

**THE CHALLENGES OF IMPLEMENTATION OF DEVOLUTION  
STRATEGY AT THE NAIROBI CITY COUNTY GOVERNMENT  
IN KENYA**

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## DECLARATION

This research project is my original work and has not been submitted to any other university for award of a degree.

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I dedicate this research project to my beloved wife Mrs Lydiah Mulli, my children Shernice Ivy Mutheu, Bernice Viola Mumbua and Emmanuel Carlos Mumo for their support and encouragement, patience and understanding throughout the duration of my MBA degree studies and my parents Mr. Joseph Mulli Mukunzi and Mrs. Teressia Kasyoka Mulli for their undying support and love. Their virtue of hard work, resilience, devotion and integrity has continued to drive and guide me through the long journey of my life. May God bless you all.

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## ABSTRACT

The purpose of this study was to establish the challenges facing Nairobi City County Government in the implementation of devolution strategy. The study adopted a case study research design since it was focusing on the Nairobi City County alone. The study used both primary and secondary data. The respondents of the study included the 10 county executive committee members of the County who are in charge of the various departments at the County level. Primary data was collected through an interview guide. The interview guide was validated using content analysis where the draft was availed to two of the respondents for their critique and input. A final draft was finally made to be used for data collection. The data collected was analysed using content analysis. The study findings reveal that the main challenges that face the implementation of the devolution strategy by the Nairobi City County include the physical and political environment; the national government and its agencies whose actions at times contradict actions taken by the Nairobi City County government; inadequacy of resources both financial and human capital and resistance from both the Members of City County Assembly, employees, the electorate and the business community. It was confirmed that the Nairobi City County has the capacity to successfully implement the devolution strategy subject to a number of requirements being met. The study revealed that if the Nairobi City County gets access to adequate resources, then the question of capacity to implement the devolution strategy will not arise. Currently the capacity to implement the devolution strategy is affected by the scarcity of resources both financial and human. The possible solutions to the challenges include more funding by the national government or seeking alternative means of raising revenue by the Nairobi City County government. Stakeholder involvement at all levels of implementation will also assist in reducing resistance. Another possible solution is to educate the members of the County Assembly on the need to separate politics and development issues in order to enable them understand the reasons why their support for implementation of the devolution strategy is significant. The study recommends the Nairobi City County to seek homegrown solutions to the challenges facing implementation of its devolution strategy. Development of policies concerning devolution should carefully consider reviewing the roles of the central government so that conflict of interest can be eliminated. There should be clear policies governing the implementation of devolution strategy in order to avoid confusion. Currently the existing policies need to be streamlined to provide the Nairobi City County government with enough capacity to implement the devolution strategy successfully. The study also established that there are several challenges in implementation of the devolution strategy. This implies that most of the findings agree with those of other researchers on the challenges facing implementation of devolution strategy. However, there is need for more research on implementation of the devolution strategy in Kenya since the process is still in progress. This will assist in providing more knowledge on the challenges facing Nairobi City County in implementing the devolution strategy. There is need for the county government to consider addressing these issues comprehensively to make the process successful. However, some issues were found to be beyond the control of the Nairobi City County government hence the need for it to navigate around such issues with the aim of getting alternative solutions that can assist in successful implementation of the devolution strategy.

# CHAPTER ONE

## INTRODUCTION

### 1.1 Background of the study

Business theorists and practitioners having understood the business strategic process as operating in a highly competitive environment have come up with various definitions of what a strategy is. Chandler (1962) defines strategy as “determination of basic long term goals and objectives of an enterprise, and the adoption of courses of action and allocation of resources necessary for carrying out these goals. Quinn (1980) also defines strategy as a pattern or plan that integrates an organization’s major goals, policies and action sequences into a cohesive goal. A strategy or general plan of action might be formulated for broad, long-term corporate goals and objectives, for more specific business unit goals and objectives, or for a functional unit, even one as small as a cost center. Such goals might or might not address the nature of the organization, its culture, the kind of company its leadership wants it to be, the markets it will or won’t enter, the basis on which it will compete, or any other attribute, quality or characteristic of the organization.

Together, strategy and tactics bridge the gap between ends and means. Resources are allocated or deployed and then employed in the course of executing a given strategy so as to realize the end in view. The establishment of the ends to be attained does indeed call for strategic thinking, but it is separate from settling on the strategy that will realize them. Three levels of strategy are usually in existence, that is, the enterprise level, business level and functional level (Nickols, 2011). A conceptual definition of devolution entails an understanding of the complex dynamics of



decentralization from which devolution is premised. Scholars promulgate several definitions of decentralization but a central theme is the dispersion of decision-making governance closer to the people. Muia (2008a) asserts that decentralization is one way through which peoples' right to participate in governance is attainable. Further, he highlights two central definitions of decentralization to emphasize the importance of the transfer of decision making power and management of affairs to a subordinate entity. Muia (2008a) argues that decentralization refers to the transfer of public authority and resources including personnel from national to sub-national jurisdictions. The organizations are subordinate units of government, semi-autonomous public corporations, regional development or functional authorities and local government or non-governmental organizations.

Similarly, Oloo (2006) elucidates the linkage between governance and decentralization in defining the latter as the transfer of authority, responsibility and accountability from central to local government. There are three fundamental dimensions of decentralization namely administrative, political and fiscal decentralization. The need for devolution stems from the desire to meet the ever growing needs of the beneficiaries of government services. Scott (1999) argues that the fall of most colonial systems of governance that did not provide room for democratic governance in most of the colonized countries gave room for change of government systems. This is the reason why most countries adopted devolved governance in order to address the inequalities of development that existed in various countries. He further asserts that as people become more literate and aware of their rights and the environment, they demand for immediate solutions that can only be provided within their locality and not from a central government. Persistent social

challenges such as poverty have also necessitated the introduction of devolved governance since most of the challenges require local solutions (Swenson, 1999).

The resource based theory will be used to illustrate a number of issues in this study. The theory holds that organizations all over the world depend on various resources as the basic requirement of the strategic planning and implementation process. Organizational resources are both tangible and intangible assets that an organization has such as brand names, in-house knowledge of technology, employment of skilled personnel, trade contacts, machinery, efficient procedures and capital. The theory, therefore, suggests that the resources available to an organization can determine the level of returns the organization can be able to achieve.

In the year 2010, Kenya enacted a new constitution that introduced County governments. One of the main responsibilities of the County governments is to implement devolution strategies. Nairobi City County has in place the Nairobi Integrated Urban Development Master Plan (NIUPLAN) that seeks to integrate existing and proposed master plans to promote co-ordination among the various stakeholders with mandates in development of various infrastructures within the City. The integrated master plan is aligned to Kenya Vision 2030 that seeks to transform Kenya into a middle income economy by the year 2030 ([www.nairobi.go.ke](http://www.nairobi.go.ke)). The Nairobi City County government has established structures that will enable it to implement the devolution strategy. The County government has established 10 departments and filled them with county executive committee members in line with the Constitution of Kenya and the County Government Act, 2012. The essence of these departments is to carry out their specific roles as enshrined in schedule four of the Constitution of Kenya ([www.nairobi.go.ke](http://www.nairobi.go.ke))

### **1.1.1 The challenges in implementation of Devolution strategy**

According to Sterling (2003), there are several challenges that may lead to unsuccessful implementation of strategies. One of the most common challenges is the unanticipated changes in the environment such as emergence of disruptive technologies and unstable financial markets that lead to rapid discontinuous change. Downes (2001) indicates that technology changes tend to challenge old rules and assumptions thus creating daunting external challenges to implementation of strategy. According to Long Range Planning (1991) some strategies fail because there is insufficient buy-in to or understanding of the strategy among those who need to implement them. A great deal of academic research has been devoted to studying the impact of employee buy-in and understanding of strategy (Deweese, Lobao and Swanson, 2003).

Guffey and Nienhaus (2002) also established a strong link between organizational commitment such as strong belief in the organization's goals and values, willingness to exert effort on behalf of the organization, and strong desire to maintain membership in the organization and employees' support of the organization's strategic plan. Sterling (2003) further asserts that lack of timeliness and distinctiveness in implementation of strategy may be a major challenge. If any competitor beats the organization in marketing a certain idea, then the implementation of an intended strategy becomes a challenge. He further argues that lack of strategic focus is also a challenge in the implementation process. Lack of focus exhibits itself in the form of dissipation of resources and lack of clear articulation of priorities. According to Artikson (2010), there are a number of challenges that face devolution

implementation. They include maintaining adequate feedback mechanisms to ensure on going learning is transferred back to government departments when devolving powers to sub-national levels; Developing an effective co-ordinating role in the context of potential devolved approaches to ensure policy linkages between areas such as employment, regeneration and social inclusion are maintained at all levels within the devolved governance infrastructure.

