at the local level and coordination of government activities in the field. Overtime PA has been restructured through assignment of different roles and responsibilities. At various stages there has been changes in titles and relationships with other Ministries, Departments and Agencies (MDAs).

When Kenya gained independence in 1963 under the 'Majimbo' constitution and changed again to Republican constitution in 1964, PA underwent reorganization. Through a Presidential circular No.1 of 1965, administrative officers were designated as agents of the President and assigned them the responsibility of Chief Executive Officers [CEOs] in their areas of jurisdiction [Republic of Kenya 1965]. Over time, according to Public Service Commission [PSC] framework for strengthening the delivery of national government functions at the county level, the authority of the administrative officers in coordination of Government business has been eroded due to various reform initiatives whose effect has progressively removed the administrator from the center in terms of coordinating government business [Republic of Kenya, 2014]. According to the framework, these reforms include Public Financial management which took away the responsibility of the District Commissioner to control operations of district treasuries, the Inter Parties Parliamentary Group [IPPG] process which repealed some provisions of the Chiefs Act thereby eroding the powers of chiefs and administrative officers in the performance of their functions.

The campaign for the new constitution and the agitation to scrap provincial administration also impacted negatively on the coordinating power of the administrative officers. In the sixth

schedule, article 17 of the constitution of Kenya 2010, there is a provision to restructure the provincial administration. It states;

“ Within five years after the effective date, the national government shall restructure the system of administration commonly known as the provincial administration to accord with and respect the system of devolved government established under this constitution,” .The government’s commitment in this regard is underscored by the fact that one of the institutional reforms envisaged during the second Medium Term Plan 2013-2017 of vision 2030 is to restructure the provincial administration to accord with the devolved system of government (Republic of Kenya, 2013).

The National Assembly in an attempt to restructure PA, has since enacted ‘The National Government Coordination Act 2013’. The Act stipulates that former Provincial Administration Officers, will be referred to as National Government Administrative officers. They comprise of County Commissioner in respect of every County, Deputy County Commissioner in respect of every Sub-County, Assistant County Commissioner in respect of every ward or Division, a Chief in respect of every Location and Assistant Chief in respect of every Sub-location. The old provinces will, however, remain as regions under Regional Co-ordinators (RCs).

The National Government Co-ordination Act (2013) in part III provides for the appointment, roles and responsibilities of National Government Administrative officers. Article 15 (i) States, ‘In accordance with the National Government functions under the constitution, this act or any other written law, the public service commission shall, in consultation with the Cabinet Secretary recruit and appoint National Government Administrative Officers to coordinate national government functions as may be assigned to them under this Act or any other law”.

The fourth schedule of the constitution of Kenya 2010 provides functions of National Government and that of County Governments. For proper operationalization of the functions of County Governments, parliament enacted the country Government Act (2012). To manage

disputes parliament enacted 'the intergovernmental relations Act (2012). To restructure Provincial Administration, Parliament enacted 'the National Government Co-ordination Act (2013). Part iv, of the Act, provides for collaboration and disputes resolution between the National and County Government on issues of apparent concurrent mandate. The National Administrative officers are supposed to co-ordinate functions of the National Government and act as liaison officers in harmonizing functions of both National and County Governments.

## 1.2 Problem Statement

Although various reforms in the PA have taken place in the past , major landmark in the reforms was on August 27<sup>th</sup> 2010, where a 'new Kenya' was born following the promulgation of a new constitution which among other things devolved political, fiscal and Administrative powers from the central government to the county governments. Unlike other countries like Uganda, China, Columbia, and Argentina where the three types of decentralization occurred in laps and sequentially (Kauzya 2007, Faletti, 2005, Crawford 2004), the Kenyan case is peculiar in the sense that all the three types of decentralization have occurred at once, ' a big bang'.

While organizational restructuring is sometimes inevitable for any organization, according to Tembela Zweni (2012), these changes affect employees who sometimes become insecure, confused about their jobs and therefore less productive. Similarly, Gowing, Kraft and Quich (1998) asserts that individuals, groups and organizations tend to perceive change as a threat to their well being and existence. To them, individuals associate change with loss of jobs, whilst organization see change as carrying costs and risks to them, hence change can be counterproductive. Some people are naturally open to change whereas others perceive change to be risky and dangerous (Stangich, 2003).

According to Graham and Bennett (1998), research and experience show that there is a widespread tendency among employees to resist change, even though it might appear to outside observers that working conditions would be improved. According to them, the main reasons for

resistance to change are:-Important and permanent decisions about an employees working life are made by people who are often unknown and remote, the employee may lose his or her job or be transferred to a lower paid job, the skill and the experience he or she has acquired over the years may suddenly become valueless, the workers status in the firm may be lower, cohesive social groups may be broken up together with established relationships, roles and customs. Further, they claim that, new relationships must be established, new customs learned, familiar things represent security, unfamiliar things insecurity, personal life may be upset by new working times or a move to a new Sub-County, an individual may resent not having been consulted about a proposed change, workers may feel personally inadequate vis-à-vis new technologies , fearing they will not be able to understand new methods and systems among other reasons.

The president, having noticed lethargy among National Government Administrative officers [ NGAOs] , for instance, during his first Madaraka day celebrations 'off the curve' speech on 1<sup>st</sup> June, 2013 [Republic of Kenya, 2013] challenged them to provide proper services to justify their place in the civil service. The minister in charge of interior and Co-ordination of National Government has continuously put these officers on notice, and warned those not delivering will have to be relieved of their duties. Despite all these warnings there has been an upsurge of security challenges and consumption of illicit brews which these officers are supposed to manage and eradicate. It is important to note that, before the clamor for new constitution there were limited complaints directed to provincial administrators on service delivery.

Most currently through an Executive Order No.3/2014, The President pronounced himself and delegated his powers to the National government administrators to direct and coordinate national government functions at their respective jurisdictions [Republic of Kenya, 2014].This meant job enrichment and enlargement hence more challenging responsibilities and



increasing their span of control. In order to motivate the administrators, there have been repeated pronouncements by the President and Cabinet secretary Interior and Co-ordination of National Government to assure these officers that their jobs are secure. Despite all these assurances, service delivery on the ground remains elusive especially in co-ordinating security matters and crackdown of illicit brews. There seems to be a sign that these officers are not delivering as expected. Possibly there is no job fulfillment or their self esteem seems to have been crushed. This study makes the assumption that, motivation leads to better service delivery and vice versa.

This therefore, brings the question, 'In what ways is the restructuring of the Provincial Administration affecting NGAOs motivation?' In the National government security architectural design [Republic of Kenya, 2014] they still chair the security and Intelligence Committees and are Chairpersons in vetting security documents such as Identity cards besides identifying persons for their Registration. This study therefore seeks to find out, in what extent, the restructuring process has effects on motivation among the officers and make appropriate recommendations depending on result finding.

### **1.3 Research questions**

The major research question is, "In what ways is restructuring of Provincial Administration affecting staff motivation among the National Government administrative officers (NGAOs)?" The Sub-questions are as follows:

- 1) Has change in job titles affected NGAOs motivation?
- 2) Has change in responsibilities affected NGAOs motivation?
- 3) How has the redefined relationship between NGAOs with other agencies of Government affected staff motivation?
- 4) Were NGAOs involved in the restructuring process from the outset?

### **1.4: Objectives of the Study**

This section gives the general and specific objectives of the study.

#### **1.4.1: General Objective**

The study generally seeks to find out if the restructuring of Provincial Administration has any impact on NGAOs motivation.

#### **1.4.2: Specific Objectives**

1. To find out whether change of job titles have had effects on NGAOs motivation.
2. To find out whether change in responsibilities have had effects on National Government Administrative officers' motivation.
3. To find out whether redefined relationships between National Government Administrative officers with other agencies of Government have had effects on staff motivation.
4. To find out if the National Administrative Officers were involved in the restructuring process from the outset.

#### **1.5: Justification of the Study**

Provincial Administration has existed as a central link between the executive and the people in the colonial and post-colonial eras in Kenya's history. Although minor changes on its "modus operandi" have initially been made, 2010 constitution of Kenya had landmark implications on its responsibilities, functions and structures. Depending on study findings the Ministry in charge of National Administration will get much needed information to react to the divergent forces on the role of National Administration in the new constitutional dispensation. It is also hoped that this study will contribute to the formulation of an appropriate strategic frame work that will assist other Ministries, Departments and Agencies {MDAs} in implementing organizational restructuring. Moreover, the findings of the research could be used to develop new models for implementing organizational changes that could be adapted to various change situations.

This research work equally forms an impetus for further research on matters Provincial administration / National administration. It will also be a reference for other related researches. Needless to say, upcoming scholars will use this work for studies especially in deepening their

knowledge on evolution, structure and functions of Provincial administration and the impact of restructuring organizations on staff motivation.

## **1.6. Literature Review**

This section will be subdivided into four sub-sections in relationship to the specific objectives or the independent variables.

### **1.6.1: Change in Job Titles and motivation**

A study by Meyer (2009) in their business development consortium, "where Great Workplace Starts" shows that employers can use job titles to retain and reward high performing employees. Meyer did a survey where they received reports in 380 organisations. The study suggests that many employers title jobs with great flexibility and allow for alternative job names. For instance, many employers assign titles of manager, director, and vice- president to not just employees with supervisory responsibilities, but also those that have significant responsibilities in the organization and are individual contributors. In this way employers can reward non-supervisory or non-managerial employees. This survey considered 380 organizations which submitted their reports.

The findings by Meyer also show that job titles are important in rewarding and motivating employees for the following reasons;- first, they define a job and an employee's area of responsibility. In the survey, almost three quarters of organizations found job titles to be important and believed that they conveyed authority and responsibility. Second, they establish the company ladder. Being labeled as someone of a higher level in the company is distinguishing, allowing for greater access and recognition. In addition, job titles have emotions and expectations attached as individuals have a need to feel intelligent, influential and important. Finally, they can empower employees to expand their responsibilities in the organization, and may even prompt positive behaviors such as taking more initiative or displaying greater leadership. For all these reasons, enhancing job titles can be extremely motivating to employees, since the titles convey authority and responsibility.

Another school of thought is by Tanner (2009) on the use of job titles to motivate employees. According to him job titles are as diverse as the jobs that they describe. The same type of job can be given a dozen different titles. He points a line in a 'Shakespearian' play that reads something like this "what is in a name, would a rose by any other name not smell as sweet?" Applying Shakespeare's comments to the business world, then a question goes; Does the title of 'cleanup crew' have the same appeal as "Sanitation specialists"? Definitely one would apply for the latter as it appears more prestigious. He also avers that "You do not have to meet a person to know how important he probably is in the company, you just need his other job title. The study further reveals that job titles reflect a sense of order seniority. Customers like to know what to expect when talking to people in an organization, depending on job titles.

I strongly by the ideas of Meyer and Partners and those of Tanner because to some people title means a lot for their self-esteem. However, fancy titles without financial benefits to some people can be devastating. Hope the study findings will address the dilemma.

