FACTORS INFLUENCING THE IMPLEMENTATION OF COUNTY GOVERNMENT MANDATES IN KENYA;
A CASE OF BUNGOMA COUNTY

BY
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A RESEARCH PROJECT SUBMITTED IN PARTIAL FULFILLMENT OF THE REQUIREMENTS FOR THE AWARD OF DEGREE OF MASTER OF ARTS IN PROJECT PLANNING AND MANAGEMENT OF THE UNIVERSITY OF NAIROBI

2015
DECLARATION

This research report is my original work and has not been presented for any award in any other university.

Signature…………………… Date……………..

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L50/71407/2014

This research report has been submitted for examination with my approval as the University supervisor.

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DEDICATION

I dedicate this project to my beloved late parents Mr. Charles Okongo and Mrs. Adah N. Okongo and my fiancée Sambwami Mustafa.
ACKNOWLEDGEMENT

Think of yourself as an artist, creating your life portrait, and your paints and brushstrokes are the choices you make each day. How do you feel about the portrait you have created so far? Have you defined yourself as the person you always wanted to be, or are you a “work in progress”? Are you achieving your full potential as a thinking human being? Or do you feel frustrated, incompetent, unfulfilled, and uncertain on how to capture the meaning that you most desire in life? Most of us are indeed ‘works in progress’. We need many other good people to contribute to our “completion”. In this particular endeavor there were many hidden and visible heroes who contributed to the completion of this work. I have never been known to have words fail me, but as I begin to put on paper the enormous contributions, sacrifice, passion and engagements of the many loyal and phenomenally selfless family members, friends, colleagues, students and well-wishers, I am overwhelmed. There is difficult in assigning a hierarchy since it has been a true team effort from the beginning.

First and foremost my gratitude goes to my research project supervisor Mr. Vincent Marani for his guidance, review, technical support and encouragement during proposal preparation. Many thanks to my lecturers for the M.A in Project Planning and Management, for their support in the various units they were handling especially their dedication and commitment while teaching research methods in our class Mr. Vincent Marani, Mr. Okello Dr. Ochola Mr. Wachiye, Prof. Toili. Prof. Onkware, and Mr. Shililu. Much appreciation goes to Mr. Okello, the resident Lecturer of the Kakamega Extra- Mural Centre, for his guidance and tireless efforts that was reflected in the constructive suggestions in providing important information and guidance at various stages of writing this document.

I thank administrative assistants of Bungoma sub-centre Mr. Issa and Mr. Marcus for being always available to offer services to me and more so Mr. Marani for his professional guidance, inspiration and hope throughout my course.

I thank my class -mates Linet, Sally, Naom, Oware and Chebet whom we shared ideas, group discussion and class assignments.
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ABBREVIATIONS AND ACRONYMS

CA:    County Assembly
CBEF:  County Budget and Economic Forum
CDF:   Constituency Development Fund
CEC:   County Executive Committee
CIC:   Commission for the Implementation of the Constitution
CPSB:  County Public Service Board
IFMIS: Integrated Finance Management Information System
KURA:  Kenya Urban Roads Authority
MCA:   Member of County Assembly
PFM:   Public Finance Management
RRI:   Rapid Results Initiative
TA:    Transition Authority
WDF:   Ward Development Fund
ABSTRACT

The implementation of devolved governments has been growing all over the world. The trend seems to indicate that many governments do not fully implement their devolved systems due to limitations that arise in the course of their implementation process. The purpose this study was to investigate on the factors influencing implementation of county government mandates in Bungoma County. The study was guided by the following objectives; to establish how public participation influence implementation of county government mandates in Bungoma County, to assess the extent to which human resources influence implementation of county government mandates in Bungoma County, to determine how financial management influence implementation of county government mandates in Bungoma County and to determine how legislations influence the implementation of county government mandates in Bungoma County. The researcher employed a descriptive survey design and targeted ward and sub-county administrators, MCAs, County director-Human Resource, Chief Officer-Finance, Chief Officer-Public administration, County Legal Officer and the Chairman, County Public Service Board. The target population was 123, which was also the sample size. A census sampling procedure was used to select the respondents for the study. Questionnaire and interview schedules were used as data collection instruments. Validity and reliability of the research instruments were tested prior to actual collection of data. The data was analyzed using descriptive statistics and presented in the tables showing frequencies, percentages and averages. The findings show that public participation in governance is still low; the county government is still facing challenges in delivering essential services coupled with hiccups of human resource and manpower. It was revealed that financial management systems to manage devolved funds and revenue collection in the county are still in progress and yet to pick up. Efforts to legislate laws and statutes to support county government mandates are time consuming and tedious and involve many other institutions which are yet to harmonize their acts. In conclusion, public participation through radio talk shows and forums, adequate, skilled and well motivated manpower, prudent financial management procedures and focused, clear and supportive pieces of legislation all influence the implementation of the county government mandates in Bungoma County. The study recommends that continuous civic education should be considered to bring the public on board in matters of governance, well structured human skills needs assessment and measures to institute a skilled labor force for the county government should be enhanced. It also recommends that transparency and accountability should be paramount in financial management of county resources and the organs charged with enactment of legislations to support devolution and county government should be empowered in all aspects. This study will therefore be useful to the national government and other county governments in their quest to fulfill their mandates within their jurisdictions.
CHAPTER ONE
INTRODUCTION

1.1 Background to the Study

According to Ronald (2002), Devolution has been successful in other parts of the world, US, India, Nigeria, Sweden, UK and South Africa. Uganda practices devolution through kingdoms Tanzania through Jimbos. There is varying devolution system in place for instance; US, Nigeria and India systems are for federal states. Counties will have to draw experiences from similar environments and factors that bring them closer and learn how they operates, benchmark their strengths and transfer that knowledge and experience to benefit the county. Counties should design and develop slogans to serve as a rallying call or marketing edge. California is known as the “Orange County” while New Hampshire’s slogan is “Live free or die. (The White Paper on Local Government, 1998).

According to Burugu (2010), Los Angeles County comprises of 88 cities within the state of California. This country has succeeded through federalism and has had various benefits which has led to development of complex rail road’s in the country that helped to open up areas as nurture entrepreneurship development of the Hollywood film industry, development of the reliable electricity to power industries cities business and homes and their country is a melt pot of diverse cultures that pursue dreams and opportunities. This country however could not entirely offer a learning experience to the Kenyan devolved system because it is a case of a successful country in a developed world. This notwithstanding the historical, social – economic, administrative and legal development of this county that led to the utilization of natural and human resources focused strategic planning, resources mobilization and the Kenyan counties should emulate financial planning and management. This kind of system did not work out as it was replaced by a unitary system of government through constitution amendments. (Mitullah, W. and Owiti L. 2007).
In South Africa is a country that has a devolved system of government having regional governments headed by a premier. The national government retains supervisory and oversight roles; however the national congress has representation from the regional (provincial) governments both in the cabinet and assembly. Gauteng is one of the nine provinces of South Africa experiencing high population growth rate but is considered the economic hub of South Africa, which contributes heavily in the financial, manufacturing, transport and telecommunication (Mungai, Christine 2013).