Other challenges include; Mitigating potential issues within market based approaches to devolved governance, notably ensuring that providers are given incentives to pay equal or greater attention to those most distant from the labour market as well as those considered ‘easier to help’, along with maintaining a diverse provider base; Effectively combining different approaches to which current policy is committed from a devolved governance perspective – namely, competitive market driven approaches, along with approaches involving the use of multi-agency partnerships at sub-regional levels and developing effective accountability and performance management frameworks to enable central government to maintain adequate oversight in operationalizing devolved governance approaches (Artikson, 2010).

### **1.1.2 Devolved Governance in Kenya**

According to Ghai (2006), most African countries with centralized systems of governance exhibit several symptoms that are associated with poor or failed governance. He further argues that one of the most serious symptoms include the inability to discern between public and private resources since most of the people in positions of leadership exploit public resources for private gain. Ndulo (2006) also

asserts that lack of devolution in most African countries with centralized governments leads to limited participation by the citizenry. Most African countries Kenya included were very much affected by the kind of leadership perpetuated by the colonialists. Most of the colonial masters were more interested in making economic gain than building economic institutions. The divide and rule approach of the colonialists developed ethnic hostility among various ethnic groups as they struggled to control resources that were available (Kimenyi, 2002). Since independence, there have been several efforts to bring reforms in various sectors of the Kenyan economy including land reforms.

This was necessitated by the inability of the centralized system of governance to strengthen institutions and instead making them mere instruments of support to the ruling party (Cotrell & Ghai, 2007). The other reason why devolution was supported in Kenya is due to the marginalization of some regions and communities in terms of development. The old constitution of Kenya did not have a clear guideline on how to approach development issues in order to create equitable development. It was believed that devolution would help in reducing the disparities among various communities and regions that developed as a result of marginalization (Barkan & Chege, 1989). The devolution efforts in Kenya have, therefore, been done in three major phases. The first phase involved the Majimbo system immediately after independence, the local authorities system, the Constituency development fund (Ndulo, 2006) and the current County government system.

### **1.1.3 Nairobi City County**

Nairobi City County is one of the 47 County governments that were established through the promulgation of the new constitution in the year 2010. The County came into existence in March 2013 on the same boundaries of what was formerly known as Nairobi province. Nairobi City County has an approximate population of 3.5 million people but the population continues to increase at a rate of 3% each year. The County is also composed of 17 parliamentary constituencies (sub-counties) and 85 electoral wards each of which is represented by an elected member of the County Assembly

([www.nairobi.go.ke](http://www.nairobi.go.ke))

Nairobi County has in place the Nairobi Integrated Urban Development Master Plan (NIUPLAN) that seeks to integrate existing and proposed master plans to promote co-ordination among the various stakeholders with mandates in development of various infrastructures within the City. The preparation of the Integrated Master plan started before September 2013 and it was participative in nature allowing the residents to contribute their views. The integrated master plan is aligned to Kenya Vision 2030 that seeks to transform Kenya into a middle income economy by the year 2030 ([www.nairobi.go.ke](http://www.nairobi.go.ke)).

## **1.2 Research Problem**

Devolution of governance is considered as one of the most effective solutions to social challenges that countries encounter from time to time. Issues such as inequitable development in various regions, poverty and corruption can be best

addressed by putting in place effective and efficient devolved governments capable of implementing the devolution strategy. Devolution also plays a very significant role in nurturing and strengthening institutions that make it possible to address some of the prevalent social challenges. In the year 2010, Kenya promulgated a new constitutional dispensation that advocated for a devolved system of governance. The main purpose of this important action was to address failures linked to quality of governance such as corruption, economic stagnation, poverty, development inequalities and episodic instability.

This has currently led to the establishment of 47 County governments in the country that are charged with the responsibility of providing various services to the local people. Key among the responsibilities of the County governments is the implementation of the devolution strategy. Nairobi City County is one of the 47 County governments that were established through the promulgation of the new constitution in the year 2010. The County came into existence in March 2013 on the same boundaries of what was formerly known as Nairobi province. Nairobi County has an approximate population of 3.5 million people but the population continues to increase at a rate of 3% each year.

The County is also composed of 17 parliamentary constituencies (sub-counties) and 85 electoral wards each of which is represented by an elected member of the County Assembly ([www.nairobi.go.ke](http://www.nairobi.go.ke)). Studies have been carried out on challenges of strategy implementation. For instance Besley and Burgess (2002) on the federal state of India established that decentralization enhances responsiveness in service delivery.

However, Azfar et al (2001) assert that local officials have limited authority to influence service delivery. Li, Sun & Eppler (2008) carried out a study on factors influencing strategy implementation. The findings indicate that the factors include institutional or people oriented factors. Another study conducted by Michaela and Adriana (2010) on effective strategic action established that most companies fail in effective strategic implementation. A study carried out by Awino, Wandera, Imita and K' Obonyo (n.d) on the challenges facing the implementation of differentiation strategy at Mumias Sugar established that a number of challenges such as competition, international standards, research, pricing among others affect the implementation of differentiation strategy.

Oloo (2012) also carried out a study on the challenges of strategy implementation among public Corporations in Kenya. The findings reveal that untimely allocation of resources and inadequate funding are the main challenges. Wesonga et al. (2012) carried out a study on challenges of implementing performance contracting in the Public service. The study established that resistance to change was a major challenge. The studies reviewed indicate that there are no studies that have addressed challenges facing implementation of devolution strategy. It is also clear that devolution strategy in Kenya is under implementation currently by the County governments. This leaves a research gap since no study has attempted to establish the challenges faced by the Nairobi City County government in implementation of the devolution strategy. In this regard, the study sought to answer the question what are the challenges faced by Nairobi City County in the implementation of devolution strategy?



### **1.3 Research Objective**

The objective of this study was to establish the challenges facing Nairobi City County Government in the implementation of devolution strategy.

### **1.4 Value of the study**

Devolution is a concept that is currently being considered as an alternative form of governance in most countries around the world. There is need for more knowledge on theory, policy and practice of implementation of devolution strategy. This study provides more knowledge on the implementation of devolution strategy. This study also enriches the resource based theory of strategic planning by analysing the resources available to the Nairobi City County. Organizational resources are both tangible and intangible assets that an organization has such as brand names, in-house knowledge of technology, employment of skilled personnel, trade contacts, machinery, efficient procedures and capital. The study evaluated whether the resources available to the Nairobi City County are reliable and adequate to enable it govern and deliver services effectively as espoused by article 175 of the Constitution of Kenya 2010.

Just like other Counties in Kenya, Nairobi City County is charged with the responsibility of developing appropriate policies that can address various issues within the county. The findings of this study are beneficial to the policy makers of Nairobi City County. The findings form a basis upon which an informed policy development process can be structured. Further, the study enables policy makers in

the government to take necessary measures to strengthen devolution in Kenya. It's envisaged that if implemented well, devolution can spur economic and social development in all counties in Kenya. Devolution strategy is universal to all the Counties in Kenya. Most of the Counties are more likely to face the same challenges in implementing this strategy. The findings from this study shall assist other County governments in the country to get a clear understanding of how devolution strategy has worked in other areas. It, therefore, serves as a benchmark as far as devolution is concerned. The findings of this study have highlighted how devolution strategy is being practiced in Nairobi City County and this can be a benchmark to the other counties. They shall get an opportunity to learn how devolution strategy is being implemented in the Nairobi City County and replicate any best practices of Nairobi City County in their respective Counties.

## **CHAPTER TWO**

### **LITERATURE REVIEW**

#### **2.1 Introduction**

This chapter presents a review of the relevant literature on challenges of implementing devolution strategies. Among the issues discussed include an overview of strategy, strategy implementation and challenges facing devolution strategy implementation.

#### **2.2 Theoretical Foundation**

This study was based on the Resource Based Theory of strategic planning. The theory posits that organizations depend on resources as the primary point of the strategic planning process. Birger (1984) asserts that most products require the services of several resources and most resources can be used in several products. Caves (1980) defines organizational resources as both tangible and intangible assets that an organization has such as brand names, in-house knowledge of technology, employment of skilled personnel, trade contacts, machinery, efficient procedures and capital. The resource based theory, therefore, suggests that the resources available to an organization can determine the level of returns the organization can be able to achieve.