#### **1.6.2: Changes in responsibility and motivation**

In any organization we have structures which have various responsibilities. According to Griffith and Sambrook (2010), organizational structure allows the expressed allocation of responsibilities for different functions and processes to different entities.

The European monitoring centre for change, a research consultancy firm, its research manager, Hurley (2011), suggests that restructuring affects employees well-being not only directly, but also indirectly through several work-related factors. According to him, restructuring increases the job demands, emotional demands and time pressures for employees, and which, in turn, decreases employees' well-being. While this can be true in some cases, it is sometimes held that job enrichment increase motivation. The study will seek to address the puzzle.

In restructuring, we have a change. This change can mean change in responsibilities. For instance Armstrong (2006) suggest two main types of change; strategic and operational change. According to him, strategic change is concerned with organizational transformation. It deals with

broad, long-term, and organizational wide issues. It will cover the purpose and the mission of the organization, its corporate philosophy on such matters as growth, equality, innovation and values concerning people, the customers needs served and technology employed. To him, operational change relates to new systems, procedures, structures and technology which will have immediate effect on working arrangements with parts of the organization. These means new responsibilities. These puzzle on the influence of changed responsibilities and motivation is what this study will seek to address.

As Tanner (2009 ) found out, responsibilities are key in motivation. He asserts that, even if an employee/ individual does not want to move into management, he/ she probably does not want to do the same exact work for 20 years. He may want to be on a project, complete a special task, learn other tasks or duties or expand his duties in some manner. To him, Cross training, job enrichment and special assignments, are popular methods for making work more rewarding. However, sometimes in job design, we have enlargement where employees do many but less challenging jobs which may demean individuals. They are not accorded the opportunity to think big and hard to portray intelligence. This study seeks to find out whether changed responsibilities among National Administrators are enriching or enlarged. It is also going to find out if new roles whether enriching or not mean increased self-esteem since they may provide a challenge due to the level of training or expertise.

### **1.6.3: Change in relationships with other MDAs and Motivation**

According to Hurley (2011), restructuring brings change, where the change process is a challenge for social relations within the organization. To him, supervisors support decrease, during change, while conflicts in supervisors - subordinates relationships and between colleagues become more common. This decreased social support in turn, has a negative effect on well-being. This view is also shared by Armstrong (2006), who suggests, just as seen earlier, two types of change in restructuring. There is the strategic change which covers vision and mission of organization, and there is operational change. Operational change relates to new systems,

procedures, structures or technology which will have an immediate effect on working arrangements within a part of the organization. But their impact on people can be more significant than broader strategic change and they have to be handled just as carefully. This is very true, because new rules of engagement can mean change from the traditional ways of dealing with others which can create conflicts.

According to Woodward (1968), who was a British Professor in organisation sociology, changes through restructuring can be resisted because they are perceived as unpleasant. She avers that, people are suspicious of anything which they perceive will upset their established routines, methods and conditions of employment. She also feels threat to interpersonal relationship where anything that disrupts the customarily developed social relationships and standards of the group will be resisted. The solution in overcoming resistance to change, is necessary to try to understand the likely feelings and fears of those affected so that unnecessary worries can be relieved and as far as possible, ambiguities can be resolved (Armstrong, 2006). This is very relevant idea that this study will attempt to find out.

Furthermore, change leads to turbulence in organizations (Burnes, 2004). Turbulence means structures and reporting systems are disrupted. In fact Dunphy and Stace (1993) in their work where they proposed contingency model of change implementation maintain that planned approach is usually necessary that staff have to develop and adjust to new ways of working with, and behaving towards each other in different external environments.

In the findings of Naylor (1999), employees yearn for affection, belongingness, acceptance and friendship. This is achieved in working groups, whether formal or informal. Disruption through restructuring can jeopardize the social capital enjoyed by the employees. These sediments are shared by Armstrong (2006), in explaining factors leading to high level of job satisfaction, asserting that social relationships with the work groups are pertinent. This can be formal; or informal. The study will seek to find out how changes in relationships during the restructuring process, have impacted on National Government Administrative officers' motivation.

#### **1.6.4: Level of staff involvement and motivation**

The Government of North Carolina (2011) in its research, found employees are willing to accept change when they; understand what is changing and how they are impacted, understand the context and necessity of change, are provided with necessary tools and / or skills and receive clear consistent communication. Therefore genuine involvement of the employees and communication on desired changes is key to make employees motivated. In a Trocaire Consortium in Somalia, restructuring process provided certain lessons. According to Obosi (2012), who was programme director of the Trocaire Consortium had this to say, "There is need for constant and frequent communication to all the staff and key stakeholders once the process takes off and progresses to ensure cross functional understanding and assurance".. To him, the appropriate and adequate communication helped to allay peoples' fears, removed ambiguity, provided clarity and common understanding. This is a very important finding that should inform this study.

In the goal theory (Latham and Locke, 1979), participation in goal setting is important as a means of getting agreement to the setting of higher goals. Difficult goals must be agreed and their achievement reinforced by guidance and advice (Armstrong, 2006). Furthermore feedback is vital in maintaining motivation, particularly towards the achievement of even higher goals. This really means communication process in the restructuring process is key if employees/staff are to be focused and deliver on services. Much as the goal theory is not one of the guiding theories, it is nonetheless eye opener in matters of involving staff during restructuring process.

Equity theory of motivation, as suggested by Adams (1995), provides for two forms of equity; distributive and procedural equity (fairness). According to Tyler and Bies (1990), procedural fairness require providing early feedback to employees concerning the outcome of decisions and providing employees with an adequate explanation of the decisions made. Again,

much as equity theory is not guiding the research, it gives an input on the importance of communicating changes to staff as a justice system.

In restructuring there is need for a change management communication plan. According to the Government of North Carolina (2011), the change management communication plan includes a strategy and framework to effectively engage stakeholders and communicate changes necessary across the transformation areas to achieve the desired results and sustain the benefits of the effort. To them, Change management activities will enable leadership to gauge the readiness, willingness, and ability of organizations and employees impacted to function in a new environment. This is generally true for this study, given National Administration is operating under a new constitution in Kenya.

European monitoring centre for change under its Research manager Hurley (2011), also established that a positive path of motivation /wellbeing is possible if restructuring increases the autonomy of employees, the level of participation in decision making and support from the organization to employees. Equally in managing changes, the general tendency is for the managers to involve employees in planning and implementation of the changes (Burnes 2004).

According to Burnes, the received wisdom in the literature on organizational change is that employees' involvement is crucial to successful change, especially in situations that require attitudinal and cultural change. He also asserts that as well as being key to gaining peoples involvement, communication is an essential element of all the above change activities. In terms of involvement, the establishment of a regular and effective communication process can significantly reduce peoples level of uncertainty. The purpose of communication is not just to inform staff that change is being considered, but by drawing them into the discussions and debates about the need for and form of the change, and allowing the freedom to discuss the issues involved openly to get them to convince themselves of the need to change. He further



states that, one of the most vital initiatives an organization can take with staff is not to treat them as objects of, or obstacles to, change, but to involve them in it and make them responsible for it.

In his (2012) edition Burnes states that communication should be a regular rather than a one-off exercise. Nor should it be pursued through one to two channels, such as newsletters or team briefings. As mentioned earlier when discussing the need to make people aware of the need for change, organizations have a wide range of formal and informal channels for communication. They should consciously use all of these. As a rule of thumb, it should be recognized that, whilst people are often willing to believe the wildest rumour from unofficial sources, anything from management has to be stated at least six times in six different ways before people start giving it credence (Burnes, 2012).

Further Dunphy and Stace (1993) maintain that a current wisdom has it that employee involvement is the key to successful change. This idea is also shared by Tanner R. (2009) where he concurs that allowing employees to participate in decision making on operational matters is a powerful method for meeting an employee's esteem need. An important additional reward component of enhancing job titles is the way in which the change is communicated. Creating a formal announcement organization wide or within a specific department allows for public recognition of the employee. (Business knowledge source, 2009).

However, Schumick and Miles (1971) argue that involvement is not necessary in all situations. Instead they argue that the level of involvement required is independent on the impact of the change on the people concerned. Huse (1980) categorized change interventions along a continuum based on the 'depth' of the intervention, ranging from the shallow level to the deepest level. The greater the depth of the intervention, Huse argues, the more it becomes concerned with the psychological make-up and personality of the individual, and the greater the need for the full involvement of individuals if they are to accept the changes.

### **1.7: Theoretical Framework**

While theories such as Maslow's Hierarchy of needs theory, Herzberg's two factor theory, MC Gregory theory X and Y, Equity theory, goal Setting theory, expectancy theory, McClelland three needs theory are relevant to some extent to this study, two of them stand out. They are Maslow's Hierarchy of needs theory and Herzbergs two factor theory. These two theories have a lot of relevancy in the variables of change in title, change in responsibility change, change in relationship with MDAs and staff involvement during restructuring and how they affect motivation.

#### **The Maslow's Hierarchy of needs theory.**

This was created by Abraham Maslow (1954) and has five levels of needs that motivate people. From bottom they are, physiological needs (oxygen, food, water and sex), safety needs (the need for protection against danger and the deprivation of physiological needs), social needs (the need for love, affection and acceptance as belonging to a group), Esteem needs (the need to have a stable, firmly based, high evaluation of oneself- esteem and to have respect of others – prestige. These are manifested through recognition, attention, importance or appreciation, then lastly we have self-fulfillment (self-actualization) – the need to develop potentialities and skills, to become what one believes one is capable of becoming (See figure 1.1).

The strength of this theory is that, it is widely used. According to Armstong (2006), Maslow's needs hierarchy has an intuitive appeal and has been very influential. It has however, been criticized in modern world. For example, Tianci and Gambriel (2003) claim that, the higher – order self esteem and self actualization and lower order (physiological, safety and love) needs classification is not universal and may vary across cultures due to individual differences and availability of resources in the regions or geopolitical entity, changes in circumstances, economic situation, peace or wartime.

This theory nonetheless will be very influential in guiding this study. The National administrative officers have jobs, their physiological and safety needs are somewhat achieved.

According to Maslow, once lower order needs are met, they no longer become motivators.