What had made this province successful is that it has done zoning and proper use of local resources within the various devolution levels. It has also identified key, unique municipal strengths and their use and has had a strategy for municipalities to align development plans, avoid competitive behaviour, share resources and encourage idea generation to reduce poverty. The counties therefore should synergize their energies to sub-counties to rationalize use of resources as the county grapples with urbanization and growth. (Ndegwa, N (2002).

According to Burugu (2010), Nigeria is one of the most populous African countries which run a federal system divided into thirty regional states fed by executive governors, regional assemblies and government (Linder 1990). This country has had many governments and coups inspired by unequal use of their natural resources. It is witnesses that rules lend to allocate themselves ownership of the exploitation of natural resources like oil whenever they are in power fuelling upheavals and unrest. This scenarios to likely to be experienced in the new structure of governance in Kenya if clear legislation is not done on the showing of natural resources between on the national government and the county government in regard to resources discovered of various counties. Issues of religion dogging Nigeria's government should also be addressed in the sharing of resources and power. (Nyanjom O. (2011).

Colonial masters first implemented devolution in Kenyan and they failed as Kipkorir (2008) contends that counties were not empowered in terms of resources devolution and political power. They therefore led to poverty in marginalized areas, resulting into uneven national development. Incidences of conflict in approach, opinion and at times outright arrogance in disregard of the views of the county leadership were witnessed. (Robert, H. M. 2010).
Other forms of devolution through other systems like CDF have faced challenges, as executives don’t adhere to the objectives and policy guidelines of its establishment and utilization. They ignore priority projects; appoint their friends, relatives and henchmen to run it leading to theft, looting and white elephant projects and fraud. The CDF Board the government agency that administers the find says the issues concerning CDF include accidents involving CDF vehicles, cases of suspected fraud, unfair distribution of finds across constituencies, contractors not being paid, incomplete projects, is-appropriation of funds and wrangles over whom should sit on the local committees (Lijphart, A. (1997).

The formative years in Kenya 2012 – 2015 will be for laying foundation by instilling the best management and leadership practices (Burugu 2010). Kelleher, Christine A, Yackee and Susan Web writing in the policy studies journal in their report, An empirical assessment of devolution policy impact state that sub – national levels of government provide more effective policy customers because they are closely tied to their respective constituencies “Closer to the people”.

Osborne (1988) says devolution should be followed as it allows experimentation and innovation and has better response to citizen preferences, promotes political participation and sub-national control enhances policy-making legitimacy. However, I want to add that it is possible with leaders at various levels in the devolved structure being achievement oriented, dependable having tolerance for ambiguity and having ability to adjust to various situations.

Devolution according to Oxford ordinary English Dictionary is the act of causing an obligation or accountability to another person, organ, level or structure. Devolution in itself has led to a change dilemma as Kenyans ask whether the new structure again fails as it did 38 years ago. Several scholars including Metter (2000), Soss, Schrame, Vanitarian and O. Brian (2001) and Winston (2002) also contend that little is currently known about ramification of the devolution of policy making power by an upper level of government (authorizes) to a lower level of government (The recipient). This problem is even worse because there is little that is known particularly with regard to second order devolution (The transfer of power from the county government to sub country and other lower levels Kipkorir (2009).
Counties will be embraced as the new centers of power and resources. Therefore, knowledge on devolution, which in essence is transformation from central governance to devolved governance, is necessary to facilitate the understanding of counties and know the residents, professional's business community, current local government employees and politicians will run them. (Grossman, J. P. 1989).

As a new phenomenon, county government will be the centers of development, as they have executive roles and 15% of developed funds. Therefore there is need to sensitize and prepare stakeholders for the big role and expectation from the residents, the central government and the development partners. County government in their planning incorporates their contributions in meeting the Millennium Development Goals which includes change management entails thoughtful planning and sensitive implementation of mandates, above all consultation with and involvement of the people affected by the changes. (Kotter 2008).

If you force change on people normally problems arise because the organizational members are much likely to resist this change and this can lead to the change dilemma. (Brown et al., 2000). The promulgation of Kenya’s new constitution on the August 27 2010 marked a big change in the system of government and governance from the unitary government to a two tier devolved structure. This brings on board the National government and the country government this has surmounted to change dilemma because of such a drastic change in the structure of the government that had been in place for the last 37 years (Burugu, 2010). Burugu contends that implementing devolution which is statutory granting of powers from the central government of a sovereign state to government at a Sub – national level as a regional, local or state level is a major challenge that Kenyans will be engaged in for the next five years. (Demmke, C. 2006)

1.2 Statement of the Problem

Change witnessed through this devolution will face resistance because of the inertia, apathy, fear and prejudice of those who want to keep status quo. Lewin (1957). This might therefore lead to ineffective transformation from the central governance to devolved governance as again witnessed in Kenyans immediately after independence (Burugu 2010). The transition from the old to new constitution in Kenya presents fear of the unknown, anxiety and apprehension and hope and enthusiasm on the other hand (Burugu 2010). The majority of Kenyans are not sure about political powers to be enjoyed by the countries. Although the devolved system is based on the constitutional mandates and responsibilities, jitters still prevail
due to the challenges of managing the tribal diversity in some counties, marginalization of minorities, handling of natural resources as well as discrimination in allocation of resources. Decentralization of power in Constituency Development Funds (CDF) has also seen devolution of corruption, nepotism, conflicts and misappropriation of funds (Kiprorir 2008).

It has now been two years since the operationalization of County Governments following the elections held on the 4th March 2013. The objective of implementation of County Government has not been fully achieved. In Bungoma County for example there are substantive challenges, which if not addressed will severely compromise the success of the system of devolved government. Some of the primary threats to the effective implementation of the system of devolved government identified in Bungoma are: (i) Politicization of the process as in delay in salary payments, whereby it’s a big challenge cutting across in all 47 counties also institutional reforms coupled with inadequate focus on institution building; (ii) delays in undertaking a number of critical transitional activities; (iii) a tendency of government to discharge functions that are not within its purview; (iv) policy, legislative and institutional frameworks that are not cognizant of devolution and; (v) low levels of capacity and skills. (Bungoma County Government 2014). It is against this background that the current study sought to investigate on the factors influencing implementation of county government mandates with a special focus on Bungoma County.

1.3 Purpose of the Study
The purpose of this study was to investigate factors influencing the implementation of county government mandates in Bungoma County.

1.4 Objectives

1. To establish how public participation influences the implementation of county government mandates in Bungoma County

2. To assess the extent to which human resources influence the implementation of county government mandates in Bungoma County

3. Determine how financial management influences the implementation of county government mandates in Bungoma County

5
4. Determine how legislations influence the implementation of county government in Bungoma County.

1.5 Research Questions

1. How does public participation influence the implementation of county government mandates in Bungoma County?

2. How do human resources influence the implementation of county government mandates in Bungoma County?

3. How does financial management influence the implementation of county government mandates in Bungoma County?

4. How does legislation influence the implementation of county government mandates in Bungoma County?

1.6 Significance of the Study

It is hoped that the findings of this study will be of great importance to researchers, as it will help develop additional literature in the area of devolution and implementation of county government mandates in Bungoma County. The study findings will also benefit the government of Kenya in developing and implementing policies that promote proper and informed implementation process of county governments. It will also help the Government of Kenya to offer assistance to the implementation of county government mandates and finally future researchers and academicians will also gain from this study, as it will provide them with reference information for further studies. (Commonwealth secretariat, 2002).