The resource based theory indicates that an organization can identify attractive resources to enable it to identify classes of resources for which resource position barriers can be built up. These barriers are often self-reproducing; that is a firm which at a given time finds itself in some sense ahead of others may use these barriers to cement that lead (Birger, 1984). It is the properties of the resources and their mode of acquisition which allow this to be done. In this study, e-commerce is taken as a resource that can be utilized by an organization in gaining competitive advantage and profitability. This is done by maintaining technological leads such as e-commerce.

### **2.3 Overview of strategy**

According to Dix and Mathews (2010) a strategy is a tool that defines the routes that when taken will lead to the most likely probability of getting from where the business is to where the owners or stakeholders want it to go. And like a road rally, strategic plans meet detours and obstacles that call for adapting and adjusting as the plan is implemented. They further indicate that strategic planning is a process that brings to life the mission and vision of the enterprise.

A strategic plan, well-crafted and of value, is driven from the top down; considers the internal and external environment around the business; is the work of the managers of the business; and is communicated to all the business stakeholders, both inside and outside of the company. Garatt (1999) asserts that although many models of strategic planning exist, there is one common thing with all the existing models. All the models view strategic planning as a process by which an organization envisions its future and develops tactics to achieve that future. Strategic planning results in a pattern of

purposes and goals and major policies that are aimed at achieving those goals. It defines the business and the types of activities that the organisation will be involved in. Garatt (1999) further argues that there are five distinct phases of strategic planning process. The first phase involves the organization's commitment to involve stakeholders in strategic planning; the second phase involves development of the vision and mission statements; the third phase involves development of long term and short term objectives; the fourth phase focuses on implementation and monitoring of the strategy and the last one involves evaluation of the strategy and its implementation.

## **2.4 Devolution Strategy**

There is a constantly shifting institutional and policy landscape in terms of governance structures where both horizontal (that is, between different policy sectors and communities) and vertical integration and co-ordination (that is, between different tiers of governance from national to neighbourhood) are difficult to realise. Governance of the regions has become more complex, which raises some important challenges given the performance targets that are being set to increase economic competitiveness and reduce social exclusion (North, Syreth & Etherington, 2007).

Although devolved local government may be regarded as a predominantly local activity, many of the problems and solutions that it seeks to address demand a more coordinated response by central and local government (Joseph Rowntree Foundation, 1998). Central government has a responsibility to do the following: Establish clear links between the central government inspired array of regional and local authority

community strategies and neighbourhood management and regeneration partnerships; Coordinate responses to issues at national and regional levels that run across traditional bureaucratic boundaries and devolve greater discretion to regional and local outposts of central government responsible for the administration and delivery of programmes.

It is also the responsibility of the central government to take account of variations in local circumstances and understand the practical problems encountered by those charged with implementing devolution strategy. All too often, centrally imposed solutions and rigid monitoring and evaluation frameworks inhibit local innovation and sustainable solutions. The central government adopts a national programme for compiling data for small area analysis and promote the use of new technologies for training and information exchange and democratic engagement. It also supports pilot schemes, promotes and disseminates good practice, and develops new approaches to the measurement of community engagement and quality of life outcomes. The central government should also realise that modernising and fostering partnerships, community involvement and the risks attached to encouraging innovation need to be addressed if devolved governance has to succeed (Burgess et al., 2001)

According to the Joseph Rowntree Foundation (2001), historically, local authorities have tended not to give great attention to geographic variations in service delivery and impacts at a micro level, but both the modernising and neighbourhood agendas challenge them to adapt their political and administrative structures to meet specific community needs. Some local authorities are engaged in various forms of administrative and political decentralisation and there is widespread confidence

among authorities that they are equipped to respond to the emerging agenda of devolution. In most countries however, it is still a challenge whether local devolved units constituted have the necessary resources, organisational capacity and/or the political commitment to fully address the central government's agenda. Joseph Rowntree Foundation (2001) further argues that in meeting the challenge of improving service delivery, authorities will need to explore difficult choices including the emphasis to be placed on area management approaches and how far to devolve decision making and discretion over the use of resources to local communities. Greater citizen engagement in the development and implementation of service delivery, via community strategies and best value, may be anticipated to improve policy and service outcomes. However, there is less certainty on whether authorities are prepared to contemplate devolving significant decision-making powers and resources.

Building on the multi-dimensional approach, the organisation and management of state power, a devolved system involves the creation of two or more levels of government that are co-ordinate, but not subordinate to each other. None of the levels of government is a mere agent of the other. Each is created and protected by the constitution, with the functions and resources to be used for their discharge being set out and defined by the constitution. The system combines self-governance and shared governance at the local and national levels, respectively. The essence of this is that at the local level the people are allowed a certain flexibility within which they can make decisions that are unique to themselves and their locality. They are allowed a measure of self-governance at this level but at the national level, decision-making is shared (Government of Kenya, 2010). One of the most important shared institutions in the

architecture and design of a good devolved system of government is the Bicameral Parliament. One of the houses is conceptualised and structured in a manner that draws membership from electoral units determined more on the basis of population. But because this can easily tilt the scales in favour of the counties that have higher populations and thereby undermine effective shared decision making, the other house is conceptualised and structured in a manner that ensures a measure of equality of the counties in decision making. This second house is conceptualized as representing the counties with the votes belonging to the counties rather than the individual senators (Government of Kenya, 2010).

## **2.5 Impediments of implementation of Devolution Strategy**

North, Syreth & Etherington, (2007) argue that the degree of compatibility that exists between strategies and policies at the regional and sub-regional levels are concerned with economic development and job growth, and those at the local and neighbourhood levels are concerned with tackling economic and social inclusion. In the case of central and local governments, research evidence indicates that there has been little attempt to make an explicit connection between the two, with those responsible for economic strategies and their implementation still tending to rely on discredited notions of trickle down to distribute the benefits of economic growth. North, Syreth & Etherington, (2007) further provide evidence of localities where new investment and job generation were taking place close to deprived neighbourhoods, but with little connection between them. In the few instances where there have been direct interventions to try and ensure that local people benefit from major regeneration projects, they have been met with some success, although they have invariably been



hampered by the short-term nature of the funding available to them. Wales Audit Office (2005) asserts that an essential component of those initiatives targeted at those who are marginal to the labour market has been outreach activities and delivery by organisations that are trusted in deprived communities. There has been little attempt to join up and co-ordinate demand-side policies operating at the regional and sub-regional scales with those supply-side interventions focused on particular localities. It remains to be seen how far the new Regional Employability Framework, to be delivered at the city region scale, is capable of bringing these together.

According to Ouedraogo (2003) most devolved units of government in some developing countries lack capacity to implement devolution strategies. This lack of capacity brings about the problem of coordination between the central and the local government authorities. Lack of statistical databases to assist devolved units in the planning and monitoring of various activities is equally a major setback in implementation of devolved governance. The capacity problem often stems from the tendency to overrate the ability of the devolved unit of governance in prioritising, planning and implementing development programs. Ouedraogo (2003) further argues that the consequences of overrating the ability of the devolved units of government leads to some irreversible consequences to the country concerned.

Laibuta (2013) indicates that there are a number of challenges facing the implementation of devolution in Kenya. Lack of understanding of key issues around devolution is generating a great deal of mistrust between stakeholders with some, especially the minority coalition in both houses of parliament, believing that the national government is seeking to frustrate devolution. Some counties, for instance,

contest the piecemeal transfer of functions that has taken place so far, arguing that all powers provided in Schedule Four of the Constitution be transferred at once. This demand is partly driven by belief on the part of county governments that officials of the national government and local government structures being phased out remain resentful of the invasion of their previous scope of authority. While this may be true, the reality on the ground is that many county governments, if not all, lack the capacity to absorb all such powers within such a short term. This argument is strengthened when one considers, for instance, that Kenya currently lacks trained and experienced legislative drafters, fiscal and economic planning experts to adequately cater for the 47 counties.