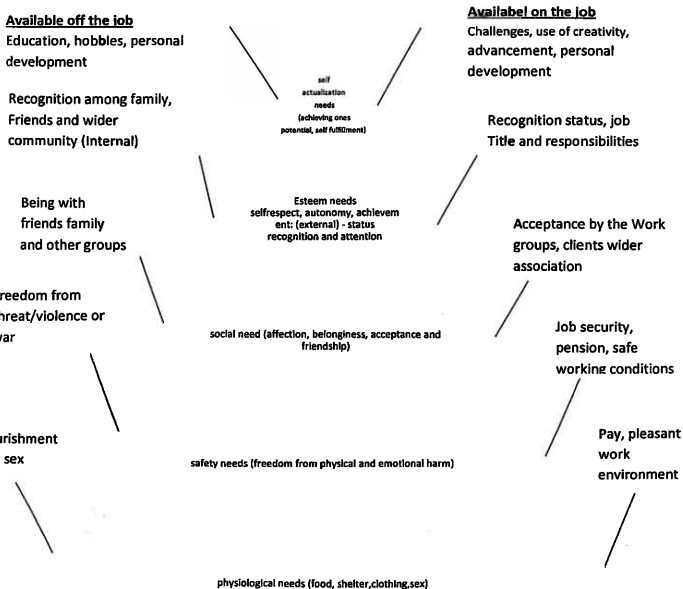


Figure 1.1 : Abraham Maslow Hierarchy of needs Theory (1943):Source : Naylor (1999;538); Wissink (1991;109)

The social needs relate to the variable of change in relationships with other MDAs, esteem needs relate to the change in titles, and level of involvement while actualization (fulfillment) needs relate to change in responsibilities.

The second important theory is the **Herzberg's two factor theory**. This theory was created by Herzberg (1957). According to Herzberg, people are motivated by things like achievement, recognition, meaningful work, responsibility, and opportunities for growth and development. Further, Herzberg also stated that people are dissatisfied by things like policies, especially red tape. According to psychogios (2012), in relation to Herzberg theory, there is need to focus and act on employee motivation and dissatisfaction as two separate issues. An important step is to redesign work and workflow to build in motivation. According to Armstrong (2004), there are two types of motivation as originally identified by Herzberg et al (1957), These are, firstly, intrinsic motivation – the self-generated factors that influence people to behave in a particular way or to move in a particular direction. These factors include responsibility (feeling that the work is important and having control over one's own resources); autonomy (freedom to act); scope to use and develop skills and abilities; interesting and challenging work and opportunities for advancement. Secondly we have, extrinsic motivation – what is done to or for people to motivate them. This includes rewards, such as increased pay, praise, or promotion and punishment, such as disciplinary action, withholding pay or criticism.

Extrinsic motivation (hygiene factors) can have immediate and powerful effect, but it will not necessarily last long. The intrinsic motivators (satisfiers) which are concerned with the quality of working life, are likely to have a deeper and long-term effect because they are inherent in individuals and not imposed from outside.

According to Armstrong (2006), these groups form the two factors in Herzberg's model. One consists of the satisfiers or motivators, because they are seen to be effective in motivating the individual to superior performance and effort. The other consists of dissatisfiers, which essentially describe the environment and serve primarily to prevent job dissatisfaction, while

having little effect on positive job attitudes. The latter were named the hygiene factors in the medical use of the term, meaning preventive and environmental.

Herzberg's two factors model has been attacked (Armstrong, 2006). According to Armstrong, the research method has been criticized because no attempt was made to measure the relationship between satisfaction and performance. It has been suggested that the two factor nature of the theory is an inevitable result of the questioning method used by the interviewers. It has also been suggested that wide and unwarranted inferences have been drawn from small and specialized samples and that there is no evidence to suggest that the satisfiers do improve productivity.

Nonetheless, Armstrong, feels Herzberg theory continues to thrive; partly because for the layman it is easy to understand and seems to be based on 'real – life' rather than academic abstraction, and partly because it fits in well with highly respected ideas of Maslow (1954) and M C Gregory (1960) in its emphasis on the positive value of the intrinsic motivating factors. It is also in accord with a fundamental belief in the dignity of labour and the protestant ethic-that work is good in itself. It is evident that satisfiers or motivators in this theory relate to the variables under study. Titles have everything to do with recognition; responsibilities are key in inducing motivation, as Herzberg is the father of job enrichment. Relationships and motivation relate to freedom to act while involvement is intrinsic as it relates to recognition which Hertzberg feels is key to motivation. Just like Maslow's Hierarchy of needs theory, this theory is a guiding model in the impact of restructuring Provincial Administration on staff motivation.

According to Armstrong (2006), the intrinsic motivation factors or satisfiers in Herzberg's two factor theory include responsibility (feeling that the work is important and having control over one's own resources), autonomy (freedom to act), scope to use and develop skills and abilities, interesting and challenging work and opportunities for advancement. Needless to say these intrinsic factors relate and enrich the social, esteem and actualization needs

in the hierarchy of needs by Abraham Maslow. The Justification in using the two theories is because they complement each other.

#### **1.8: Hypotheses.**

- 1) Changes in job titles increased NGAOs motivation.
- 2) Changes in responsibilities increased NGAOs motivation.
- 3) Changes in relationships between NGAOs and other MDAs increased their motivation.
- 4) The level of Involvement and communication on the restructuring process increased NGAOs motivation

#### **1.9: Research Methodology**

This section covers the research design, study site, target population, sampling techniques, data source and collection methods, data analysis and presentation.

##### **1.9.1: Research Design**

The study used mixed research design. That means use of quantitative and qualitative approaches. Qualitative research includes measures and techniques that produce non-statistical data. These include words, symbols, pictures and word descriptions. This data is useful in describing, creating understanding for subjective interpretation and for critically analyzing the subject under study. The qualitative approach was useful because some of the data is non-numerical.

The quantitative approach, on the other hand, includes techniques and measures that produce numerical data. This was generated from the questionnaires responses in terms of the frequencies, mean, counts (total) and other numerical tabulations.

The two approaches were useful because they complimented each other since each has strengths and weakness.

### **1.9.2: The study site and target population**

The study site was in Nairobi County focusing on field National Government Administrative officers (NGAOs) i.e. RC, CC, DCCs, ACCs, Chiefs and Assistant Chiefs.

The study also covered policy makers at the Ministry of Interior and co-ordination of National Government headquarters and those from Public Service Commission.

### **1.9.3: Sample size and sampling techniques**

Sample size targeted 38 Deputy and Assistant County Commissioners in Nairobi County, who responded to the questionnaires, the Secretary Administration in state department of Interior, the chairperson Public Service Commission, RC, and CC, and all 20 Chiefs and Assistant chiefs in Kamukunji Sub-County.

Stratified sampling approach was used to categories the sample. One stratum comprised policy makers i.e. Secretary Administration, chairperson PSC, RC, and CC. The other stratum was the DCCs and ACCs. The third stratum was for Chiefs and Assistant Chiefs.

There was use of census in administering questionnaire to all DCCs and ACCs. There was use of convenient sampling to only interview the 20 Chiefs and Assistant chiefs of Kamukunji Sub-County due to limitations of time and finance. Purposeful sampling was used to interview policy makers because they are well placed to provide the required information on the restructuring process of the Provincial Administration.

### **1.9.4: Data collection methods.**

Both primary and secondary data were collected. Primary data was collected through use of questionnaire and interviews. According to Armstrong (2006), it is always advisable to accompany questionnaires with some depth interviews, even if time permits only a limited sample. Secondary data was sourced from government documents such as circulars, Acts of Parliament, Executive orders among others. A research assistant was incorporated to accelerate the data collection.

### **1.9.5: Data Analysis and presentation.**

Data was analyzed manually and through Microsoft excel. There was computation of measures of central tendencies (mean and mode), frequencies and percentages. Hence data analysis was limited only to descriptive statistics.

Data was presented using tables, charts, graphs and word descriptions.

### **1.9.6. Research limitations and delimitations**

After admission to the course, the Ministry of Interior and Coordination of National Government had indicated to fund for my studies but declined in the process. I , however received funding through Higher Education Loans Board [HELB]. In the course of data collection, I had limited finance to move around and pay my research assistant, but I used my salary to meet the expenses. There was also delayed response to the questionnaires where respondents could keep on post phoning date of collection. This was over came by involving my colleagues, the senior assistant county commissioners as link persons.

### **1.10: Definition of Concepts**

This section will have both lexical and operational definitions of concepts. The lexical definitions are from the Oxford Advanced Learner's Dictionary, 8<sup>th</sup> edition, by Hornby (2010).

#### **a) Restructuring**

Organizing something such as a system or company in a new and different way. For purposes of this study, restructuring is reorganizing, realigning and rationalizing the basic structure, make up, pattern, functions and strategy of Provincial Administration to be in harmony with the 2010 Kenyan constitution.

#### **b) Provincial Administration**

Provincial is connected with one of the large areas that some countries are divided into with its own local government. Administrations are the activities that are done in order to plan, organize and run a business or institution. It can also mean the government of a country. For the



purpose of this study, Provincial Administration has been a department in the office of the President in Kenya comprising the offices of Provincial Commissioners, District Commissioners, District Officers, Chief and Assistant Chiefs wielding executive authority.

**c) Motivation**

Is a situation where somebody want to do something, especially something that involves hardwork and effort. For purposes of this study, motivation refers to levels in NGAOs experience job satisfaction, enjoyment, fulfillment, pride, recognition, job security, acceptance by the workgroups, clients or wider associations in their work.

**d) National Government Administrative Officers (NGAOs).** These are administrators of National Government in the current constitutional dispensation in Kenya. They are composed RCs, CCs, DCCs, ACCs Chiefs and Assistant Chiefs. They co-ordinate national functions.

**e) Job Titles.**

Job is work for which you receive regular payment. Title is a name that describe a job. For this study, job titles are position names given to NGAOs. They are Regional Coordinators (RCs), County Commissioners (CCs), Deputy County commissioners (DCCs), Assistant County Commissioners (ACCs), Chiefs and Assistant Chiefs.

**f) Responsibilities**

Duties to deal with or take care of somebody or something so that you may be blamed if something goes wrong. For purpose of this study responsibilities are duties and roles given to NGAOs such as co-ordination of National Government functions, peace-building and conflict resolution, disaster response and co-ordination, security co-ordination, liason between national and county governments, among others.

**g) Relationship.**

The way in which two people or groups behave towards each other or deal with each other. For purpose of this study, it refers to how MDAs behave towards and deal with or relate to NGAOs in the new constitutional dispensation in Kenya.

## **h) Involvement**

The act of taking part in something i.e participation. For purpose of this study, it refers to whether NGAOs have been participating on their restructuring, through regular and two-way communication, and giving input on desired restructuring process and outcome.

### **1.11: Study Outline**

The study is organised into 4 chapters. Chapter 1 , which is the introduction, covers background to the study, statement of the problem, research questions, objectives of the study, justification of the study, literature review, theoretical framework , hypotheses ,research methodology, and definition of concepts. Chapter 2 examines the evolution , structure and functions of the Provincial Administration in Kenya. Chapter 3 which is the main chapter covers the impact of restructuring provincial administration on motivation. It comprises the results and discussions. The last chapter, that is chapter 4, presents the summary of findings , conclusions and recommendations for policy makers and further research.