1.7 Limitation of the Study

The researcher encountered the following limitations. A few respondents were shy about giving information thinking it will be for commercial purposes but they were assured of confidentiality. Lastly it was not easy to get some respondents to respond to the questions but the researcher was patient and made several trips to collect them. The researcher encountered financial constrains.
1.8 Delimitation of the Study

This study was carried out in Bungoma County between the month of March and June 2015. The proposed study confined itself to investigating factors influencing implementation of county mandate of Bungoma County.

1.9 Basic Assumptions of the Study

This study was guided by the following assumptions; that the selected sample would represent the population in all the variables of interest and that respondents would willing to give the information freely without fear. It was also assumed that all the questionnaires would be returned on time and that those to be interviewed were to be available and willing to participate and provide honest, accurate, complete answers, and that the researcher would have adequate time to complete the study.

1.10 Definition of Significant Terms as Used in the Study

**Policy:** Refers in general to a purposive course of action that an individual or group consistently follow in dealing with a problem

**Public Participation:** the process by which an organization consults with interested or affected individuals, organizations and government entities, before making a decision.

**Human resources** are *defined* as the development and strengthening of human and institutional resources.

**Financial management** is the handling of money matters.

**Legislation** is the act or process of making or enacting laws.

**Public:** The general public includes the community to be served by the county government.

1.11 Organization of the Study

This research report is organized such that the preliminary pages contain; Declaration, Dedication, acknowledgement, abstract, abbreviations and acronyms. Chapter one contains; background of the study, statement of the problem, purpose of the study, objectives of the study, research questions, significance of the study, definition of terms and organization of the study. Chapter two presents a review of literature and relevant research associated with the problem addressed in the study, giving theoretical foundations of the study and conceptual framework. Chapter three presents the methodology and procedures to be used for data collection and
analysis. Chapter four (Data analysis, presentations and interpretations) contains; introduction, questionnaire return rate, demographic characteristics of the respondents, public participation, human resources, financial management and legal framework and implementation of County government mandates. Chapter five (Summary, conclusion and recommendation) contains; introduction, summary of the study, conclusions, recommendations and suggestions for further studies. The report concludes with references, appendices, questionnaires, interview schedule, work plan and finally estimated study budget.
CHAPTER TWO  
LITERATURE REVIEW

2.1 Introduction  
This chapter reviews the literature related to the study on the topic of establishing the factors that influence implementation of county government mandates in Bungoma County. This is followed by the following study objectives: How does public participation influence the implementation of county government mandates in Bungoma County, how do human resources influence the implementation of county government mandates in Bungoma County? how does financial management influence the implementation of county government mandates in Bungoma County? And how does legislation influence the implementation of county government mandates in Bungoma County? A conceptual framework is used to operationalize the variables and lastly the gaps in literature are summarized.

2.2 Public Participation and Implementation of County Government Mandates.  
Participation is considered as one of the milestones of democratic government. This is because participatory democracy provides a mechanism for involving people to participate in governing processes of government. Local government is the closest to the people for allowing participatory democracy to flourish. Democracy is often referred to as “government by the people” or “by the people elected representatives” (Bekker, 2003). Public participation further promotes democratic principles such as political equality, majority rule, popular sovereignty and popular consultation (Cloete, 1995).

In democratizing the governing process, public participation conveys valuable information about public needs and demands from the public to policy-makers and implementers, and vice versa. At the same time, it promotes responsiveness to public needs and facilitates the processes of policy implementation and community development (Bekker 2003).
Public participation in public policy-making and policy implementation also keeps public functionaries in check (Cloete, 1997).

Participation is closely linked with empowerment. Empowering participants represents advancement in democratic governance. Empowerment in simple terms means to enable, to allow or to permit and can be conceived as both self-initiated and initiated by others (Murrell 1990). Empowerment is also an act of building, developing and increasing power through cooperation, sharing and working together (Murrell 1990). Empowerment also refers to the development of an effective support system (Solomon 1976).

Citizens demand accountability from public functionaries at all spheres of government. Accountability is not merely a matter of exercising control; it is also a matter of rendering account and provides surveillance by the citizens who act as watchdogs over the actions of public functionaries (Richards 1995). Every member of the public has a role to play in exacting accountability. The citizen plays an invaluable role in ensuring that public functionaries act and pursue goals for the public interests. Apart from the local government policy that influences public participation at local government level, information provision to policy-makers and implementers has also an impact on public participation. Policy-makers make public policies on behalf of the community (Connelly 2003). It is essential for policy-makers to comprehend the needs of members of the public. In the local government the emphasis is placed on the needs of the public. In order to get information on public needs local authority depends on effective communication and feedback.

Public access to local government information influences public participation in the making and implementation of policy. The most advanced democracies have come to realize that they have inherited, from the ancient times, a tradition of secrecy in government institutions which is incompatible with the public’s right to know how public affairs are conducted (Marsh 1987). Public access to information advocates that information possessed by local government institutions is public information and can legitimately be requested by the public, if it does not
severely infringe on the privacy rights of individuals (Meyer 1995). Another perspective is that access to information means that right of public access to information, documents and records held by local government institutions, except for matters that are narrowly defined (Meyer 1995). In explaining the right of access of the public to government held information, (Cleveland 1986) states that: “Government is information”. Its staff is merely all information workers, its raw material is information inputs, and its product is those inputs transformed into policies, which are simply an authoritative form of information.

Baxter (1984) is of the opinion that free access to government-held information is neither practical nor desirable. Disclosure of information may jeopardize state security, upset economic policies and may enable individuals to gain unfair commercial advantage over competitors. He further says that privacy may be invaded by disclosure of sensitive personal information. According to Sharma (1979) requests for information can be refused if disclosure of the information constitutes infringement to government institution, if disclosure is in contravention of an obligation imposed on a institution and if disclosure can cause serious harm to a person’s health. However, according to Almond and Verba (1989) valid information is essential to one’s ability to influence others. For example, a well-informed individual is likely to perform better in negotiations than an ill-informed person with the same capability and skill of using information. This indicates that public participation can thrive if relevant information is made available to members of the public. Dissemination of information to public constitutes a foundation for public knowledge and views, since one’s knowledge and opinions are dependent on the information at one’s disposal. Hence, dissemination of information is a prerequisite for public participation in the making and implementation of policy at local government.

Public participation is also influenced by responsiveness to public needs and aspirations. Responsiveness to public needs can be defined as a process to taking appropriate timely actions by a public official in response to needs voiced out by the community (Brynard 1990). The requirements for responsiveness to public needs are as follows: members of the public must express their needs; policy-makers must consider and take the needs expressed by the public; and there must be good mechanisms for receiving expressed public needs.
Local responsiveness means the ability to quickly identify changing needs and to redirect limited resources to address those needs (William 1998). The idea of a responsive local government goes beyond accountability and answerability, and embraces the requirement of municipalities to systematically take note of the full range of participation in the making and implementation of policy. The difference between openness to public participation and responsiveness is that the latter involves the obligation of local authorities to discover changes in public opinion itself, while the former encourages people to take initiative.