Revenue allocation is also proving to be a divisive issue. By law, counties are entitled to at least 15% of the total National Revenue collected. Despite many counties currently enjoying adequate funding, there is still a feeling that budgetary allocations need to be increased, and that the central government is reluctant to do this. Many county governors and the opposition have since launched a spirited campaign to that effect and have interpreted the perceived national government reluctance as a ploy to frustrate the effectiveness of devolved units. On closer scrutiny though, the reality, as with the transfer of power, is that county governments in Kenya do not have the absorption capacity for more than 15% of the national government revenue. Added to this are demands by county assembly authorities, like their national counterparts, for increased remuneration and benefits beyond the \$1,500 monthly package (Laibuta, 2013).

## **CHAPTER THREE**

### **RESEARCH METHODOLOGY**

#### **3.1 Introduction**

This chapter discusses the methodology that the researcher employed in the study. The methodology includes the research design, data collection methods and data analysis techniques that were employed in this study.

#### **3.2 Research design**

The study adopted a case study design in examining the challenges facing Nairobi City County government in implementing devolution strategy. Kothari (1990) describes a case study as a form of qualitative analysis that involves a careful and complete observation of a social unit. He further describes a social unit as a person, family or institution. The researcher adopted a case study because of its contribution to the knowledge of individual, group, organizational, social and political phenomena.

Case study has been a common research strategy in business (Ghauri & Gronhaug, 2002) and community planning. The distinct need for case studies arises out of the desire of the researcher to understand the complex social phenomena. Case study method also allowed the researcher to retain the holistic and meaningful characteristics of the real life events such as individual life cycles, organizational and managerial processes (Yin, 2013).

### **3.3 Data collection**

This study used both primary and secondary data. Primary data is data observed or collected directly from first-hand experience. It is information that is collected specifically for the purpose of a research project. An advantage of primary data is that it is specifically tailored to your research needs. A disadvantage is that it is expensive to obtain. Another advantage of using primary data is that researchers collect information for the specific purposes of their study. In essence, the questions the researchers ask are tailored to elicit the data that helps them with their study. Secondary data to be collected also involved published data and any other data collected in the past or from other parties.

There are several advantages of secondary data. Secondary data tends to be readily available and inexpensive to obtain. In addition, secondary data can be examined over a longer period of time. Secondary data was sourced from both internal and external sources. Interview guide was used in the collection of data. Interviewing is a way to collect data as well as to gain knowledge from individuals. Kvale (1996) regarded interviews as an interchange of views between two or more people on a topic of mutual interest, sees the centrality of human interaction for knowledge production, and emphasizes the social impact of research data. The interview guide was considered appropriate for this study since there is need to gain an in-depth understanding of the challenges facing Nairobi City County government in implementing devolution strategy and this can only be achieved by conducting interviews.

The researcher collected the data with the help of research assistants. The researcher initially sought an appointment with the respondents in order to ascertain when they were available for the interviews. This was made possible through an introduction letter from the University of Nairobi introducing the researcher to Nairobi City County government for data collection purposes. The researcher then used the prior appointments to conduct the interviews with the respective respondents. The responses were written down and where necessary voice recording was done with permission from the respondents. This assisted in reviewing the responses once the interviews are completed.

The respondents were 10 County Executive Committee Members or their representatives engaged in implementation of devolution strategy at the Nairobi City County government. They were considered suitable because of their role in implementing the County strategic plan. They are also the managers of the various departments within the County hence are charged with the responsibility to make strategic decisions.

### **3.4 Data analysis**

The researcher collected qualitative data. Content analysis was used to analyze the data. Nachmias and Nachmias (1996) define content analysis as any technique used to make inferences through systematic and objective identification of specified characteristics of messages. Kothari (2004) also explains content analysis as the analysis of the contents of documentary and verbal material and describes it as a qualitative analysis concerning the general import of message of the existing

documents and measure pervasiveness. Before embarking on content analysis, the researcher assessed the quality of the written material to ensure that the available material accurately represented what was written or said. The researcher then listed and summarized the major issues contained in the interview guide responses. This enabled him to structure the data in a way that could make it possible to analyse and interpret it.

## **CHAPTER FOUR**

### **DATA ANALYSIS, RESULTS AND DISCUSSION**

#### **4.1 Introduction**

The purpose of this study was to establish the challenges facing Nairobi City County Government in the implementation of devolution strategy. The respondents of the study included 10 County Executive Committee Members or their representatives engaged in implementation of devolution strategy at the Nairobi City County government. The researcher managed to interview a total of 9 respondents thus achieving a response rate of 90%. This implies that the findings of the study can be used to reflect the true position on challenges facing the Nairobi City County government in implementation of the devolution strategy.

#### **4.2 Main Content of Devolution Strategy**

The study sought to establish from the respondents the main content of the Nairobi County's Devolution strategy. It was evident from the research findings that the devolution strategy of Nairobi County is embedded in the County's Nairobi Integrated Urban Development Master Plan for the city of Nairobi that runs from the year 2014 to 2030 commonly referred to as the NIUPLAN. The purpose of the NIUPLAN is to develop concepts for implementation of urban development projects for sustainable urban development and improvement of living conditions based on integrated urban development plan for the city of Nairobi.

The findings from the study reveal that the devolution strategy aimed at addressing the shortcomings of previous strategic plans that had not been fully implemented. It was evident from the study that the devolution strategy to develop various sectors in Nairobi City County came as a result of the promulgation of the Constitution of Kenya in the year 2010. The constitution provided a leeway for County governance that allows the County governments to implement the devolution agenda for equity and equality in development. The respondents confirmed that the current devolution strategy focuses on equality and equity in all sectors since there were challenges in implementing the 1973 Nairobi Metropolitan Growth Strategy that led to different sectors crafting their own sectoral strategies causing imbalance in development.

It was evident from the findings of the study that the devolution strategy of the Nairobi City County seeks to address a number of challenges related to devolution of resources. These challenges include uncontrolled urban development that is evident in a number of areas within the city; insufficient infrastructure in some areas within the city; poor living conditions especially in informal settlements within the City of Nairobi; inadequate social facilities that deny people the opportunity for proper recreation; transport challenges ranging from frequent traffic snarl ups and inadequate efficient public transport and ever growing Nairobi City County population.



The study confirmed that the devolution strategy, therefore, seeks to address the critical issues that will assist the county government to address problems related to poor devolution of resources. The respondents further confirmed that the devolution strategy has also borrowed substantial content from the Kenya Vision 2030 that seeks to turn the country into a middle income economy by the year 2030. This explains the reason why the Nairobi City County devolution strategy also runs from the year 2014 to the year 2030 in line with the country's vision.

### **4.3 Main Stakeholders of Devolution Strategy and their Roles**

The study sought to establish the stakeholders of the Nairobi City County devolution strategy. A stakeholder is anybody who can affect or is affected by an organization, strategy or project. They are individuals, groups or organizations that are affected by the activity of another organization. They include owners who are interested in how much profit the business makes, managers who are concerned about their salary, workers who want to earn high wages and keep their jobs and customers who want the business to produce quality products at reasonable prices.

It also includes suppliers who want the business to continue to buy their products, lenders who want to be repaid on time and in full and the community which has a stake in the organization as employers of local people. Business activity also affects the local environment. They can be internal or external and they can be at senior or junior levels. Stakeholders are those who have the power to impact an organisation or project in some way. It was clear from the findings of the study that Nairobi being the capital and

commercial hub in the region has several stakeholders who are interested in ensuring that the strategies being developed are sound and able to deliver on the required objectives. The respondents confirmed that the first stakeholder in the devolution strategy is the Government of Kenya. The government consists of the ministries, departments, agencies and other arms that form it. The study established that the National government is a major and leading stakeholder since it distributes the resources to the County governments based on the provisions of the constitution. It also plays a significant role in the devolution strategy development and implementation since all the subsidiary strategies must be in line with the country's Vision 2030. The government of Kenya also provides mechanisms for accountability of the county governments hence its central role in implementation of the Nairobi City County's devolution strategy.

The other groups of stakeholders who are key according to the research findings are the citizenry or the people of the Nairobi City County. The County Government Act 2012 defines citizenry as the residents of a particular county, the rate payers of a particular city or municipality, any resident civic organization or non-governmental, private sector or labour organization with an interest in the governance of a particular county, city or municipality, non-resident persons who because of their temporary presence in a particular county, city or municipality make use of services or facilities provided by the county, city or municipality. It was revealed from the study that the people of the Nairobi City County are very important stakeholders since all the plans developed by the County government are aimed at improving the living conditions of the people living in the County.