## **CHAPTER 2: EVOLUTION, STRUCTURE AND FUNCTIONS OF THE PROVINCIAL ADMINISTRATION (NOW NATIONAL GOVERNMENT ADMINISTRATION)**

### **2.1: Evolution of Provincial Administration**

Provincial administration has been a system of governance since colonial period under the British rule. It was an instrument through which the colonial masters established their authority on the people. From the outset, the British government, under the policy of indirect rule, used existing structures of governance by reorienting and giving them capacity to effectively implement its policies and programs in the colonies through various ordinances. For example the Village Headmen Ordinance of 1902 provided for the appointment of official Headmen in charge of a village or a group of villages who were responsible for "maintaining of order, repairing roads and determining petty native cases. The native authority ordinance of 1912 further enhanced their powers by putting them in charge of locations. In 1937 the Native Authority Ordinance enhanced the native authority ordinance of 1912 by giving the Chiefs additional mandate to control manufacture of liquor, prevention of spread of animal diseases and plant pests, control of water supplies, regulation of grazing and cutting of trees.

In Kenya, the presence of chiefdoms and similar organized systems of government such as councils of elders in many communities provided the British colonialists the opportunity to establish indirect colonial rule. With time, the chiefs and the Native administrative system to which they belonged became brazen agents of the British colonial rule and very averse to the interests and aspirations of the local people. They were brainwashed into believing in the superiority of the white man and to proudly subjugate their own people. They worked under District officers and District Commissioners who were all white and a repository of state power. With time chiefs became the symbol of colonial rule and as resentment against colonialism grew, so was most chiefs. The high handedness by some of the chiefs as they clamped down on

freedom fighters is well documented. They were regarded as collaborators in many communities and some were even killed as the clamour for independence intensified.

From 1960's through the late 1990's the PA amassed excessive powers and was widely believed to be more powerful and even overshadowed local members of Parliament.

The increasing assertiveness of the PA therefore left the MPs with only one venue to vent-parliament, and their frustrations were expressed as early as 1966 through the local Government Review Committee that made a passionate plea for its abolition. A majority of MPs considered it as antiquated and colonial and contrary to the spirit of self governance. (Oyugi, 1994).

When Kenya attained her independence in 1963, the nascent government faced the challenge of maintaining statehood and national unity, with some leaders in the opposition advocating for strong regional government (Majimbo) while others threatened to secede. The country was facing the threat of disintegration as predicted by the departing colonialists. The great optimism spurred by independence was also quickly yielding to pessimism as the government could not render services as effectively as it had promised. In the circumstances, a deliberate effort was made to expand the native administrative system which comprised Chiefs and Headmen into the current Provincial Administration. This was done through the appointment of African Provincial Commissioners, District Commissioners and District Officers to represent the Presidency as a symbol of national unity and its executive authority throughout the Republic. Through the system, the presidency would have its eyes and ears, as it were, in every nook and cranny of Kenya. Its mandate was further expanded to include executive roles in matters of maintenance of law and order as contained in Executive order No. 1 of 1965, coordination of government functions and implementation of government programmes and policies. Provincial Administration became the exemplification of government in the field.

The Chief's Authority Act Cap 128 that has guided the performance of Provincial Administration commenced its operationalisation on 24<sup>th</sup> March, 1937. It is through this instrument that legalized operations of the PA. Chiefs and Assistant Chiefs were selected from

Africans who appeared loyal to the colonial masters and those that could be used to control others. District Officers, District Commissioners and Provincial Commissioners were 'Whites' under the command of colonial secretary who represented the Queen from Britain as Head of state.

During the colonial period, PA was used to suppress any form of political opposition and thus maintenance of law and order became its major preoccupation (Oyugi, 1994:180). The Chiefs used the Chiefs Authority Act. Article 10 of the Act says, 'Any Chief may from time to time issue orders to be obeyed by the persons residing or being within the local limits of his jurisdiction'. The colonial masters had realized that it could be impossible to govern without this system of governance.

Provincial Administration has evolved overtime. During the colonial period it was instrument to create law and order and suppress political uprisings in the agitation for self-governance. As earlier mentioned Chiefs and Assistant Chiefs were Africans and DOs, DCs and PCs were whites. They reported to the Queen's representative, (colonial secretary) in the country and were under command from Britain (London).

After independence, President Kenyatta strengthened the PA as a coercive institution, having killed a federal structure in order to gain firm control over any political threat to his government (Orvis, 2006). During independence initially, in 1963 Kenya adopted the 'Majimbo' constitution but in 12<sup>th</sup> December, 1964 it changed to a Republican constitution and regional governments were abolished. Provincial Administration was strengthened. Africans because District Officers, District Commissioners and Provincial Commissioners.

It is important to note that, PA used the Chiefs Authority Act, to operate. This act has been repealed many times to suit demands of the day since colonial times. Presidential circular no 1 of 1965, further gave more powers to the PA to represent the executive arm and co-ordinate government affairs at the grassroot.

When the government adopted a bottom up approach to development in 1983 under the District Focus for Rural Development strategy, the Provincial Administration became the focal point for its implementation. Administrators at all levels in the field assumed the roles of chairmen of development committees that brought together members of parliament, chairmen of local Authorities, women leaders, leading NGO's in the district, among others. Under this strategy, developments projects could only be funded by the government and her Development partners on condition that they had the approval of District Development Committees. Provincial Administrators, especially District Commissioners, therefore, became the fulcrum of development.

During this period, Provincial Administration was central to the management of government affairs in the country. In the context of single party system of government then, the relation between the provincial administration and the ruling party (KANU) was symbiotic and therefore, performed function that were in furtherance of political interest such as managing elections, popularizing the political party. It also mobilized public functions.

All along coordination of central government policies and development programmes at the local level was done by the PA. As a department within the office of the president, the PA not only supervised other central government ministries, but also co-ordinated their programmes and policies. The District Commissioner and Provincial Commissioners at their levels had to countersign utilization of funds from other departments until the end of 1990s.

The inter-party, parliamentary group of 1997 that led to repealing of the Chief Authority Act Cap 128 made substantial changes to the operations of the PA. The Act had to remove the word 'authority' and hence the Act became Chiefs Act. This watered down many roles which were reformed by PA. Multi-party democracy had been adopted in Kenya in 1992 after repeal of section 2A of the constitution, since Kenya had been a de jure, one party state since 1969.

The public order Act, (Cap 56), a colonial inheritance just as the Chiefs Act required that all public meetings be licensed by a District Commissioner (Ndegwa, 1998). He/she was the

regulating officer. In part IV of the act, curfew orders and curfew restriction orders were given by the Commissioner of Police or a Provincial Commissioner, if he or she considered it necessary in the interests of public order. Those opposition members, who opposed the ruling Government found it difficult to get licenses for political gatherings. Under the Chiefs Authority Act, local residents were compelled to attend public events for the politically correct members of parliament or leaders. Nellis (1971), stated that licences to hold public meetings were not only hard to obtain, but also could be cancelled by District Commissioners (DCs) without prior notice at times. Until the late 1990s the PA continued to demand that Members of Parliament (MPs) obtain licenses before holding any political rally (Adar and Munyao, 2001). Indeed, current critics of the PA remember these episodes with anger.

During the electioneering period before 1992, District Commissioners acted as returning officers from the 1960s through to the late 1990s. The PA amassed sweeping authoritarian power and was arguably more powerful than local elected members of parliament (MPs) These frustrations were expressed as early as 1966 through the local government Review Committee, which made passionate plea for the abolition of the PA. However, after the demise of President Kenyatta, President Daniel Arap Moi went on to strengthen the PA institutional structure .

When NARC government came in, Provincial Administration underwent a re-orientation programme under the auspices of the Governance, Justice, Law and Order Sector (GJLOS) reforms. This was through the Ministry of Justice and Constitutional Affairs. These efforts bore fruit and in a 2006 survey by GJLOS, the position of chief was found to be the most improved in service delivery with over 70% of civil disputes arbitrated by Provincial Administration.

The clamour for a new constitution debates, also saw some politicians gunner to abolish the PA system. However, a compromise situation saw the inclusion of a clause in the 2010 constitution in schedule 6, article 17, providing for the restructuring of the PA. This has since resulted into the National Government Co-ordination Act 2013 and hence change from PA to National Administration. This Act, changed the titles of Provincial Administrators. Names of

Chiefs and Assistant Chiefs have remained the same while District Officers are now, Assistant County Commissioners, District Commissioner are now Deputy County Commissioners and Provincial Commissioners are now Regional Coordinators. As the Act was under development as a bill of parliament, the President appointed County Commissioners who were to be in charge of 47 Counties created by the constitution. The deployment of county commissioners by gazette notice No. 6937 of 23<sup>rd</sup> May, 2012 was declared unconstitutional, null and void by the High Court of Kenya. The ruling was well received by the wider public who loathed the PA and any authority that represented it, and wanted it done away with as soon as possible. The Office of the President did not however obey that ruling and quickly appealed the High courts ruling, asking the commissioners to remain at their duty stations.

Upon assumption of office in April 2013, by the newly elected Governors the calls to recall the County Commissioners went a notch higher with some of them openly defying the communication of County commissioners and demanding that they vacated their offices and residences as they were uncomfortable with a parallel centre of power within their jurisdiction. As it were, the high court ruling was set aside by the Court of Appeal in June 2013 and the County Commissioners have remained in the office to date. Of note was the observation by the Appeals court that the County Commissioners were appointed under a transitional period of time as the National Government Co-ordination Act No.1 of 2013 had not come into effect. The Appeal Court observed that the appointment, "... Was done pursuant to the executive powers vested in the President under the old constitutional clauses that were saved in the new constitution".

Today all the field National Government Administrative officers (NGAOs) work under the office of the President, Ministry of Interior and Co-ordination of National Government. President Uhuru Kenyatta Administration seem to follow on the footsteps of Kibaki administration, and has re-invented the wheel and strengthened the PA now National Government Administration through an executive order No. 3 of 2014.



In a nutshell, President Jomo Kenyatta and President Moi Administration used PA to exert authority and control in every part of Kenya. This executive control made Provincial Administration to be very unpopular. The ruling Party KANU was PA and vice versa. When Kibaki administration gained power in 2002 there was heated debate whether to abolish PA or not. But it was retained. However, in 2004, a major re-invention, retraining and re-orientation was mounted to all old and newly employed Administrative officers. This was done through the sponsor by Ministry of Justice and Constitutional Affairs, under the Governance, Justice, Law Sector Reforms (GJLOS). Particularly the officers were sensitized on public officer ethics act 2003, Anti-corruption and economic crimes Act 2003, and the new paradym in service delivery and customer focus.

Going forward though, the PA will need to undergo considerable restructuring, and especially in how it exercises its soft power in order to function effectively and be in tandem with the prevailing social changes at the devolved units. Perhaps it will also acquire a new name to reflect its new status and role. It must continue to exist. Indeed the PA remains the means by which Central Government will cooperate with County Government.