It can be stated that every member of the public has a role to play in exacting accountability. Where a municipal official is permitted to brush aside or ignore the criticism and even admonition of citizens, and that such official persists in acting as an independent agent without any sense of answerability to anyone or any institution, citizens should act immediately to bring him or her back on track. This also applies to municipal councilors and officials. No public official is a law unto him or herself (Taylor 1998). Therefore the public plays an invaluable role in ensuring that municipal officials do not act beyond their brief but pursue the public interest.

One of the areas at Port-Louis local government where accountability was tested is in the election held on 13 October 2000. Port-Louis local government election determined, through the polls, which candidate had lived up to the expectations of the electorate and which councilor had fallen into disfavour and had therefore been ousted (Dukhira 2000). Hence, public participation in the making and implementation of policy is essential for promoting accountability which keeps the municipal officials and councilors in checks and promotes good local governance.

2.3 Human resource management and the Implementation of County Government Mandates

Performance management is, of course, about performance. According to Armstrong and Baron (1998) as cited in (Armstrong, 2001), “Performance management is defined as a strategic and integrated approach to delivering sustained success to organizations by improving the performance of the people who work in them and by developing the capabilities of teams and individual contributors”. It is concerned with performance improvement, employee development, satisfying the needs and expectations of all the organization’s stake holders-owners,
management, employees, customers, suppliers and the community. Finally, it is concerned with open communication and involvement. It creates an environment in which a continuing discussion between managers and the members of their teams takes place to define expectations and share information on the organization’s mission, values and objectives. Performance management is an on-going process, which holds the following activities. First, defining role, in which the key result areas and competence requirements are agreed. Second, the performance agreement or performance-planning phase, which defines expectations. Third, performance development stage. Fourth, implementation phase which focuses on providing feedback on performance, conducting informal progress reviews, updated objectives and where necessary, dealing with performance problems and counselling. Fifth, performance review phase which is the formal evaluation stage that can lead to performance ratings (Armstrong, 2001).

Providing and demonstrating better value and improving performance is at the centre of any public sector organization today. In order to do this, organizations need to agree on strategic priorities and then measure and manage those to achieve better results. However, McCourt and Eldridge (2003) declare that in most African countries the Public service still practiced the annual confidential report (ACR) to decide on internal and seniority base promotion. For instance in Ethiopia, performance management as part of Civil Service Reform Program (CSRP) has in its original design (Solomon, 2005). Feedback is an important element in appraisal. Metcalfe (quoted in McCourt and Eldridge (2003) found that the successful appraiser were those who allowed their staff to participate. This is done by making an annual interview between manager and employee the focus of the procedure. Frequent communication is desirable and important to good management and assists to maintain good performance throughout the year. Thus, emphasis in developing appraisal should be on developing managers’ appraisal skills. The appraisal interview tries to assess, as honestly as possible, where performance has succeeded, where not and why. It presumes that employees, with guidance and encouragement, can identify and deal with their own weaknesses. Consequently, appraisees should be able to communicate without fear of unhelpful blaming, and without inhibition due to the appraiser’s higher rank. Yet, organizations vary in degree of openness. Therefore, the communication style has to be acceptable to both parties in a way that it reflects national and organizational culture (McCourt and Eldridge 2003).
Preparing for the appraisal interview is important. The appraiser and appraisee should establish an appropriate time and place for the appraisal meeting. The meeting location should be free from interruptions like office visitors, general conversations. Both parties should have ample time to prepare for the appraisal meeting. Prior to the meeting, the supervisor should take time to review the employee performance related documents, and prepare questions on areas where he/she is weak. In the same line, self-assessment can be a significant part of the appraisal process. Working with their supervisor, employees are encouraged to prepare a self-assessment appraisal if required. Employees may also wish to provide a report of accomplishments, factors that affect their performance and any comments or questions in advance of the appraisal meeting. This in turn will assist the appraiser in planning and conducting the actual performance appraisal meeting and report. The interview technique should thus be constructive, encouraging learning and improvement McCourt and Eldridge (2003).

According to Elaine (2004) performance management systems, which typically include performance appraisal and employee development, are the “Achilles’ heel” of HRM. When a performance management system is used for decision-making [which is described in the hard model of HRM], the appraisal information is used as a basis for pay increases, promotions, transfers, assignments, reductions in force or other administrative HR actions. When a performance management system is used for development [which is described in the soft model of HRM], the appraisal information is used to guide the training, job experiences, mentoring and other developmental activities that employees will engage in to develop their capabilities. (Adamolekun, L. (ed.) 1999).

Whereas the regional governments have had been given the right to hire and fire, transfer and promote, train, and develop their human resources, they lack the effective power to perform those tasks. The central governments has overall power to determine the two critical elements of HRM job structure and salary administration that are the basis for carrying out recruitment, selection and promotion activities Paulos (2007). Olowu and Wunsch as cited in Paulos, assert that like other many African countries the Ethiopian system of human resource management forces sub-national governments to adopt a uniform personnel system, hire the same type, number, and quality of staff, and pay the same wage irrespective of the regional differences. “The effect is that local governments are not in a position to make decisions concerning which staff they should hire and which they do not need”(Paulos, 2007).
Civil services at all levels of government need a capable, motivated, and efficient staff in order to deliver quality services to its customers. When HRM functions and structures are decentralized, existing bureaucratic patterns must be reorganized, as roles and accountability are transferred. Decentralization thus strengthens the need for capable staff and increases the importance of capacity-building programmes (MCB, 2003). Proponents of decentralizing responsibilities to managers assert that decentralization increases the efficiency and effectiveness of HRM and public administration in general. Decisions can be taken faster, recruitment be tailored to the specific needs of the organisation, less complex procedures are needed. In addition, effectiveness is increased, because decentralisation increases the manager's discretion, thus enabling him to recruit, evaluate, offer incentives, promote, suggest training needs and communicate directly (Demmke, 2006).

Training and development constitute an ongoing process in any organization. “Training is the formal and systematic modification of behaviour through learning which occurs as a result of education, development and planned experience (Armstrong, 2001).” In contrast, staff development refers to the development of supporting, technical and professional staff in organisations, such us local authorities, in which such staff form a large proportion of those employed. Its aim is to enable such employees to perform their current and future role effectively (Collin, 2001).