The residents determine the nature and magnitude of the devolution strategies that the County government develops and implements. The Nairobi City County is obligated by the Constitution of Kenya 2010 to consult its residents in decisions that directly affect them through public participation. This consultation helps the residents to understand the plans at the initial planning stages and helps the Nairobi City County to convince the residents to buy-in to their proposals and win their support.

It was also clear from the study that Members of the Nairobi City County Assembly are also very important stakeholders in the devolution strategy. According to Article 177(i) of the Constitution of Kenya 2010, members of a county assembly are members elected by the registered voters of the wards, each ward constituting a single member constituency, on the same day as a general election of Members of parliament, being the second Tuesday in August, in every fifth year; or the number of special seat members necessary to ensure that principles of devolved government no more than two-thirds of the membership of the assembly are of the same gender or the number of members of marginalized groups, including persons with disabilities and the youth, prescribed by an Act of Parliament; and the Speaker, who is an ex officio member.

The functions of a County Assembly are to vet and approve nominees for appointment to county public offices as may be provided for in the County Government Act or any other law, to perform the roles set out under Article 185 of the Constitution, to approve the budget and expenditure of the county government in accordance with Article 207 of the Constitution, and the legislation contemplated in

Article 220 (2) of the Constitution, guided by Articles 201 and 203 of the Constitution, to approve the borrowing by the county government in accordance with Article 212 of the Constitution, approve county development planning; and to perform any other role as may be set out under the Constitution or legislation. From the above functions of members of county assemblies, it is evident that Members of the Nairobi County Assembly are very key stakeholders in devolution strategy.

It was also clear from the study that international development and aid agencies are also very important stakeholders in the devolution strategy. International development agencies are agencies whose goal is to help develop and support economic growth within a specified city, region or state by providing necessary resources and assistance. They are public, private or most often a public/private partnership, and their purpose is to promote economic growth and development in the areas they serve. The respondents revealed that Nairobi is home to a number of high profile international organizations such as the United Nations Office in Nairobi, the World Bank, the International monetary Fund, the United States Aid, the United Kingdom Aid, Danish Aid and Japan International Cooperation Agency among many others. These international agencies are significant in the sense that they took an active role in funding and drafting the Nairobi City County's strategic plan.

The research findings also established that there are other stakeholders who play a very significant role in the devolution strategy of the Nairobi City County. One of these stakeholders is the business community in Nairobi. A business community is a private and secure environment for various organizations that want to share

knowledge, promotions, offers, services, products or events, to network, establish new contacts or reinforce current ones. The Nairobi City County as revealed from the study has a vast majority of business people who range from manufacturers, landlords and small scale business people. These people hold a very significant position that cannot be ignored. The research findings indicated that the business community played a significant role in developing the devolution strategy.

It was also clear from the study that there are other governmental regulatory agencies that oversee the implementation of the constitution of Kenya promulgated in the year 2010. These agencies are also important stakeholders in the implementation of the devolution strategy. Some of the key agencies include the Commission of implementation of the Constitution, Commission of Revenue Allocation, the Controller of Budget, the Salaries and Remuneration Commission and the Transition Authority among others.

Another key stakeholder of Nairobi City County is Residents Associations and Community Groups. Community organizations (sometimes known as community-based organizations) are civil societies non-profit making organizations that operate within a single local community. They are essentially a subset of the wider group of non-profit making organizations. Like other non-profit making organizations they are often run on a voluntary basis and are self-funded. Within community organizations there are many variations in terms of size and organizational structure. Some are formally incorporated, with a written constitution and a board of directors (also

known as a committee), while others are much smaller and are more informal. Typical community organizations fall into the categories such as community-service and action, health, educational, personal growth and improvement, social welfare and self-help for the disadvantaged. Community based organizations which operates within the given locality insures the community with sustainable provision of community-service and action, health, educational, personal growth and improvement, social welfare and self-help for the disadvantaged, its sustainability becomes healthier and possible because the community is directly involved in the action or operation wherever and whenever monetary and non-monetary support or contribution is needed. The research findings also established that Residents Associations and Community Groups play a very significant role in the devolution strategy of the Nairobi City County.

Another key stakeholder of Nairobi City County is the employees. Employees are identified as stakeholders in the organization from almost all stakeholder perspectives. Employees are closely integrated with the Nairobi City County and this gives them a peculiar role among stakeholders. They contribute to the County in fundamental ways. However, employees actually constitute the County: they are in many cases the most important factor or resource of the county, they represent the County towards other stakeholders and they act in the name of the county. Employees are greatly affected by the success or failure of the county; having an investment of experience and specialized skills, accrued resources, and personal relationships, and are dependent upon their employer's success through income or equity.

People often make a substantial investment in their work: a geographical move, a change in relationships, and further investment in training. Accompanying this investment, workers often depend on their work for social relationships, self-identity, and self-actualization. It is on this basis that employees can be identified as having a moral claim and high legitimacy in the firm. From the organization's perspective, employees have significant influence on the firm and as such high power relative to other stakeholders. It is noted that individuals and groups often belong to more than one stakeholder category. An employee also may be an owner, a member of the local community, a manager in the organization, active in a union or a combination of these.

#### **4.4 Challenges of Implementing Devolution Strategy in Nairobi City County**

The researcher further sought to establish the main challenges facing the implementation of the devolution strategy in Nairobi City County. Strategic challenges are those pressures that exert a decisive influence on an organization's likelihood of future success. These challenges frequently are driven by an organization's future competitive position relative to other providers of similar products. While not exclusively so, strategic challenges generally are externally driven. However, in responding to externally driven strategic challenges, an organization may face internal strategic challenges.

External strategic challenges may relate to customer or market needs or expectations; product or technological changes; or financial, societal, and other risks or needs. Internal strategic challenges may relate to an organization's capabilities or its human and other resources. It was revealed from the research findings that there are several challenges that affect the implementation of the devolution strategy in Nairobi City County. The findings on these challenges are presented next.

#### **4.4.1 Environmental Challenges of implementation of Devolution Strategy**

One of the challenges as revealed by the study relates to the environment. The respondents confirmed that there are two types of environments that affect the implementation of the devolution strategy. The first type of environment is the physical environment. The physical environment includes land, air, water, plants and animals, buildings and other infrastructure, and all of the natural resources that provide our basic needs and opportunities for social and economic development.

A clean, healthy environment is important for people's physical and emotional wellbeing. At a fundamental level, factors such as clean air and good quality drinking water are vital for people's physical health. Other environmental factors such as noise pollution can cause both physical harm and psychological stress. For many people, access to an attractive physical environment contributes greatly to their contentedness with life. The study confirmed that Nairobi is currently congested and the devolution strategy may not be very easy to implement since finding land for some necessary



facilities is a big challenge. Most of the land is fully occupied and this poses a very unique challenge to the Nairobi City County government. The second type of environment is the political environment. Political environment is the government actions which affects the operations of a company or business. These actions may be on local, regional, national or international level. Business owners and managers pay close attention to the political environment to gauge how government actions will affect their company. The political environment potentially affects the daily business activities of any business, company or organization.

When a political institution passes a new law, businesses must consider the impact it will have on their operations. In some instances, companies may need to develop new strategies or processes in order to comply with initiatives imposed through legislative laws. The political system of the country also has an influence on political environments. Nairobi is also the political headquarters of the country and the political environmental is largely volatile. This political volatility makes it difficult to implement the devolution strategy.

#### **4.4.2 The Electorate as a Challenge of implementation of Devolution Strategy**

The research findings reveal that the electorate is also a huge challenge in the implementation of the devolution strategy in Nairobi City County. An electorate is a body of people allowed to vote in an election. Being a part of the electorate is important because it gives them a chance to elect or choose whom they want to

represent them in government. It was clear from the study that the electorate has high expectations from the Nairobi City County government. The high expectations have put pressure on the Nairobi City County government since it may not be possible to instantly realize gains as far as devolution is concerned. The respondents indicated that the electorate is also the tax payers from whom the Nairobi City County Government gets additional revenues to implement the devolution strategy. Demonstrations from the electorate and law suits filed in courts against new proposed taxes by the Nairobi City County government have been evident.

The findings indicate that lack of support from the electorate has become a great challenge in the implementation of the devolution strategy. It was also evident from the study findings that the electorate also comprises of the residents of the Nairobi City County. It was established that Nairobi has a very huge population compared to its area and this is a major challenge facing the County government in its effort to implement the devolution strategy. Majority of the electorate reside in informal settlements within the City. These places are normally crowded and they lack modern facilities. This poses a challenge to the Nairobi City County since providing services to these people requires enormous resources.