## **2.2: Structure of Provincial Administration (Now National Administration)**

The structure of field Provincial Administration (now NA) has evolved overtime. Before the new constitution and National government Coordination Act 2013, the structure was as in figure 1.2. In all the levels, the administrators were chairpersons of any meeting that comprised of other departmental heads and/or members of public. For instance the District Development Committees (DDCs) where departmental heads of ministries presented their reports, and elected and opinion leaders critiqued the government, DCs were the chairpersons. The reporting system was downwards and upwards. The PAs disseminated government policies at local level, and could provide intelligence information upwards.

After the enactment of National government Co-ordination Act 2013, the structure has changed and more focus has been to the counties rather than the Provinces.

President

↓

Minister In charge of PA

↓

Permanent Secretary (PS)

↓

Provincial Commissioner (PC)

↓

District Commissioner (DC)

↓

District Officer (DO)

↓

Chief

↓

Assistant Chief

Fig1.2: Structure of PA before 2013

In figure 1.3, Regional Co-ordinator (RCs) were in charge of cluster of counties, while CC is in charge of County. DCCs (formerly DC), in charge of Sub-county, while ACCs (former DOs) in charge of Ward. Chiefs and Assistant Chiefs are in charge of location and sub-location respectively. Just as it was before the new constitution of 2010, they chair meetings of National Government affairs, but many functions have since been devolved to the County Governments and are either members to some committees or non-members all together since the National

Governments and county Governments are Distinct and inter-dependent and conduct affairs through consultations and co-operation.

Before the 2010 constitution the major focus was in 8 Provinces under Provincial Commissioner but now we have major focus being 47 counties under County Commissioners. The eight administrative provinces were, Nairobi, Central, Nyanza, Western, Rift Valley, Eastern, North Eastern and Coast. The PCs were presidential appointees. Under the new constitutional dispensation the major focus is on 47 counties as provided in First Schedule, Article 6(1), in 2010 constitution of Kenya. They are, Mombasa, Kwale, Tana River, Lamu, Taita Taveta, Garissa, Wajir, Mandera, Marsabit, Isiolo, Meru, Tharaka- Nithi, embu, Kitu, Machakos, Makueni, Nyandarua, Nyeri, Kirinyaga, Muranga, Kiamu, Trans Nzoia, Uasin Gishu, Elgeyo/Marakwet, Nandi, Baringo, Laikipia, Nakuru, Narok, Kajiado, Kericho, Bomet, Kakamega, Vihiga, Bunguma, Busi, Siaya, Kisumu, Homa Bay, Migori, Kisii, Nyamira and Nairobi City.

In the Executive order No. No. 3/2014, Heads of departments at county level shall report to the County Commissioner on all administrative, disciplinary and all other matters relating to implementation of their departmental programmes and projects. However, heads of departments shall be accountable to their Cabinet Secretaries on the performance of their Ministry priorities, utilization of the resources and any other technical matters. Pursuant to section 13 (1) of the National Government Co-ordination Act No.1 of 2013, County commissioners will ensure the operationalisation of the National government service delivery co-ordination committee that comprise of

[a] The County Commissioner as chairperson

[b ]The county departmental head for National planning who is secretary to the committee

[c ] All Deputy County Commissioners in the county.

President

↓

Cabinet Secretary incharge of NA

↓

Principal Secretary (PS)

↓

Regional Coordinator (RC)

↓

County Commissioner (CC)

↓

Deputy County Commissioner (DCC)

↓

Assistant County Commissioner (ACC)

↓

Chief

↓

Assistant Chief

Fig. 1.3: Structure of NA after 2013

[d ] Huduma Kenya Centre Managers in-charge of a county.

[e ]Such other person as may be co-opted from time to time.

Note: Meetings will be replicated at lower administrative units under the chairpersons of NGAOs.

The scheme of service for NGAOs as changed from the previous one of, 2006 [see appendixes 5&6]. Previously there has been a different scheme of service for Chiefs and

Assistant Chiefs. In the current dispensation after the Co-ordination Act 2013, Chiefs and Assistant chiefs will be administered under one scheme of service with Administrative officers. Their previous current structure is as per appendix 4

By 2015, the PA is expected to establish its own bureaucracy in the 47 counties of Kenya representing the various state departments that constitute the cabinet. It is however, expected to under-go a re-birth in order to conform to the democratic ideals of the constitution of Kenya 2010 (Nguru, 2012). Each county bureaucracy will be headed by a county commissioner(or such other official) and is expected to represent the face of Kenya even as it serves within the county.

### **2.3: Functions of Provincial Administration/National Administration**

The functions of PA have evolved overtime depending on the regimes of administration. During colonial period, PA provided law and order and was used for colonial Administration to exert authority. After independence, it was used by the President to exercise executive authority under the pretext of public safety and in accordance with the public order Act (Cap 56 laws of Kenya), President Kenyatta issued a presidential directive to the PA to require all Members of Parliament (MPs) to obtain permits before addressing any meetings including those in their own constituencies. This attracted love from those within the system and hatred from those in opposition. Bagaka (2011) had this to say, "Although the PA has rightly been accused of being the face of repression, corruption and dictatorship, it must not be lost that it was a creation of the old constitution that created an imperial presidency whose preoccupation was control."

As a department within the office of the President, the PA was on many occasions used to enforce executive decisions. As early as 1965 for instance, and in the pretext of public safety and in accordance with the public order act, president Kenyatta issued a presidential directive to the PA to require the MPs to obtain permits before addressing any meetings including in their constituencies. This directive put PA in conflict with MPs who interpreted it as a move by the executive to control their political activities (Oyugi, 1994).

The public order Act a colonial inheritance, required that all public meetings be licensed by a District Commissioner (Ndegwa, 1998). MPs that opposed the KANU government's policies had difficulties obtaining licenses. On many occasions, the PA issued licenses to local MPs only to embarrass them by holding parallel meetings- barazas in the MPs location as a ploy to denounce their development agenda (Oyugi, 1994). Given the full force of law that existed for such barazas under the chiefs Authority Act i.e attendance was required by law. Most residents attended the PA meetings thus denying local MPS audience of their constituencies. Through other legislative measures, the PA was also empowered to organize and supervise electoral process. These powers allowed the PA to restrict political activities of dissident MP (Orvis, 2006, Throup, 1993).

Until late 1990,s the PA continued to demand MPs obtain licenses before holding any political rally. In the 1970,s for instance, Nellis (1971) argues that licenses to hold public meetings were not only hard to obtain, but at times, licensed meetings were cancelled by district commissioners (DCs) without prior notice. In the days leading to 1992 election, Ndegwa (1998) also notes that, of the twenty one meetings cancelled or denied, all but one, were opposition party meetings. The PA therefore steadily accumulated resources with a corresponding erosion of powers and responsibilities for the MPs.

This executive dominance was punctuated in 2002 with the triumph of the opposition party, The National Rainbow Coalition (NARC) against KANU in the December, 2002 general elections. The constituency Development Fund (CDF) created during NARC regime placed under the MPs with local policy making power, minimized the influence of PA

Before the repeal of Chiefs Authority Act 128, in 1997, PA was used in mobilizing the public to donate and attend in Harambees. Waiguru (2002) defines harambee as a self-help movement that entails voluntary contributions in either cash or labour towards a common good. This was an attempt to raise funds/resources for local development. The Government then, under

single party (KANU), having constrained local political activities, recognized that coercive means alone would not legitimize its policies .

Under the Chiefs Authority Act and new constitution, chiefs used to issue, 'Chiefs' order under article 11. These orders were either from Chief, or under instructions from an administrative officer (i.e DOs, DCs or PCs). The copies of the Chiefs orders were distributed to the police, magistrate, DO, DC, PC and to the public notice to be obeyed. Non-compliance attracted fines or jail through the courts. Although many areas have been repealed, the Chief Act Cap 128, (Republic of Kenya, 1998), have the following orders. Requiring persons to report the presence within the local limits of his jurisdiction of any property stolen or believed to have been stolen outside such local limits; suppressing or controlling animal or insect, pests or plant pests, noxious weeds or diseases; requiring any person to report to his Chief without delay the arrival in or the passage through his location from without any cattle; requiring the proper burial of deceased persons in cemeteries or otherwise; forbidding the deliberate exposure of persons supposed to be dying; restricting or prohibiting the use of grazing by any form of stock in area which has been set apart for the purpose of reconditioning or which has been planted with any fodder-producing plants or grass; or for any of the purposes authorized by the act.

In the Administration Police Act Cap 85, that guided Administration Police operations before the 2010 constitution, District Commissioners were the commanders of the APs. They were in charge of Administration Police discipline, promotion and welfare.

As per the 2007 scheme of service for field Administrative Officers within the PA machinery their field duties included:

- (i) Co-ordinating government business, public programmes and activities in the field.
- (ii) Maintenance of law and order.
- (iii) Mobilization of resources for community development.
- (iv) Dissemination and interpretation of government policies.
- (v) Co-ordination of state functions.

- (vi) Facilitation of counter-terrorism activities.
- (vii) Peace building and conflict resolution.
- (viii) Identification of persons for registration.
- (ix) Management of national and international boundaries.
- (x) Monitoring and appraising performance of government officers in the field.
- (xi) Management of security agents in the field.
- (xii) Promotion of statehood and nationhood.
- (xiii) Coordinating disaster management and emergency responses.
- (xiv) Acting on emerging policies and development initiatives.
- (xv) Promotion of good governance.

There is however, no question that some of the traditional functions and responsibilities of the PA have been taken over by the county governments under the new constitution dispensation. The PA was empowered by the County Governments Public Finance Management Transition Act of 2012 with the support of the Transition Authority to lay the foundation and facilitate the establishment of the capacity of newly formed counties to prepare to manage and administer county treasuries.

In the National Government Coordination Act 2013, functions of National Government Administrative Officers, shall be, subject to the constitution, the Act or any other written law, be responsible for coordination of national government functions as set out in the constitution, the Act and any other written law at the county level and other decentralized units as far as may be necessary.

The executive order No. 3/2014, for strengthening of the National Government co-ordination Functions at the county level and other decentralized units provides for roles and responsibilities of county Commissioners in co-ordinating National Government functions at the counties (Republic of Kenya, 2014). These are:-



- (a) Chair the county security committees and ensure implementation of the committee to enhance peace, security and the rule of law.
- (b) Supervise and co-ordinate the performance of National Government departments.
- (c) Co-ordinate the performance of National Government functions as outlined by the fourth schedule of the constitution.
- (d) Promote cohesion, integration and patriotism to enhance peace and national unity.
- (e) Co-ordinate disaster management in the county where the National Government is required to respond.
- (f) Promote good governance accountability and participation of the people in the implementation of National Government programmes for sustainable development.
- (g) Ensure prudent utilization and accountability of resources of the National Government.
- (h) Ensure regular monitoring and evaluation of projects and programmes of the National Government.
  - (i) Propagate and ensure implementation of the National Government policies and programmes and deliver presidential speeches.
  - (j) Perform the role of official National Government spokesperson and be the liaison officer on matters of intergovernmental relations in the county.
  - (k) Submit regular, quarterly and annual reports or as may be required, to the President through the Cabinet Secretary responsible for Co-ordination of National Government with copies to Head of Public Service.
  - (l) Submit any other report as may be required from time to time by, the President.
  - (m) Perform liaison services of the National Government.
  - (n) Undertake official protocol business of the National Government at the county level.
  - (o) Chair any other committee that may be assigned by the National Government from time to time.