According to Olowu and Adamolekun (1999), enormous resources have been committed by national governments and by Africa’s development partners to the training of public servants. Training was expected to meet a variety of objectives, particularly skill development and improvement and socialization in to a public service culture. Considerable training infrastructure was also developed in almost every African country. However, training has had a rather limited quantitative and qualitative impact in many African countries. This is because of the following reasons. First, not all employees are exposed to training; second, training is often treated as a discrete event, not part of an overall programme of organizational improvement; third, selection of the trainees takes place on the basis of bureaucratic politics and patronage rather than on the basis of the greatest need; fourth, competent trainers are rare, as training is itself a poorly developed profession; fifth, training curricula and models are usually based on borrowed models that are rarely updated, sixth, training evaluation are usually limited to assessing happiness level
rather than the impact on knowledge, attitude behaviour and job performance; seven, most training institutions are poorly financed and managed and are usually dependant on government. Consequently, in some civil service organisations some employees were urged to leave their job and joined the private sector. Nevertheless, some countries have taken a major review of their training programme, funding, management of training and have produced training policies that lay down the principle of mandatory training and retraining for all staff. (Adebaby Abay 1998)

Effective training can minimize learning cost; improve individual, team and corporate performance speed and overall productivity, upgrade operational flexibility by extending the range of skills possessed by employees, attract high quality employees by giving them learning and development opportunity. It increases the job knowledge and enhances their skill thus enabling them to obtain more job satisfaction to gain higher reward and promotion. Furthermore, it helps employees to identify organisation goals and mission, helps not only managing change but also developing positive culture in the organisation, which in turn may lead to providing higher level of service to stakeholders (Armstrong, 2001). On the other hand human resource development (HRD) acts as a triggering mechanism for the progression of other HRM policies that are aimed at recruiting, retaining and rewarding employees, who are recognized as the qualitative difference between organizations. The investment in employee learning is a way of creating a primary internal market, and policies aimed at upgrading skill reduce an organization’s dependency on external source of skill (Bratton and Gold, 2007).

2.4. Financial management and Implementation of County Government Mandates

Finally, financial decentralisation, among other things, refers to the transfer of financial resources from central to local governments taking into account the responsibilities allocated to these institutions. This helps local authorities to manage autonomously their projects in order to promote the welfare of the citizens (Manor 1996). To be genuinely supportive of a financial decentralization process, the basic characteristic should include: transparency of allocation, predictability of the amounts available to local institutions and local autonomy of policy-making on resource utilization (Hanson 1995). Hence, financial decentralization refers to downward transfer; by which central governments cede influence over budgets and financial decisions of local government. (Atiklt Assefa 1996)
Municipalities, like any other organisation, need money to remain operationally sustainable and to fulfil their mandates of rendering services and facilitating development within their areas of jurisdictions. A critical question in the South African local government environment remains the extent to which municipalities are able to financially sustain themselves, and thereby determine the well-being of their constituencies in an autonomous fashion. In addition to having to generate money on an individual basis, municipalities are, in accordance with the intergovernmental fiscal relations system in South Africa, entitled to various grants from national and provincial government. (Collin A. 2001).

According to Whelan (2004), the most important unconditional grant to local government is the Equitable Share (ES) of nationally raised revenue. These grants are paid directly to all municipalities in the country, and are based on a formula that takes into account the operating cost required by each individual municipality, to deliver basic services to local communities, specifically those sections that are too poor to pay for these services. In this regard, Whelan (2004) is of the view that the grant is only partially needs-based. Where it wholly needs-based, it would also have to take into account the revenue generated by each municipality across all households, and thus their ability to render these services with their own money.

According to Fourie and Opperman (2007), although the Equitable Share is essentially an unconditional grant, in terms of determining the amount allocated to each municipality, the grant is broken down into specific components, also known as “funding windows”. These “funding windows” represent suggestions as to how the ES should be utilized, and although Whelan (2004) suggests that it does not amount to legally forced spending, it is an attempt by national government attempting to ensure that the grant is utilized towards basic services to poor local communities. It can therefore be seen as efforts on the part of national government to ensure that citizens benefit from the grants, and that it is not used for day to day operational costs of the municipality, such as the payment of salaries for example.

According to Brinkerhoff (2001) “the availability and application of sanctions for illegal or inappropriate actions and behaviour uncovered through answerability constitute a defining element of accountability.” This implies that there can be no real accountability unless individuals and/or organisations (municipalities in this case) are subjected to punitive measures, in the event that they are responsible for irregular behaviour and/or expenditure. Venter and Landsberg(2006) are of the view that, although municipal managers as accounting officers are
subject to being held accountable, in terms of various municipal laws, there is limited authority to hold councilors accountable for fruitless, wasteful or irregular expenditure. This is important as councilors are more often the root cause of financial mismanagement. It is therefore important that individuals responsible for the misguided utilization of municipal resources be exposed, but more important that appropriate sanctions be instituted in order to avoid repetition of such behaviour. On the basis of the above discussion, it becomes evident that South African municipalities are too reliant for financial aid, in various forms, on the other spheres of government. In the absence of financial dependence, municipalities cannot really be said to be autonomous, as those who control the money inadvertently control the activities of an organization.

2.5. Policy making and Implementation of County Government Mandates.

This concept denotes the execution of policy decision through a directed change in the environment with a view to attaining the objectives at an acceptable and anticipated cost (Quade 1982). According to Hanekom (1991), policy implementation refers to the enforcement of legislation. The various participants involved in policy implementation are discussed in the next chapter of this thesis. For the purpose of this research policy implementation is referred to as a process of putting public policy into practice at the grass-root level.

According to Hanekom (1991) policy implementation and policy-making are interrelated. Also policy-making and policy implementation at times occur concurrently. The purpose of researching policy implementation is to determine under what condition and circumstances a positive correlation between policy objectives and desired results can be obtained. Public policy is dynamic and it has to be adapted to changing circumstances. Policy changes are not always favourably received, however, and can cause conflict and tension by provoking resistance and protest action from those who are not in favour of supporting the results (Quade 1982). Therefore policy changes should be introduced gradually for its success. Certain specific conditions ensure successful policy implementation. These conditions are as follows:

Public policy must be based on realistic perceptions of the relation between changes in the behaviour of the target group and the achievement of policy goals (Quade 1982). At times the behaviour and attitude of the target group is the objective of policy. Therefore at the policy implementation stage this condition must be borne in mind. Interest groups and legislations must
support public policy throughout the implementation stage and the judiciary should be either supportive or neutral (Quade 1982). Legislators and executive officer must support the policy programme by allocating resources for the implementation of policy. At times it may be necessary to obtain support from an active pressure group so as to influence local government action. Hence, this condition has an influence on successful policy implementation.

Effective policy implementation can be influenced by relations between authorities. For instance, local government policy is subject to review and approval by institutions at central government level. If central government sees local government policy as an integral part of central government policy, then the central government may promote the implementation of local government policy. The other side of the picture also exists, in that the success of central policy, may be influenced by local government implementation, especially in cases where the central government does not have majority support in a local authority (Quade 1982). Therefore, this condition has a bearing on policy implementation.

Changes in socioeconomic conditions should not be permitted to interfere with the relative importance of policy objectives. Policy environment is dynamic and policy issues are interrelated (Wahal 1975). Political support for a particular policy can reduce as other issues become more essential or receive more public support (Quade 1982). Thus, when implementing policy, this condition must be borne in mind. Administrative skills refers to the ability to exercise effective financial control, recruits and deploy human resources effectively, and creates conducive working procedures and atmosphere (Quade 1982). Political skills refer to the ability to maintain good working relations with public officers, mobilize potential support, use of media effectively and provision of fair treatment at the local government level. Hence, the commitment of public official and political support are essential for successful implementation of public policy. (Common, G. H. M. a. R. 2007).