#### **4.4.3 National Government as a challenge of implementation of Devolution Strategy**

The study sought to establish whether the Central government is a challenge to the implementation of the devolution strategy by the Nairobi City County. A central

government is the government of a nation state and is more typically a characteristic of a unitary state. This is the same as a federal government which may have distinct powers at various levels authorized or delegated to it by its member states. The structure of central governments varies. Many countries have created autonomous regions by delegating powers from the central government to governments at a subnational level, such as a regional, state or local level. Based on a broad definition of a basic political system, there are two or more levels of government that exist within an established territory and govern through common institutions with overlapping or shared powers as prescribed by a constitution or other law.

Usual responsibilities of this level of government which are not granted to lower levels are maintaining national security and exercising international diplomacy. The research results confirmed that the Central government has to some degree been a challenge to the implementation of the devolution strategy in the Nairobi City County. It was established that the implementation of the devolution strategy is affected by some deliberate actions done by the central government or agencies of the same. One of such actions as established by the study is some political appointments that are against the devolution agenda. These appointments, for example are the County Commissioners, Deputy County Commissioners, Assistant County Commissioners, Chiefs and their Assistants which are parallel to the county established structures of a Governor, Deputy Governor, Sub-County Administrators, Ward administrators and the Village administrators as espoused in the County Government Act 2012.

It was also clear from the research findings that the central government also tries to control the activities of the Nairobi City County though not directly. The respondents confirmed that such actions have made it difficult for the Nairobi City County to independently implement its devolutions strategy. It was further established that the central government has been slow in devolving some of the functions as required by the constitution. This delay has also made the Nairobi City County to face challenges in implementing its devolution strategy. In addition, the respondents also confirmed that the central government is the custodian of financial resources that are distributed down to the County governments including the Nairobi City County. The respondents revealed that the financial resources distributed to them are not adequate to allow effective implementation of the devolution strategy. The study further established that there are some conflicts between various arms of government such as judiciary and the legislature on matters concerning devolution. The study revealed that such conflicts have also become an impediment in the implementation of the devolution strategy in the Nairobi City County.

#### **4.4.4 Resistance as a Challenge of implementation of Devolution Strategy**

It was clear from the results of the study that there are different forms of resistance that have been experienced by the Nairobi City County in their efforts to implement the devolution strategy. Resistance is the action taken by individuals and groups when they perceive a change that is occurring as a threat to them. The threat need not be real or large for resistance to occur. Resistance is the equivalent of objections. Resistance may take many forms, including active or passive, overt or covert, individual or organized, aggressive or timid. However resistance to change happens, it

threatens the success of the organization. Resistance affects the speed at which an innovation is adopted. It affects the feelings and opinions of employees and stakeholders at all stages of the adoption process. It affects productivity, quality and relationships. One of the most prevalent forms of resistance emanates from the Members of the Nairobi City County Assembly who at times frustrate motions dealing with devolution issues. The respondents confirm that in a number of occasions the Members of County Assembly have failed to support motions dealing with specific devolution issues as a way of resisting change and maintaining the status quo. This form of resistance makes it difficult since implementation of any activity requires the support of the Nairobi City County Assembly.

The other form of resistance that has been witnessed according to the findings of the study is largely from the workers of the Nairobi City County especially those inherited from the defunct Nairobi City Council. For the devolution strategy to be effectively implemented there is need for the same to be supported fully by the workers of the Nairobi City County government. However, as revealed from the research findings, most of the workers of the Nairobi City County are against most of the desired changes since they make them feel insecure in their employment. This resistance has made it difficult for the Nairobi City County government to effectively implement the devolution strategy. The study further confirmed that the other form of resistance is through legal battles in the courts. A lawsuit is a civil action brought in a court of law in which a plaintiff, a party who claims to have incurred loss as a result of a defendant's actions, demands a legal or equitable remedy or compensation. The defendant is required to respond to the plaintiff's complaint. A lawsuit may involve

dispute resolution of private law issues between individuals, business entities, non-profit entities or the government and government agencies. A lawsuit may also enable the government to be treated as if it were a private party in a civil case, as plaintiff, or defendant regarding an injury, or may provide the state with a civil cause of action to enforce certain laws. It was evident that for the devolution strategy to be successful in the Nairobi City County there is need to overcome several legal hurdles. The respondents confirmed that legal suits relating to implementation of the devolution strategy are a form of resistance that is based on legal excuses. The legal battles in most cases derail the implementation of the devolution strategy as expected by the Nairobi City County government.

#### **4.4.5 Resources as a Challenge of implementation of Devolution Strategy**

The study sought to establish whether resources are a challenge in the implementation of the devolution strategy at the Nairobi City County. A resource is an economic or productive factor required to accomplish an activity or as a means to undertake an enterprise and achieve desired outcome. Three most basic resources are land, labour and capital. Other resources include energy, entrepreneurship, information, expertise, management, and time. Typically resources are materials, energy, services, staff, knowledge, technology or other assets that are transformed to produce benefit and in the process may be consumed or made unavailable. Benefits of resource utilization may include increased wealth, meeting needs or wants, proper functioning of a system, or enhanced wellbeing.

The concept of resources has been applied in diverse realms, including with respect to economics, biology and ecology, technology, management and human resources, and is linked to the concepts of competition, sustainability, conservation and stewardship. In application within human society, commercial or non-commercial factors require adequate resource allocation through prudent resource management. Resources have three main characteristics: utility, limited availability, and potential for depletion or consumption. The findings from the study reveal that the respondents confirmed scarcity and insufficiency of resources as one of the biggest challenges to implementation of the devolution strategy. It was evident from the study findings that the Nairobi City County government does not have enough financial and human resources that are necessary in the implementation of the devolution strategy.

It was clear that the financial resources provided by the national government are not adequate to cater for the implementation of the devolution strategy effectively. It is due to the inadequate resources that the Council of Governors, a lobby group established under the Transition to Devolved Government Act 2012 has set up a working group of experts to spearhead devolution of more resources to all counties in Kenya through its “pesa mashinani” initiative. The opposition outfit Coalition for Reforms and Democracy and its affiliated political parties have also formed a working group which among other interests is to devolve more funds to the counties. The study further established that the expertise required in the implementation of the devolution strategy is still not adequate in the Nairobi City County. Expertise consists of those characteristics, skills and knowledge of a person (that is, the expert) or of a system, which distinguish experts from novices and less experienced people. In many domains

there are objective measures of performance capable of distinguishing experts from novices. It was further confirmed that the Nairobi City County does not have enough financial resources to use in engaging permanently some of the experts who will assist in the implementation of the devolution strategy. The financial resources available to counties will determine to a considerable extent whether they can effectively fulfill their responsibilities. Although counties can raise some money locally through taxes and fees, the bulk of the money is that which is transferred from the national exchequer, which counties allege is inadequate vis a vis the functions that have been transferred from the central government to county governments. The framework for financial allocations and accountability is complex, requiring independent advice as well as tough negotiations. This shortage in manpower poses a big challenge in implementing the devolution strategy.

#### **4.5 Evaluation of Devolution Strategy**

The researcher sought to establish how the Nairobi City County evaluates the implementation of its devolution strategy. Strategy evaluation is a process through which organizational and program strategies are developed, improved, and refined. Through clarity of strategic vision and purpose (and a culture of learning), evaluation of strategy can provide meaningful insights for both internal and external stakeholders. Strategy evaluation and control is the final stage in strategic management. All strategies are subject to future modification because internal and external factors are constantly changing. In strategy evaluation and control process, managers determine whether the chosen strategy is achieving the organization's objectives. The fundamental strategy evaluation and control activities are: reviewing internal and external factors that are the bases for current strategies, measuring performance, and taking corrective actions.



Strategy Evaluation is as significant as strategy formulation because it throws light on the efficiency and effectiveness of the comprehensive plans in achieving the desired results. The managers can also assess the appropriateness of the current strategy in today's dynamic world with socio-economic, political and technological innovations. The significance of strategy evaluation lies in its capacity to co-ordinate the task performed by managers, groups, departments etc. through control of performance. Strategic Evaluation is significant because of various factors such as developing inputs for new strategic planning, the urge for feedback, appraisal and reward, development of the strategic management process, judging the validity of strategic choice etc. The process of strategy evaluation consists of following steps; fixing benchmark of performance, measurement of performance, analyzing variance and taking corrective action. It was revealed from the study findings that there are regular reviews on the achievements made as far as implementation of devolution strategy is concerned.