(p) Perform any other function that may be assigned by the National Government from time to time.

To execute these diverse roles, the national government must as a matter of urgency, complete the establishment of a bureaucracy to oversee the new functions. Without a PA [ or an equivalent bureaucracies], the central government will be without a local presence and may well be unable to effectively advance and implement national policies at the county. The PA will be expected to synchronise the working relationship between the national and county government as well as that across county government. To that end, it must therefore shed its old image of an overbearing schoolmaster with a nefarious attitude in order to gain acceptance at the local level. Needless to say it must respect the new executive authority of devolution structure under county governments and governors to prevent unnecessary conflicts and duplication of roles and hence avoid wastage of public resources.

## **Conclusion**

Provincial Administration, now National Government Administration, is still being restructured. The restructuring process is projected to be completed by 2015 according to the new Constitution (see sixth schedule, article 17). It is apparent that the history of PA is rich and controversial. Many changes in their titles, responsibilities, relationship with other departments have taken place in different administration regimes. Hence the main focus of this study in how all these changes has impacted on their motivation. This is critical as the restructuring process continues to be concluded.

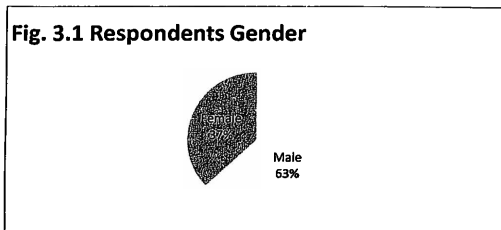
## CHAPTER 3: THE IMPACT OF RESTRUCTURING PROVINCIAL ADMINISTRATION ON STAFF MOTIVATION

### 3.1. Deputy County Commissioners and Assistant County Commissioners perspective

#### 3.1.1: Respondents Profile

This section presents the gender, age, years of service, education levels and designations of ACCs and DCCs.

**Fig 3.1 Respondents gender**



**Table 3.1. Respondents age**

Age	Frequencies	Percentage (%)
21-30	2	5
31-40	20	53
41-50	14	37
51 and above	2	5
Total	38	100

**Table 3.2. Respondents years in service (Years)**

Years in service	Frequencies	Percentage (%)
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Less than 5	2	8
Between 5-10	20	42
Between 10-15	14	26
Between 15-20	2	8
Total	38	100

**Table 3.3. Respondents level of education**

Level of education	Frequencies	Percentage (%)
Diploma	0	0
Bachelors degree	27	71
Masters degree	11	29
Doctor of philosophy	0	0
Total	38	100

**Table 3.4. Respondents Designation**

Designation	Frequencies	Percentage (%)
Deputy County Commissioner	9	24
Assistant County Commissioner	29	76
Total	38	100

### 3.1.2: Change in Job title and motivation.

The influence of job titles on motivation is illustrated in tables 3.5 and 3.6. In table 3.5, Deputy County Commissioners and Assistant County Commissioners whose titles changed from District Commissioners and District officers respectively had 55% of them disagree that new titles gave them more recognition. Only 32% agree that new titles gave them more recognition while 13% were undecided. In table 3.6, 71% agreed that old titles gave them more recognition.

The arguments they stated in disagreeing that the new title lead to job motivation, are that, to them, titles appear big but the remuneration has not changed. They also felt title is long and not well grasped by the public, that the titles have no clear job description and that it is a mere change of name without change in resources. However, those who felt the title increases motivation argued that the new titles are more fulfilling and prestigious. One important aspect is adaptation to change. The old titles were inherited from colonial masters and had attachments of respect, power, authority and resources. To the common man the new names may appear demotion of the national administrators. The nostalgia associated with the prestigious positions that were preserve of the 'white man' is still alive to some people.

**Table 3.5 New job titles have led to more recognition**

	Frequencies	Percentage (%)
Strongly agree	3	8
Agree	9	24
Not sure	5	13
Disagree	19	50
Strongly disagree	2	5

Total	38	100
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**Table 3.6 Old titles led to more recognition**

	Frequencies	Percentage (%)
Strongly agree	16	42
Agree	11	29
Not sure	7	18
Disagree	3	8
Strongly Disagree	1	3
Total	38	100

### **3.1.3: Change in responsibilities and motivation.**

This is illustrated in tables 3.7, 3.8, 3.9 and 3.10. In table 3.7 and 3.8 results of how new and old responsibilities affected the officers self-esteem are given. Only 21% agreed new responsibilities increased self-esteem and 68% agreed old responsibilities had more self-esteem. Tables 3.9 and 3.10, illustrate whether new responsibilities as compared to old ones are more enriching and fulfilling. Only 18% agreed new responsibilities are more enriching and fulfilling while 77% agreed old responsibilities were more enriching and fulfilling.

Some of the reasons cited by the few officers in agreeing new responsibilities have increased motivation included a feeling that workload has reduced hence more time to excel in the few duties; roles have been enhanced and anchored in law; responsibilities are more defined among other factors. Those who disagreed cited the fact that, the responsibilities have been diluted; that some roles are also performed by county governments without clear cut boundaries on how to interact and work together; that other heads of departments feel more independent, and

that officers are not sensitized on new responsibilities. Others felt there is a lot of politicization of the responsibilities which in first place are not matched with resources. The fact that Kenya's new constitution provide for two levels of government means responsibilities have been shared . Most responsibilities done by provincial administration that have been taken by county governments include licensing of liquor outlets. District Commissioners were the chairpersons of licensing boards and had delegated authority to sign licenses for ligour business outlets. Right now that mandate is with county governments. Infact the development committee meetings that were chaired by the Provincial Administrators at various administrative levels have been diluted given many departmental heads report to the governor. The situation was even made worse by creation of CDF which places members of parliament at critical positions. The MPs were members of the development committees but now their focus is on CDF. This has no doubt affected the coordinating responsibilities of the national administrator. As earlier discussed in the literature review vertical loading of responsibilities means more job satisfaction. This is when more challenging responsibilities are added in respective positions of service . The scenario therefore provide a different picture. This could be reason that many respondents felt new responsibilities had low self esteem and were less fulfilling and less prestigious.

**Table 3.7. New responsibilities have increased self- esteem**

	Frequencies	Percentage (%)
Strongly agree	2	5
Agree	6	16
Not sure	5	13
Disagree	17	45
Strongly Disagree	8	21
Total	38	100



**Table 3.8. Old responsibilities had more self esteem.**

	Frequencies	Percentage (%)
Strongly agree	20	52
Agree	6	16
Not sure	6	16
Disagree	6	16
Strongly Disagree	0	0
Total	38	100

**Table 3.9. New responsibilities are enriching and self fulfilling**

	Frequencies	Percentage (%)
Strongly agree	2	5
Agree	5	13
Not sure	7	18
Disagree	18	48
Strongly Disagree	6	16
Total	38	100

**Table 3.10. Old responsibilities were more enriching and fulfilling.**

	Frequencies	Percentage (%)
Strongly agree	17	45
Agree	12	32
Not sure	7	18

Disagree	1	2.5
Strongly Disagree	1	2.5
Total	38	100%

#### 3.1.4: Recognition by MDAs and motivation

This is illustrated in tables 3.11, 3.12, 3.13 and 3.14. Table 3.11 has results of an assessment how new co-ordination roles are appreciated by other heads of department. Only 23% agreed there is appreciation and 51% disagreed. In table 3.12, 82% agreed former co-ordination roles were more appreciated with only 5% disagreeing. In tables 3.13, 66% agreed that the National government co-ordination Act 2013 and Executive order no. 3/2014 made HODs recognize the National Administrators as chairpersons in public service. Only 18 disagreed. Table 3.13 indicate that 84% agreed that before new constitution of 2010 HODs recognized the administrators as their chairpersons.

Those who disagreed the new relationship with other HODs had positive impact on motivation argued as follows. That, some heads of department harbor negative attributes towards National Administrators; some feel the Administrative officers are irrelevant in the new dispensation; there are unclear relationships; that more remains to be done to bring back the strength and authority of the administrators; that HODs feel less obligated to give reports claiming operational independence. Those who agreed commented that, there is no overlapping of duties because they serve national government and some HODs understand and partner with them making work easy.

It is crystal clear that the new constitutional dispensation has disrupted the traditional ways how departmental heads related with the NGAOs. Recognition as hierarchy of needs theory suggest lead to increased self esteem which in turn increase job motivation. As the scenario

present it self now many stakeholders especially elected members of parliament and county assemblies have low regards for the NGAOs. Unlike before the politicians rarely visit their offices. The prefectural system where NGAOs were considered as supervisors of other departments is quickly fading.

**Table 3.11. New Co-ordination roles are appreciated by other heads of departments (HODs).**

	Frequencies	Percentage (%)
Strongly agree	2	5
Agree	17	18
Not sure	10	26
Disagree	13	35
Strongly Disagree	6	16
Total	38	100

**Table 3.12. Old Co-ordination roles were more appreciated by HODs.**

	Frequencies	Percentage (%)
Strongly agree	21	56
Agree	10	26
Not sure	5	13
Disagree	2	5
Strongly Disagree	0	0
Total	38	100

**Table 3.13. The National Government Co-ordination act 2013 and Executive order No. 3 of 2014 has increased recognition as chairperson of other government officers.**

	Frequencies	Percentage (%)
Strongly agree	6	16
Agree	19	50
Not sure	6	16
Disagree	5	13
Strongly Disagree	2	5
Total	38	100

**Table 3.14: Before new constitution of 2010 HODs recognized you as their chairperson.**

	Frequencies	Percentage (%)
Strongly agree	17	45
Agree	15	39
Not sure	6	16
Disagree	0	0
Strongly Disagree	0	0
Total	38	100

### **3.1.5: Involvement , Communication and motivation.**

This is illustrated in tables 3.15, 3.16, and 3.17 . On whether the administrators were consulted in enacting the National Government co-ordination act 2013 and about Executive order no 3/2014, in table 3.15, 31% agreed while 58% disagreed. Table 3.16 shows that 36% agree they were sensitized about the restructuring as envisaged in 2010 constitution of Kenya, while

66% disagreed. In table 3.17, 26% agreed there was appropriate communication on the agreed new structure of National administration, while 56% disagreed. .

The National Government Administrative officers cited the following reasons for agreeing and disagreeing that level of involvement had positive impact on their motivation. Those who agreed, said they had been assured that their jobs are secure. Those who disagreed said restructuring was not discussed before enactment of the new constitution; that they were not involved, but only used to 'rubber stamp' the documents; that there was little influence of administrative officers; suggestions were not factored in the new structure; that views given to the committee of experts were doctored; scanty information only filtered through, that information was received through the media but not through official communication.