Legislation and policy decisions must embody unambiguous policy guidelines that will structure the implementation process. Guidelines should define the objectives and also indicate the order of priority. Moreover, resources such as finance, human capital, material, and
equipment must be available for the implementation of policy (Quade 1982). This is an essential component of policy implementation.

2.6 Theoretical Framework

This study applied decentralization theory which involves the delegation of powers to lower levels in territorial hierarchy whether the hierarchy is one of the governments with a state or offices with a large scale organization (Smith 1985). Decentralization therefore involves creation of smaller territories establishment of political and administrative institutions. Devolution as a form of decentralization implies that the central government gives up certain functions and creates new units of government outside control (Rondinelli and Cheema (1983). Heywood 2007 further asserts that devolution establishes the best measure of decentralization within the unitary system of government. In terms of economic, devolution framework improves efficiency (Shepard, 1975), where stakeholders have the opportunity to directly contribute to the policy making process. The ability to enhance inclusive public participation in the governance process exist when devolution system contributes to sustainable development in terms of promoting participatory policy formulation process, and the formulation of policies which are adapted to local needs (Sharma, 2000). An effective devolved system is expected to increase the incentives and the capacity of the poor to actively participate in the decision-making, to decide and lobby for their interests [Manor, 1999], bringing about their ‘empowerment’ as well as contributing to pro poor policies. (Christensen, T. and P. Laegreid 2001).

Devolution can equally bring about efficiency gains, especially in service delivery, given that the local officials are supposed to have a better knowledge of local needs and preferences [Hayek in Ostrom et al., 1993]. Thus, devolution process requires a participatory process to enhance inclusive policy development to enhance local Economic development. The study was grounded on the theory of resilience that was put forth by Holling (1973). The theory explains that a system has the ability to absorb disturbance and still retain its basic function and structure. And as humans seek persistence, it connects with implementation of county mandates and development which has the objective of creating and maintaining prosperous social, economic and ecological systems Folke et al (2002). This is in line with the study since persistence shifts policy from those that aspire to control change in systems assumed to be stable to managing the capacity of socio-ecological systems to cope with, adapt to, and shape change.
The theory is further supported by utilitarian theory by Bentham and Stuart (1843) that holds that the proper course of action is one that maximizes utility thus maximizing benefits and reducing suffering/negatives. This is true for implementation of county mandates is sustainable long after their completion.

Devolution refers to “the transfer of legislative, political, administrative and financial authority to plan, make decisions and manage public functions and services from central government to local governments. The primary aim of devolution is empowerment (Olowu, 2001). On the other hand, according to Paulos (2007) devolution is the most extensive type of decentralization. In addition to this devolution is intended to reduce the gap between government and local population and also to increase control and direction over utilization of resources and ensure effective and efficient service delivery (Ademolekun 1999). In terms of effectiveness and efficiency, Ademolekun (1999) stated, “the development performance of local government is more often than not affected by the financial and human resource available to them.’’ Devolution improves the HRM functions by placing a greater degree of authority and answerability in the hands of managers at the department and regional level. It is a tool, which will ensure that the civil services have the capacity to do the HRM tasks in an effective and efficient way by giving them the power to recruit and select, to promote, to train and to reward accordingly in appropriate manner. Analyzing devolution will help us to understand the administrative, political, fiscal and geographical aspects of decentralisation. Hence, this study views decentralisation as devolution or the transfer of decision-making power and authority from the centre to local entities, which have officially demarcated geographic and functional realm.
2.7 Conceptual framework

This study was guided by the following conceptual framework, which is used to explain the interrelationship between variables. A conceptual framework is a scheme of variables a researcher operationalize in order to achieve the set objectives. (Oso and Onen, 2000).

25165184  **Independent Variables**

- **Public participation**
  - Information provision to policymakers and implementers
  - access to local government information
  - responsiveness to public needs
  - accountability to public needs

- **Human resources**
  - Performance appraisal
  - HR Functions
  - Training and Development

- **Financial management**
  - Unconditional Grants
  - Accountability
  - Budgetary allocation

- **Policy making**
  - Valid assumptions
  - Support by individuals
  - Administrative skills
  - Conditions for legislation

251663872  **Dependent Variable**

- **County government Mandates**
  - Tax collection
  - deliver public services
  - budget
  - Policy linkages and influence
  - Revenue collection

22  -National government
  - Organizational culture
Intervening Variable

Figure 1: Factors influencing implementation of county governments

Figure 1 shows the relationship between the dependent and independent variables of the study. As shown in the figure, the implementation of county governments, which is the dependent variable, could be affected by various factors. (Eduardo, U.J., Camargo, F.J. and Marcelo, M. (year not mentioned).

2.8 Summary of Literature Review

Public Relations Department intended to exchange opinions between the governors and the governed. Therefore, public opinions could be used to evaluate the objectives of policy and implementation processes. It can be stated that government authorities cannot operate successfully if their activities are veiled in mystery, misunderstanding and ignorance. It is of fundamental importance that access to information be promoted. Government bodies must tell people simply and clearly what they are attempting to do and why. Also government bodies must be able to justify their methods and be frank about shortcomings and obstacles. Only through a deliberate effort of this kind can ignorance or criticism be avoided and a discerning body of knowledge is established.

It is essential that the municipal services are not administered on the basis of hunch and guesswork. Every essential municipal service provided must be based on the real needs of the citizens. It is important that local government must ensure not to provide superfluous or unwanted services because this could result in wastage. Hence, continuous public participation in the making and implementation of policy at local government level is essential to demonstrate responsiveness.

For successful implementation of policy the abovementioned variables must be taken into account at the local government level. However, a policy may change in the course of
CHAPTER THREE
RESEARCH METHODOLOGY

3.1 Introduction
This chapter presents the procedures that were used to conduct the study, focusing on research design, target population, sample size and sampling procedures, research instruments, data collection and data analysis.

3.2 Research Design
This study employed a descriptive survey research design. Descriptive survey research designs are used in preliminary and exploratory studies to allow researchers to gather information, summarize, present and interpret for the purpose of clarification. Borg & Gall (1989) noted that descriptive survey research is intended to produce statistical information about aspects of devolution that interest policy makers and the government. The study fitted within the provisions of descriptive survey research design because the researcher collected data and reported the way things are without manipulating any variables.

3.3 Target Population
Target population is defined as all the members of a real or hypothetical set of people, events or objects to which a researcher wishes to generalize the results of the research study (Borg & Gall, 1989). Bungoma County has 9 Sub-counties and 45 wards. The Sub-county administrators head the Sub-counties, the wards by ward administrators and the county assembly comprise of 64 MCAs (45 elected from the wards and 19 nominated by political parties and special groups). The target population for this study therefore comprised of 9 sub county administrators, 45 ward administrators, 64 MCAs, 1 County director-Human Resource, 1 Chief Officer-Finance, 1 Chief Officer-Public administration, 1 County Legal Officer and the 1 chairman, County Public Service Board. These made a total of 123 as the target population.