The Nairobi City County conducts quarterly evaluations of their achievements and also end year evaluations. It was also revealed that the implementation of the strategy has been broken down into smaller achievable targets that are cascaded down to the relevant departments for execution. The respondents also indicated that there will be midterm evaluation to be conducted at the end of two and half years to establish how far the strategy has been successful in its implementation. The study further confirmed that the Nairobi City County has translated the devolution strategy into performance targets that are to be met by employees. The employees are also

evaluated based on their performance targets twice a year to establish the achievements they have made as far as implementation of the devolution strategy is concerned. It was established that the Nairobi City County plans to conduct a post implementation evaluation of the devolution strategy in order to establish learning experiences for future implementation of other strategies.

#### **4.6 Capacity to Implement Devolution Strategy**

The study sought to establish from the respondents their opinion on the capacity of the Nairobi City County to effectively implement the devolution strategy. Organizational capacity is the long-term ability of an organization to fulfill its mission by measurably achieving its objectives through a blend of sound management, strong governance, and a persistent dedication to assessing and achieving results. Increasing demands on nonprofit organizations require much more to be accomplished with fewer resources than in years past. One way for organizations to meet these needs is to have in place an infrastructure comprised of established best practices and documented processes. This enables the executive to move from a reactive to a proactive operating model.

It was confirmed that the Nairobi City County has the capacity to successfully implement the devolution strategy subject to a number of requirements being met. The study revealed that if the Nairobi City County gets access to adequate resources, then the question of capacity to implement the devolution strategy will not arise. Currently the capacity to implement the devolution strategy is affected by the scarcity

of resources both financial and human. The respondents also confirmed that the Nairobi City County's capacity to implement the devolution strategy is affected by political wrangles due to ideological differences among political camps. These differences make it difficult for the Nairobi City County government to gain support on the implementation of the various activities under the devolution strategy.

#### **4.6 Possible Solutions to the Challenges**

The study further sought to find out from the respondents, what they thought could be possible solutions to the challenges of implementing the devolution strategy in Nairobi City County. It was established that one of the main solutions is to ensure that there are enough resources to assist in the implementation of the devolution strategy. It was revealed that the national government needs to allocate more resources in addition to Nairobi City County government exploring ways of increasing its revenue base in order to get the required financial resources. It was further revealed from the study that the Nairobi City County government required highly competent experts in strategy implementation who will direct the process to completion.

The study established that there is also need to hold frequent stakeholder meetings before implementing the devolution strategy in the Nairobi City County as per Section 91 of the County Government Act 2012. The Nairobi City County government should facilitate the establishment of structures for citizen participation including; information communication technology based platforms, town hall meetings, budget preparation and validation fora, notice boards: announcing jobs, appointments,

procurement awards and other important announcements of public interest, development project sites, avenues for the participation of peoples' representatives including but not limited to members of the National Assembly and Senate, or establishment of citizen fora at county and decentralized units. This will assist in alleviating the issue of resistance to implementation of the devolution strategy. The respondents confirmed that informed stakeholders will not be party to resistance and this will hasten the implementation process. It was further established that members of the Nairobi City County Assembly should be enlightened on matters concerning devolution strategy implementation and the need to separate them from partisan politics. This will assist in gaining the support of the Nairobi City County Assembly in implementing the devolution strategy.

#### **4.7 Discussion of Findings**

The study established that the content of the Nairobi City devolution strategy is the Constitution of Kenya 2010 and the Kenya Vision 2030. This implies that the devolution strategy of the Nairobi City County draws its content from the Country's devolution strategy. In this case the constitution of Kenya 2010 and the Vision 2030 serve as the corporate strategy from which the County draws its content. The county is more of a business unit hence its devolution strategy is like a functional level strategy that focuses on the corporate strategy. These findings agree with those of Dix and Mathews (2010) who asserts that a strategy is a tool that defines the routes that when taken will lead to the most likely probability of getting from where the business is to where the owners or stakeholders want it to go. And like a road rally, strategic plans meet detours and obstacles that call for adapting and adjusting as the plan is implemented.

The results also indicate that the Nairobi City County is not working in isolation as far as implementation of the devolution strategy is concerned. The Nairobi City County government has identified a number of stakeholders who are very important in the implementation of the devolution strategy. These stakeholders include the National government, the international development agencies, the business community in Nairobi, the electorate, the residents, the employees of the Nairobi City County, trade unions, pressure groups and the City County Assembly. This is an indication that the Nairobi City County government recognises the fact that the success of the devolution exercise can only be made possible if there is involvement of all the stakeholders since they determine the direction the implementation process takes. This is also in line with the position held by Dix and Mathews (2010) who argues that stakeholders have a significant role determining where an organisation progresses to.

The study further established that there are a number of resources that are very central to the implementation of the devolution strategy. The main resources mentioned by the respondents include the financial resources that are provided by the National government, the physical facilities that are also provided by both the National and Nairobi City County government. Human resources were also established as one of the most significant resources needed for successful implementation of the devolution strategy. This is in line with the findings of Garatt (1999) who established that strategy implementation requires proper planning and resource mobilisation in order to ensure that success is achieved according to the vision and mission of the organisation.

The research findings also reveal that the National government play a significant role as a major stakeholder. It was established that the national government is responsible for devolution of various functions to the County governments as stipulated in the Constitution of Kenya 2010. The National government also provides the financial resources that are required for the implementation of the devolution strategy. Other than the financial resources and devolving the functions, the National government also plays an oversight role in the implementation of the devolution strategy. The findings agree with the position held by Burgess et al., (2001) who also argues that the central government has the responsibility of adopting a national programme for compiling data for small area analysis and promote the use of new technologies for training and information exchange and democratic engagement.

It also supports pilot schemes, promotes and disseminates good practice, and develops new approaches to the measurement of community engagement and quality of life outcomes. The central government should also realise that modernising and fostering partnerships, community involvement and the risks attached to encouraging innovation need to be addressed if devolved governance has to succeed. The study further established that there are a number of challenges the City County of Nairobi faces in the implementation of the devolution strategy. One of the most prevalent challenges is the inadequacy of finances to facilitate the implementation of the devolution strategy.

The other challenge established by the study is lack of support from the Nairobi City County Assembly due to party differences from the Members of the County Assembly as well as resistance to change from the employees of the Nairobi City County and other stakeholders such as the electorate and the business community. These findings seem to agree with the views of Laibuta (2013) who asserts that revenue allocation is proving to be a divisive issue since legally; counties are entitled to at least 15% of the total National Revenue collected. Despite many counties currently enjoying adequate funding, there is still a feeling that budgetary allocations need to be increased, and that the central government is reluctant to do this.

Many county governors have since launched a spirited campaign to that effect and have interpreted the perceived national government reluctance as a ploy to frustrate the effectiveness of devolved units. The study further revealed that the Nairobi City County does not have adequate capacity to successfully implement the devolution strategy. This is attributed to shortage of the necessary facilities and resources that are critical for the implementation process. Ouedraogo (2003) had a similar view where he mentioned that most devolved units of government in some developing countries lack capacity to implement devolution strategies. He further argues that lack of capacity brings about the problem of coordination between the central and the local government authority. Lack of statistical databases to assist devolved units in the planning and monitoring of various activities is equally a major setback in implementation of devolved governance. The capacity problem often stems from the tendency to overrate the ability of the devolved unit of governance in prioritising, planning and implementing development programs.

## **CHAPTER FIVE**

### **SUMMARY, CONCLUSION AND RECOMMENDATIONS**

#### **5.1 Introduction**

The purpose of this study was to establish the challenges of implementation of devolution strategy at the Nairobi City County government in Kenya. This chapter presents the summary of findings, conclusion and recommendations made based on the research findings.

#### **5.2 Summary**

The study established that there are a number of challenges facing the implementation of the devolution strategy in Nairobi City County government. One of these challenges is the physical environment in which the County is located. It was evident from the results that Nairobi is currently the commercial and political capital of the country and it is densely populated with little or limited land for expansion. It, therefore, becomes a challenge to get enough space to put necessary facilities that can enhance the implementation of the devolution strategy. The other type of environment was found to be the political environment.