From the aforementioned it comes out clear that, though communication on restructuring of PA was made and continue to be made it has never been sufficient and effective. Literature has shown that it is prudent to involve and sufficiently inform those affected to array fears of the unknown. In any case those affected are able to give suggestions that assist the organization make well thought out decisions not to yield to an avalanche of complaints and leave workers demoralized. As theories such as that of Herzberg and Maslow suggest , involvement mean recognition , more self esteem and lead to motivation.

**Table 3.15. You were consulted during enactment of laws and executive pronouncements on Provincial Administration restructuring.**

	Frequencies	Percentage (%)
Strongly agree	2	5
Agree	10	26
Not sure	4	11
Disagree	15	40

Strongly Disagree	7	18
Total	38	100

**Table 3.16. You were sensitized about restructuring as envisaged in 2010 constitution.**

	Frequencies	Percentage (%)
Strongly agree	6	16
Agree	6	16
Not sure	10	2
Disagree	19	50
Strongly Disagree	6	16
Total	38	100

**Table 3.17. There was appropriate communication on the agreed structure of National Administration.**

	Frequencies	Percentage (%)
Strongly agree	3	8
Agree	7	18
Not sure	7	18
Disagree	14	38
Strongly Disagree	7	18
Total	38	100

### 3.2. Chiefs and Assistant chiefs perspective

A total of 20 chiefs and Assistant chiefs were interviewed from Kamukunji sub county. Because their titles did not change , they were only interviewed on the second ,third and fourth research questions. Tables 3.18 , 3.19 and 3.20 provide the results of the interviewees .Overall, 70 percent felt that the National Government Act 2013 and Executive order no.3 of 2014 has increased their responsibilities and feel they are more motivated. They cited that , they have increased mandate in civil registration and registration of persons. They also felt the executive order no.3 of 2014 gave administrators more powers in discharging responsibilities. In fact to them the enactment of law and the executive order made them feel they are recognized by law and hence a guaranteed job security unlike before . However 30 percent disagreed saying responsibilities have not changed, that there are so many politics surrounding their work and that poor remuneration despite increased responsibilities is very low and hence feel demoralized. They even claimed there is duplication of duties with county governments. Its worthy noting that most chiefs and Assistant chiefs have controlled illegal structures which is also the duty of the county governments hence conflicts.

When asked whether the promulgation of a new constitution have weakened their relationship with other heads of departments, 65 percent disagreed while 35 percent agreed. Those who felt relationship has not weakened cited that each department is doing its work accordingly and infact relationship is normal where administrators are more recognized by the constitution than before. However 35 percent felt relationships have weakened and there is less recognition of the administrators by HODs and wider public .They cited that politicians have incited the public and departments are more independent. They for example cited the Administration Police [AP] who have since stopped taking orders from them invoking the new constitution and operational independence. It is worthy noting that the AP act cap 85 laws of

Kenya, where District Commissioner was a commandant of the Administration police has been rendered a nullity following the promulgation of the new constitution of Kenya 2010.

On whether they received sufficient information and were consulted by policy makers and their seniors about the PA restructuring, 70 percent were in the affirmative and 30 percent disagreed. Those in the affirmative said they were informed through workshops, letters, and meetings. Those who differed said there was scanty information and it has never been clear what the restructuring is all about.

Table 3.18: National Government Co-ordination Act 2013 and Executive order no.3 of 2014 increased your responsibilities and are more motivated.

Responses	Frequencies	Percentages (%)
Yes	14	70
No	6	30

Table 3.19: Promulgation of new constitution of Kenya 2010 has weakened relationship with other MDAs/HODs.

Responses	Frequencies	Percentages (%)
Yes	7	35
No	13	65

Table 3.20. Have you received sufficient information from policy makers and senior on status of Provincial Administration restructuring?

Responses	Frequencies	Percentage (%)
Yes	14	70



No	6	30
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### 3.3: Policy makers perspective

The perspective of the policy makers is that, titles of the NGAOs are in line with the constitutional descriptions of their areas of jurisdiction. They also feel National Government Co-ordination Act 2013, defines the scope of responsibilities and enhances accountability in face of the devolved functions thus, enabling staff to take stock of their achievements. In essence it gives them confidence. They agree that, the Act and the Executive order no 3/2014 has increased the NGAOs job fulfillment because before, the officers were unsure of their scope of responsibilities. On whether there was also job enrichment or enlargement, policy makers feel there was job enrichment because the delegated authority was conclusive, that is, they need not consult the higher office, hence can make discretionary decisions.

In establishing whether after the promulgation of the new constitution 2010, the relationship between NGAOs and other ministries, departments and agencies (MDAs) weakened, they are in the affirmative. This is largely due to devolution where some MDAs have been devolved and are co-ordinated by the County Governments.

The policy makers also believe adequate involvement of NGAOs has been made in the restructuring process. To them, the team crafting and overseeing the restructuring of Provincial Administration is made up of Senior and experienced Administrative officers.

## CHAPTER 4: SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

This chapter summarizes the main research findings, conclusions and gives recommendations for implementation and for further research.

### 4.1: Summary of research findings

Figure 4.1: Simple Bar graph on 'Yes' responses that the variables had a positive influence on motivation.[DCCs and ACCs]

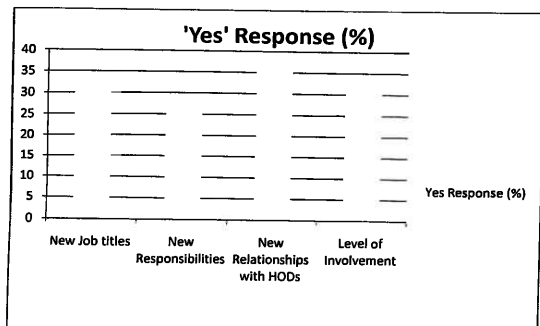


Fig 4.2: 'No' responses that the variables had positive impact on motivation [DCCs and ACCs]

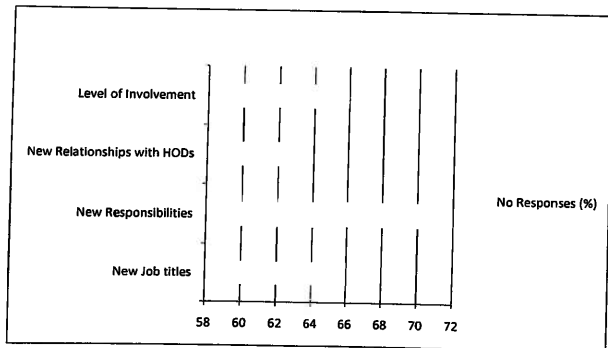


Table: 4.1: Summary of Responses for Chief and Assistant Chiefs

S/NO.	STATEMENT (VARIABLE)	% OF RESPONDENT	
		Yes	No
1	National Government Co-ordination Act 2013 and executive order No 3 of 2014 made work enriching and motivating	70	30
2	Promulgation of new constitution of Kenya in 2010 has weakened relationship with other MDAs	35	65
3	Have received sufficient information from policy makers and senior on status of PA restructuring	70	30

In the literature review it was found out that titles have relevancy in motivating staff, although some researchers felt what matters is the resources and remuneration attached to the position. This research had sought to find out whether change in job titles among National Government Administrative officers (NGAOs) has affected their job motivation. Job titles have an element of recognition which as seen in Abraham Maslow hierarchy of needs theory increases workers self- esteem and hence increases motivation. The study found out that old titles led to more recognition than present titles. In fact majority of the respondents felt the new titles have not been matched with resources and better remuneration and has actually demotivated them.

The research also sought to find out if changes in responsibilities affected NGAO's motivation. In Fredrick Hertzberg two- factor theory of motivation, it was found out that responsibilities are very important in increasing motivation especially the vertical loading. This is providing staff with more challenging responsibilities that help them to realize their full potential and achieve self- actualization. This is also true to Hierarchy of needs theory where a more challenging work is more enriching and fulfilling. In this regard the research sought to find out if new responsibilities increased officers self esteem . Among the deputy and assistant county commissioners , It was found out that old responsibilities led to more self esteem and were more enriching and fulfilling than the present responsibilities. There is thus need to seek out whether the new responsibilities led to horizontal loading (increasing responsibilities that are not challenging) or it was vertical loading. As a whole the research found that more officers were demotivated with the new responsibilities citing conflicts with county governments and limited resources to perform the duties. Interestingly however, most chiefs found the new responsibilities more fulfilling and are motivated.

The third objective was to find out how the redefined relationship with other heads of departments affected the NGAOs motivation. Literature review found out that, established linkages and command structure in working, once disrupted can have negative effects on staff

morale. The research found out that deputy and assistant county commissioners' current co-ordination roles are less appreciated by HODs than the old set up. However, quite a member of NGAOs felt the National government Co-ordination act 2013 and Executive order no. 3/2014 helped them to gain recognition from other HODs. This is because, as it was found out, the new constitution 2010 demeaned NGAOs in the face of other HODs. As a whole the relationship of the NGAOs and other HODs has thawed and not as healthy as it was before the new constitution came into force. Majority of chiefs and assistant chiefs felt there is still good working relationship with other HODs in the new dispensation.

The fourth and final objective of the research was to find out whether NGAOs were involved in the restructuring process. Literature has confirmed that constant communication and feedback is important to motivate staff in the process of restructuring an organization. Further, staff feel highly appreciated when they are consulted and their ideas factored in any change to be effected in an organization. The research found out that majority of the NGAOs especially the deputy and assistant county commissioners were not consulted, sensitized and informed about the nature of restructuring the Provincial Administration. And even those who were consulted, their views were not factored in especially by the committee of experts before new constitution of 2010 that only recommended for the restructuring of Provincial Administration. Majority of the chiefs and assistant chiefs however admitted having being informed about the restructuring.

#### **4.2. Conclusion**

The outcome of this research is perplexing. Provincial administration has undergone changes after every regime of government in Kenya's history. Though loathed by a section of public and politicians, the government of the day have found it necessary to retain it as a central organ of national government business, albeit with changes.

Over time, restructuring has occurred by changing the NGAOs titles, responsibilities, relationships with other MDAs and their involvement in this processes has been relative. As it is expected, it has impacted differently on the administrators. In this study for instance it has revealed that most deputy and assistant county commissioners are demotivated in their current work situation. Interestingly not many chiefs and assistant chiefs feel the same. Although policy makers feel the restructuring so far made is in the right direction, they concur with the commissioners that the county governments have watered down the working relationship between the NGAOs and other MDAs.

Though a policy on restructuring of NGAOs is being finalized by the ministry in charge , the findings in this research should provide 'fodder' in addressing the place of DCCs and ACCs in the new constitutional dispensation and make them more productive and motivated.