3.4 Sample Size and Sampling Procedures
Sampling means selecting a given number of subjects from a defined population as representative of that population. Any statement made about the sample should also be true of the population (Orodho, 2002). Census sampling will be used to select 9 sub county
administrators, 45 ward administrators, 64 MCAs, County Human Resource director, Finance Chief Officer, Chief Officer-Public administration, County Legal Officer and the chairman, County Public Service Board. A census study occurs if the entire population is very small or it is reasonable to include the entire population. It is called a census sample because data is gathered on every member of the population (University of Kentucky, 1865).

3.5 Research Instruments

The main tools of data collection for this study were questionnaires and interview schedules. The questionnaire was used for data collection because it offers considerable advantages in the administration. It also presents an even stimulus potentially to large numbers of people simultaneously and provides the investigation with an easy accumulation of data. Gay (1992) maintains that questionnaires give respondents freedom to express their views or opinion and also to make suggestions. It is also anonymous. Anonymity helps to produce more candid answers than is possible in an interview. The questionnaires were used to collect data from MCAs, sub county and ward administrators. The questionnaire comprised of five sections and each of the other four sections collected data based on the study objectives. The questionnaire will comprise of both close-ended and open-ended items.

Interview schedules were used to guide interviews conducted with the County Human Resource director, Finance Chief Officer, Chief Officer-Public administration, County Legal Officer and the chairman, County Public Service Board. The interview guides contained items covering all the objectives of the study.

3.5.1 Pilot Study

Before the actual data was collected, the researcher conducted a pilot study in the neighboring Nambale Sub-county, Busia County with 4 wards to avoid contamination of the study. The Sub-county administrator, 4 MCAs and 4 ward administrators participated in the pilot study. The purpose of the pilot study was to enable the researcher to ascertain the reliability and validity of the instruments, and to familiarize herself with the administration of the questionnaires therefore improve the instruments and procedures.

3.5.2 Reliability
Mugenda and Mugenda (2003) define reliability as a measure of the degree to which a research instrument yields consistent results or data after repeated trial. The pilot study enabled the researcher to assess the clarity of the questionnaire items so that those items found to be inadequate or vague are modified to improve the quality of the research instrument thus increasing its reliability. Split-Half technique of reliability testing was employed, whereby the pilot questionnaires were divided into two equivalent halves and then a correlation coefficient for the two halves computed using the Spearman Brown Prophesy formula. The coefficient indicates the degree to which the two halves of the test provide the same results and hence describe the internal consistency of the test. According to Mugenda and Mugenda (2003), a reliability coefficient of 0.8 and above shows that the instruments are reliable.

3.5.3 Validity

Validity is defined as the accuracy and meaningfulness of inferences, which are based on the research results (Mugenda & Mugenda, 1999). In other words, validity is the degree to which results obtained from the analysis of the data actually represents the phenomena under study. Validity, according to Borg and Gall (1989) is the degree to which a test measures what it purports to measure. All assessments of validity are subjective opinions based on the judgment of the researcher (Wiersma, 1995). The pilot study helped to improve face validity of the instruments. According to Borg and Gall (1989) content validity of an instrument is improved through expert judgment. As such, the researcher sought assistance of his supervisors, who, as experts in research, helped improve content validity of the instrument. (William O. Omamo (Hon. 1995).

3.6 Data Collection Procedure

A research permit was obtained from the county government of Bungoma after approval by the university. Thereafter the offices at Bungoma County headquarters were contacted before the start of the study. The researcher booked appointments and personally interviewed the County Human Resource director, Finance Chief Officer, Chief Officer-Public administration, County Legal Officer and the chairman, County Public Service Board. The MCAs, Sub County and ward administrators were visited in their sub counties and wards and the questionnaires administered to the respondents. The MCAs, Sub County and ward administrators were given about one week to fill in the questionnaires after which the filled-in questionnaires were collected. (Eduardo, U.J., Camargo, F.J. and Marcelo, M. (year not mentioned).
3.7 Methods of Data Analysis

After all data collection, the researcher-conducted data cleaning, which involved identification of incomplete or inaccurate responses, which were corrected to improve the quality of the responses? Then the entry of the data was done. The data generated was analyzed and presented using frequency tables, means and percentages with the help of SPSS computer software. Results have been presented in tabular format with explanations after every table.

3.8 Operational Definition of Variables

Indicators are shown by the main variables under the study to ensure that they are measurable.

<table>
<thead>
<tr>
<th>Objective</th>
<th>Type of variable</th>
<th>Indicators</th>
<th>Scale of measurement</th>
</tr>
</thead>
<tbody>
<tr>
<td>To establish the extent to which public participation influence implementation of county governments mandates.</td>
<td>Independent: Government regulations, BOG regulations</td>
<td>Nominal, Ordinal</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Independent: Public participation</td>
<td>-</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Dependent: Implementation of county governments mandates</td>
<td>-</td>
<td>Ordinal</td>
</tr>
<tr>
<td></td>
<td>Dependent: Improved service delivery</td>
<td>Nominal</td>
<td></td>
</tr>
<tr>
<td>To establish the extent to which human resource influence implementation of county governments</td>
<td>Independent: Performance appraisal, HR functions, Training and Development</td>
<td>- Improved service delivery</td>
<td>Ordinal, Nominal</td>
</tr>
<tr>
<td></td>
<td>Independent: Improved service delivery</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Dependent: Implementation of county governments mandates</td>
<td>- Training and Development</td>
<td>Nominal, Ordinal</td>
</tr>
<tr>
<td></td>
<td>Dependent: Improved service delivery</td>
<td>Nominal</td>
<td></td>
</tr>
<tr>
<td>To establish the extent to which Finance availability influence</td>
<td>Independent: Improved service delivery</td>
<td>Ordinal</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Independent: Finance availability</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Dependent:</td>
<td>Independent:</td>
<td></td>
<td></td>
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<tr>
<td>------------</td>
<td>-------------</td>
<td></td>
<td></td>
</tr>
<tr>
<td>To establish the extent to which Legal framework influence implementation of county governments</td>
<td>To establish the extent to which Legal framework influence implementation of county governments</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Implementation of county governments mandates</td>
<td>Legal framework</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Improved service delivery</td>
<td>- Improved service delivery</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Grants and funds</td>
<td>- Drafting of bills</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

### 3.9 Ethical Consideration

The respondents were assured that strict confidentiality would be maintained in dealing with the responses. Respondents were made to understand the aim of the study and the importance of the information they provided. They were also informed that they were free to withdraw whenever they deemed fit and assured of confidentiality and that information got from them would be used for intended purpose only, this was guaranteed by ensuring anonymity where respondents were required to disclose their identity.
CHAPTER FOUR
DATA ANALYSIS, PRESENTATIONS AND INTERPRETATIONS

4.1 Introduction
This chapter covers the findings, presentations and discussions of the results for the study on “Factors Influencing the implementation of County Government Mandates in Kenya; A Case of Bungoma County”. The main sub headings include instrument return rate, demographic characteristics of the respondents, public participation, human resource, financial management and legislation. (Bose, D.C. (2012).