Being the political headquarters of the country, there are many political activities taking place and some of them impact negatively on the implementation of the devolution strategy by the County government. The results from the study further revealed that the electorate is also part of the challenges facing the Nairobi City County government in implementing its devolution strategy. The study confirmed that Nairobi City County has a huge number of electorate who have high expectations and



desperately waiting to see results. These high expectations have put a lot of pressure on the Nairobi City County government since there are many people who are in need of the services of the County Government. It was also clear that a greater percentage of the electorate are people living in informal settlements with unique problems that need to be urgently addressed. This makes it impossible for the Nairobi City County government to implement its devolution strategy with such unresolved problems. It was evident from the research findings that the National government has also been a challenge in the implementation of the devolution strategy at Nairobi City County government. It was established that some actions by the National government are against the devolution strategy.

The study revealed that some political appointments contravene the provisions of the law and affect the efforts made by the County government in implementing the devolution strategy. It was further confirmed that the central government through its agencies also thwarts the implementation of the devolution strategy either directly or indirectly. The study also confirmed that implementation of the devolution strategy has met its equal measure of resistance from various quarters thus making it challenging to implement it successfully. It was clear that resistance in the form of lack of support by the Nairobi City County Assembly of some motions geared towards implementation of the devolution strategy is very detrimental to its implementation. The study revealed that this resistance is also experienced from a number of other stakeholders such as the business community within the Nairobi City County and the residents. It was revealed that this resistance curtails the County government's effort to successfully implement the devolution strategy. The other

challenge facing implementation of the devolution strategy at Nairobi City County is the lack of adequate resources such as finances and human resources. The county does not have enough resources to assist in implementing its devolution strategy. The study results confirm that for the Nairobi City County government to successfully implement its devolution strategy there is need for the National government to allocate the County more resources or the County Government to come up with alternative ways of raising the required revenue. This will assist the Nairobi City County to get the necessary resources for implementing the devolution strategy. It was also established that there is need to involve all the concerned stakeholders at every stage of the devolution strategy implementation process. This will reduce the resistance that is currently experienced by the Nairobi City County government.

### **5.3 Conclusion**

The main stakeholders of the Nairobi City County devolution strategy include the National government, the electorate, the business community and the international development partners. These stakeholders have various levels of influence in the implementation of the devolution strategy. The content of the devolution strategy is mainly drawn from the country's Vision 2030. The main challenges that face the implementation of the devolution strategy by the Nairobi City County include the physical and political environment; the national government and its agencies whose actions at times contradict actions taken by the Nairobi City County government; inadequacy of resources both financial and human and resistance from both the Nairobi City County Assembly, electorate and business community.

The possible solutions to the challenges include more funding by the national government or seeking alternative means of raising revenue by the Nairobi City County Government. Stakeholders involvement at all levels of implementation will also assist in reducing resistance. Another possible solution is to educate the Nairobi City County Assembly on the need to separate politics and development issues in order to enable them understand the reason why their support for implementation of the devolution strategy is significant.

#### **5.4 Recommendations**

The study has established that the National government is a challenge facing implementation of the devolution strategy. There is need for comprehensive dialogue between the Nairobi City County government and the National government to resolve any issues that could be causing obstruction to the successful implementation of the devolution strategy. It was also evident that the Nairobi City County has resource limitations. The County government needs to explore more viable alternatives that can assist to raise the required revenue so that the implementation of the devolution strategy cannot stall.

The national government needs to allocate more resources or the Nairobi City County government should explore ways of increasing its revenue base in order to get the required financial resources. It was evident from the respondents that Nairobi City County government doesn't have the specialist skills needed to efficiently implement its devolution strategy. It was revealed from the study that the Nairobi City County government required highly competent experts in strategy implementation who will

direct the process to completion. The study established that there is also need to hold frequent stakeholder meetings before implementing anything concerning the devolution strategy in the Nairobi City County as per Section 91 of the County Government Act 2012. The county government should facilitate the establishment of structures for citizen participation including; information communication technology based platforms, town hall meetings, budget preparation and validation fora, notice boards: announcing jobs, appointments, procurement awards and other important announcements of public interest, development project sites, avenues for the participation of peoples' representatives including but not limited to members of the National Assembly and Senate, or establishment of citizen fora at county and decentralized units.

This will assist in alleviating the issue of resistance to implementation of the devolution strategy. The respondents confirmed that informed stakeholders will not be party to resistance and this will hasten the implementation process. It was further established that the Nairobi City County Assembly should be enlightened on matters concerning devolution strategy implementation and the need to separate them from partisan politics. This will assist in gaining the support of the Nairobi City County Assembly in implementing the devolution strategy.

### **5.5 Suggestions for Further Research**

Devolution is a new concept in Kenya and it is at its initial stages of implementation. It will be important to replicate this study after five years in order to establish the position of implementation of the strategy as at then. This will assist in establishing

how successful the process will be. There are a total of forty seven counties in Kenya. There is need to conduct a survey on the challenges facing the implementation of the devolution strategy among the 47 counties. This will assist in establishing whether all the Counties in the country face the same challenges or there are major differences in the challenges they face.

### **5.6 Limitations of the Study**

During the period of the study several limitations were experienced. One of the limitations was unavailability of the respondents. Given that the respondents were senior officers at the Nairobi City County, getting interview time with them was not an easy task since most of the times they were either in meetings, in the field or out of the county on official duties. Another limitation was lack of data on the research topic on devolution strategy in Kenya.

Given that the concept of devolution is new, very little has been written about it. This was evident when doing literature review on devolution strategy. The other limitation of the study was time constraints. Juggling two issues is not easy and it was quite challenging doing research on Nairobi City County while working and living in another county. Finally, the other limitation was in terms of financial resources. The study required a lot of financial resources to carry out and this one came out as one of the limitations of the study.

## **5.7. Implications of the Study**

The study established that the central government plays a very significant role as the major stakeholder. It also plays an oversight role in the implementation of the devolution strategy. However, the central government was also cited as an impediment to successful implementation of the devolution strategy by not providing enough financial resources. This implies that development of policy concerning devolution should carefully consider reviewing the roles of the central government so that conflict of interest can be eliminated. There should be clear policies governing the implementation of devolution strategy in order to avoid confusion. Currently the existing policies need to be streamlined to provide the Nairobi City County government with enough capacity to implement the devolution strategy successfully.

The study has also indicated that devolution strategy is in its initial stages of implementation and that a lot still needs to be done to ensure successful implementation. The study also established that there are several challenges in implementation of the devolution strategy. This implies that most of the findings agree with those of other researchers on the challenges facing implementation of devolution strategy. However, there is need for more research on implementation of the devolution strategy in Kenya since the process is still in progress. This will assist in providing more knowledge on the challenges facing Nairobi City County in implementing the devolution strategy.

The study results have highlighted many areas that need to be addressed in order to make the implementation of devolution strategy by the Nairobi City County more successful. There is need for the county government to consider addressing these issues comprehensively to make the process successful. However, some issues were found to be beyond the control of the Nairobi City County government hence there is need for it to navigate around such issues with the aim of getting alternative solutions that can assist in implementation of the devolution strategy.

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## APPENDIX: INTERVIEW GUIDE

### Instructions

This interview guide is designed to collect data that will help in understanding the challenges of implementation of devolution strategy in the Nairobi City County. The data provided by this interview guide will be treated in strict confidence and will be used for research purposes only.

Name (Optional).....

Department/Section.....

1. What is the main content of the Nairobi City County devolution strategy?
2. Who are the main stakeholders in the implementation of devolution strategy process in Nairobi City County?
3. What roles does each of the stakeholders play in the implementation of the devolution strategy in Nairobi City County?
4. How does the environment affect the implementation of devolution strategy at the Nairobi City County?
5. What is the role of the electorate in the implementation of devolution strategy in the Nairobi City County?
6. How receptive are the stakeholders on the implementation of the devolution strategy process?
7. What are the roles of the central and county government in the implementation of devolution strategy process?

8. What form of resistance is experienced in the implementation of devolution strategy at the Nairobi City County?
9. What resources are critical in the implementation of devolution strategy process?
10. How does the county evaluate the devolution strategy and implementation process?
11. In your opinion how successful is the county in implementation of the devolution strategy?
12. What are the challenges to effective implementation of devolution strategy in the Nairobi City County?
13. How does the Nairobi City County government address the existing challenges?
14. In your opinion, what do you think are the possible solutions to the challenges affecting implementation of devolution strategy in the Nairobi City County?
15. In your opinion, does the Nairobi City County have the capacity and the resources to receive all he transferred functions as per the fourth schedule of the CoK 2010?

Thank you so much for finding time to grant me this interview opportunity.

God bless you so much.