#### **4.3. Recommendations**

This section gives various recommendations both for policy action and for further research

##### **4.3.1: Recommendations for policy action**

Based on the concluding remarks and the results, the researcher wish to make the following policy recommendations.

- (i) It is prudent to allocate resources to offices even when changes take place. Titles of work are not enough to retain qualified staff. Infact the respondents commented that staff in County Governments are paid better and facilitated in their work as compared to NGAOs.
- (ii) Responsibilities must go with resources. If additional and challenging responsibilities are given to staff, there should be appropriate computation to allocate appropriate resources.

- (iii) Co-ordination institutions or committees or fora for NGAOs should be anchored in law to avoid conflict with the constitution and other agencies. More research is needed on the effectiveness of Sub-county Development Committees and Sub-county Executive Committees which appear dormant and were institutions that NGAOs used to co-ordinate government business
- (iv) Restructuring should be done by independent consultants to avoid conflict of interest. Sometimes far reaching decisions must be made to change organizations to be effective. There is need sometimes to change the top management. You cannot restructure when change is championed by people who do not want to change.
- (v) Restructuring is a process that should not be rushed but smoothed overtime. Furthermore it should have a human face so that changes factor in the welfare of staff affected. It is a matter of fact as literature has revealed that staffs are physically and emotionally affected in organizations undergoing restructuring.
- (vi) There is need for participatory approach where all stakeholders are involved. These include the service given, service consumers and leadership. Infact there is need to sensitize the staff to avoid anxiety which can lead to resistance and sabotage.
- (vii) I wish to adopt a recommendation by Edward Ouko – led government taskforce of auditing the socio-economic impact of the new Constitution which states, ‘It is not contestable that the National Government needs a presence to co-ordinate it functions at the County level. The question is what size of presence would be both effective and financially prudent. In view of the efficient, effective and prudent use of resources principle, the co-operative government principle and the appreciation of interdependency of functions, it is necessary for both National and County Governments to design a structure or organization that is best fit, but facilitative of respective functional mandates’ (Republic of Kenya 2015).

- (viii) There is need for intensive in-service trainings, seminars and workshops to sensitize staff whose organization is undergoing restructuring to gain control of any eventuality.
- (ix) Motivation is a holistic term that needs every organization to do more research on how best to motivate staff for effective and efficient service delivery.
- (x) Organizations need to appreciate its past, involve its outside and inside stakeholders, must re-look at its mission and vision and be able to understand the social political and economic environment in which it is operating in.

**Recommendations for further research.**

- (i) The research sought to find out how restructuring of Provincial Administration through change of titles, responsibilities, working relationships with other HODs and level of involvement affected staff motivation. There is need to investigate other factors that are part of restructuring and how they affect motivation. They could include, reduction of staff and improvement of facilitation, retirement with full benefit, transfer to other departments among others.
- (ii) There is need to investigate whether staff motivation leads to better service delivery.
- (iii)The study had most respondents preferring the old order of arrangement of working before the restructuring process. There is therefore, need to do an assessment on the effectiveness of committees such as District Development Committees (DDCs) which was a forum for all stakeholders in a District under chairmanship of District Commissioner to engage each other.
- (iv)The study revealed a relatively demotivated staff due to restructuring so far made. There is therefore, need to do a survey to reconsider further restructuring or completely do away with the system previously referred to as Provincial Administration.



(v) The research was based in Nairobi city county with unique administrative arrangement.

Nairobi houses apex of administration hierarchy hence close influence from the executive that can affect the operating space for the field administrators. Furthermore chiefs are transferable unlike in other counties. The effects of community fatigue when officers are not transferable and the psychological trauma associated with transfers all have different bearing on officer's motivation. There is need therefore to do similar studies in other counties.

[vi] There is need to do a further research to establish why deputy and assistant county commissioners find themselves more demotivated than chiefs and assistant chiefs in Nairobi county.

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## Appendix 1

### QUESTIONNAIRE

#### INTRODUCTION:

I am a student pursuing masters in Public Administration (MPA) at the University of Nairobi (UON), Department of Political Science and Public Administration. My research topic is on. "The Impact of the Restructuring of Provincial Administration on Staff Motivation". I hereby request you to kindly supply information that will assist in my study. Please tick where appropriate in the questionnaire.

**Note:** the information supplied will solely be used for academic purposes and high confidentiality and anonymity will be maintained.

#### SECTION A: BACKGROUND INFORMATION

##### (1) Gender

Male

Female

##### (2) Age category

(i) 21 years to 30 years

(ii) 31 years to 40 years

(iii) 41 years to 50 years

(iv) 51 years Above

##### (3) How long have you worked as an Administrative officer?

(i) Less than 5 years

(ii) Between 5 to 10 years

(iii) Between 10 to 15 years

(iv) Between 15 to 20 years

(v) Over 20 years

(4) What is your level of education?

(i) Diploma certificate

(ii) Bachelors degree

(iii) Masters degree

(iv) Doctor of philosophy

(5) What is your Designation?

(i) Deputy County Commissioner

(ii) Assistant County Commissioner

**SECTION B: APPLYING THE KEY PROVIDED INDICATE YOUR EXTENT OF AGREEMENT OR DISAGREEMENT IN THE FOLLOWING ASPECTS ON MOTIVATION.**

5=strongly Agree	4=Agree	3=Not Sure	2=Disagree	1=Strongly Disagree
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NO	MOTIVATION INDICATORS	5	4	3	2	1
	<b>Change in job titles</b>					
6	Your new job titles gives you more recognition					
7	Your old titles gave you more recognition					
	<b>Change in responsibilities</b>					
8	Your new responsibilities have increased your self-esteem					
9	Your old responsibilities gave you more self-esteem					
10	Your new responsibilities are enriching and self-fulfilling					
11	Your old responsibilities were more enriching and fulfilling					
	<b>Redefined relationship with other departments/agencies</b>					
12	Your new co-ordination roles are appreciated by other heads of departments					

	(HODs)					
13	Your former Co-ordination roles were more appreciated by HODs					
14	After the National Government Co-ordination Act 2013, and Executive order No. 3/2014 HODs recognized you as their chairperson					
15	Before new constitution of 2010 HODs recognized you as their chairperson					
	<b>Staff involvement in the restructuring process</b>					
16	You were consulted during the enactment of laws and executive pronouncements about your restructuring.					
17	You were sensitized on the nature of restructuring as per Kenya's new constitution of 2010					
18	There was appropriate communication on the agreed new structure of National Administration					

### SECTION C

(19) Do your new job title have any effects on your job motivation?

(i) Yes

(ii) No

(20) Do your new responsibilities have any effects on your job motivation?

(i) Yes

(ii) No

(21) Do your relationships with other Heads of department and agencies have any effects on your job motivation?

(i) Yes

(ii) No

(22) Do your level of involvement in the restructuring process have effects on your job motivation?

(i) Yes

(ii) No

(23) What recommendations can you make to an organization undergoing restructuring?

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## Appendix 2

### INTERVIEW SCHEDULE

FOR POLICY MAKERS (HEAD OFFICE, PSC, RC AND CC)

#### INTRODUCTION:

I am a student pursuing masters in Public Administration (MPA) at the University of Nairobi (UON), Department of Political Science and Public Administration. My research topic is on. "The Impact of the Restructuring of Provincial Administration on Staff Motivation". I hereby request you to kindly supply information that will assist in my study. Please tick where appropriate in the questionnaire.

**Note:** the information supplied will solely be used for academic purposes and high confidentiality and anonymity will be maintained.

Q 1. What is your designation?

.....  
.....

Q2. Do you think changed job titles among National Administrators have increased their motivation?

- (i) Yes  (ii) No

Q3. Do you think the enactment of the National Government Co-ordination Act 2013 had positive Impacts on National Administration staff morale?

- (i) Yes  (ii) No

Q4. Do you think the enactment of the Act (in Q3) and issuance of Executive order No. 3 of 2014 by the President led to job enrichment leading to job fulfillment among the National administrators?

- (i) Yes  (ii) No

Q5. Do you think the changes in law and executive order in Q4 above led to job enlargement rather than job enrichment?

- (i) Yes  (ii) No

**Q6. Since the promulgation of the New Constitution 2010, have relationships between National Administrators and other Ministries, Department and Agencies (MDAs) weakened?**

(i) Yes  (ii) No

**Q7. Do you think relationships cited in Q6 positively impacted on the National Administrators motivation?**

(i) Yes  (ii) No

**Q. Do you think National Administrators have been involved in the ongoing restructuring process of the Provincial Administration?**

(i) Yes  (ii) No

**Q9. Are you satisfied that adequate communication/feedback mechanism is in place on the restructuring process between policy makers and the National Administrators?**

(i) Yes  (ii) No

**Q10. What recommendations can you make to an organization undergoing restructuring?**

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### Appendix 3

#### INTERVIEW SCHEDULE FOR CHIEFS AND ASSISTANT CHIEFS

##### INTRODUCTION:

I am a student pursuing masters in Public Administration (MPA) at the University of Nairobi (UON), Department of Political Science and Public Administration. My research topic is on. "The Impact of the Restructuring of Provincial Administration on Staff Motivation". I hereby request you to kindly supply information that will assist in my study. Please tick where appropriate in the questionnaire.

**Note: the information supplied will solely be used for academic purposes and high confidentiality and anonymity will be maintained.**

Q1. What is your designation?

.....  
.....

Q2. Do you think the enactment of the National Government Co-ordination Act 2013 had positive impacts on your motivation?

(i) Yes

(ii) No

Q3. Do you think the Act cited in Q2 and Executive order No. 3 of 2014 increased your responsibilities and hence motivated you?

Comment

.....  
.....  
.....

Q4. Since promulgation of the new constitution, have relationships with other Ministries, Departments and Agencies (MDAs) weakened?

(i) Yes

(ii) No

**Q5. Have the new relationships cited in Q4 had positive impact on your job motivation?**

(i) Yes  (ii) No

**Q6. Have you been genuinely involved in the restructuring process of the Provincial Administration?**

(i) Yes  (ii) No

**Q7. Have you received sufficient information from policy makers and seniors on the status of restructuring of the Provincial Administration?**

(i) Yes  (ii) No

**Q8. What recommendations can you make to an organization undergoing restructuring?**

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#### **Appendix 4: Scheme of service for Administrative Officers before 2013**

Provincial Commissioner



Deputy Provincial Commissioner



Senior District Commissioner



District Commissioner



District Commissioner



Senior District Officer



District Officer I



District Officer II

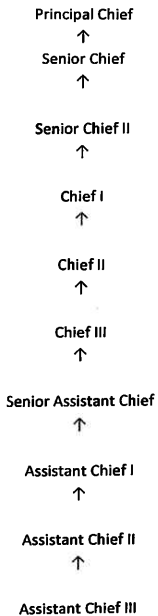


District Officer III



District Officer Cadet

**Appendix 5: Scheme of service for Chiefs and Assistant Chiefs after 2013**



**Appendix 6: Scheme of service for Administrative Officers after 2013**