4.2 Instrument Return Rate
This study targeted people and institutions charged with implementing the County Government of Bungoma mandate such as the Sub-county administrators, ward administrators, MCAs, County director-Human Resource, Chief Officer-Finance, Chief Officer-Public administration, County Legal Officer and the chairman, County Public Service Board. Table 4.1 shows the distribution and return rates of respondents for this study.

<table>
<thead>
<tr>
<th>Target category</th>
<th>Number targeted</th>
<th>Number responded</th>
<th>Return rate (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sub-county administrators</td>
<td>9</td>
<td>6</td>
<td>66.7</td>
</tr>
<tr>
<td>Ward administrators</td>
<td>45</td>
<td>39</td>
<td>86.7</td>
</tr>
<tr>
<td>MCAs</td>
<td>64</td>
<td>52</td>
<td>81.3</td>
</tr>
<tr>
<td>County director-Human Resource</td>
<td>1</td>
<td>1</td>
<td>100.0</td>
</tr>
<tr>
<td>Chief Officer-Finance</td>
<td>1</td>
<td>1</td>
<td>100.0</td>
</tr>
<tr>
<td>Chief Officer-Public administration</td>
<td>1</td>
<td>1</td>
<td>100.0</td>
</tr>
</tbody>
</table>
The study targeted 9 Sub-county administrators, 45 ward administrators, 64 MCAs and 5 other county officials where 6 Sub-county administrators, 39 ward administrators, 52 MCAs and five county officials representing 66.7%, 86.7%, 81.3% and 100% responded respectively. The overall response rate was 82.9%, which is acceptable for this kind of study. This response rates were sufficient and representative and conforms to Mugenda and Mugenda (1999) stipulation that a response rate of 50% is adequate for analysis and reporting; a rate of 60% is good and a response rate of 70% and over is excellent. This commendable response rate was due to extra efforts that were made via personal calls, appointments booked and visit to respondents ‘offices to remind them to fill-in and return the questionnaires.

4.3 Demographic Characteristics of the Respondents

In this academic qualifications, respondents current position and how long the respondent has served or worked in the position or with the County Government of Bungoma. section, the demographic information of the respondent established the general background of the respondents that participated in the study. The areas discussed include gender,

4.3. Respondents by Gender

The study sought to establish the gender of the respondents ‘participating in the survey. The findings are shown in table 4.2

Table 4.2; Gender

<table>
<thead>
<tr>
<th>Gender</th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Male</td>
<td>63</td>
<td>61.8</td>
</tr>
<tr>
<td>Female</td>
<td>49</td>
<td>38.2</td>
</tr>
</tbody>
</table>
Out of the 102 interviewed, 63 which represent 61.8% were male and 49 which represented 38.2% were female. The findings presented in table 4.2 indicate that majority of the county government officials and elected members are male although the constitutional threshold of not having more than two-thirds of either gender is not being violated in the county.

4.3.2 Respondent level of education
The study sought to find the highest academic qualifications of the respondents. The findings are shown in table 4.3

**Table 4.3; Education levels**

<table>
<thead>
<tr>
<th>Level</th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Masters degree</td>
<td>15</td>
<td>14.7</td>
</tr>
<tr>
<td>Bachelors degree</td>
<td>59</td>
<td>57.8</td>
</tr>
<tr>
<td>Diploma/Certificate</td>
<td>22</td>
<td>21.6</td>
</tr>
<tr>
<td>Other</td>
<td>6</td>
<td>5.9</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>102</strong></td>
<td><strong>100.0</strong></td>
</tr>
</tbody>
</table>

The findings are show that 14.7% of the respondents had attained masters’ degree in various fields, 57.8% of the respondents had attained bachelors’ degrees, 21.6% of the respondents had diplomas or certificates while 5.9% have attained other qualifications like doctorate degrees. The study therefore revealed that the appointed and elected officials working for the County government of Bungoma have the necessary and requisite academic qualifications to discharge their duties and meet the demands of their positions.

4.3.3 Respondents’ current position
The study also sought to establish the current positions of the respondents as shown in table 4.4.

**Table 4.4; respondents’ occupation**

<table>
<thead>
<tr>
<th>Position</th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>MCA</td>
<td>52</td>
<td>51.0</td>
</tr>
<tr>
<td>Ward administrator</td>
<td>39</td>
<td>38.2</td>
</tr>
</tbody>
</table>
It was found that 51.0% of the respondents were MCAs, 38.2% were ward administrators, 5.9% were the sub-county administrators and 4.9% comprised of the rest of the officials targeted. The findings therefore show that the respondents targeted are well placed and directly charged in ensuring that the County Government of Bungoma mandate is implemented as provided for in different statutes.

4.3.4 Period worked with the county government of Bungoma

Table 4.5 represents the distribution of the respondents and the period they have worked for the County government of Bungoma.

<table>
<thead>
<tr>
<th>Period</th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Less than 1 year</td>
<td>16</td>
<td>15.7</td>
</tr>
<tr>
<td>between 1-2 years</td>
<td>49</td>
<td>48.0</td>
</tr>
<tr>
<td>between 2-3 years</td>
<td>25</td>
<td>24.5</td>
</tr>
<tr>
<td>Above 3 years</td>
<td>12</td>
<td>11.8</td>
</tr>
</tbody>
</table>

Total

From the findings, majority of the respondents (88.2%) have worked with the county government of Bungoma for less than three years. This is because the county government functions started operations after the 2013 general elections where the compulsory constitutional requirement of devolution came into force. This is when the MCAs were elected after which the ward and sub-county administrators were appointed in elaborate processes that took almost one year. The 11.8% of the respondents who have worked for the county government included those
retained from the defunct local government of Bungoma (municipal and county council) and those seconded by the transitional authority to fast track and ensure smooth transition of national government functions to devolved units.

4.4 Public participation and implementation of County government mandates

The study sought to establish the influence of public participation in the implementation of the County government mandate in Bungoma. Access to information was considered to be the first aspect of ensuring that the public is engaged followed by various aspects of involvement.

4.4.1 Access to information

Public access to local government information influences public participation in the making and implementation of policy. The study looked at the various channels the county government uses in engaging the public or passes information to the public. A likert-scale was used to present this where a high score was given a weight of 3, moderate a weight of 2 and low a weight of 1. These together with the frequencies were used to compute the averages as shown in table 4.6

Table 4.6 Access to information

<table>
<thead>
<tr>
<th>Media mechanism</th>
<th>High %</th>
<th>Moderate %</th>
<th>Low %</th>
<th>Average</th>
</tr>
</thead>
<tbody>
<tr>
<td>T.V stations</td>
<td>25.8</td>
<td>43.3</td>
<td>30.9</td>
<td>1.95</td>
</tr>
<tr>
<td>Websites</td>
<td>11.3</td>
<td>18.6</td>
<td>70.1</td>
<td>1.41</td>
</tr>
<tr>
<td>Radio</td>
<td>58.8</td>
<td>28.9</td>
<td>12.4</td>
<td>2.46</td>
</tr>
<tr>
<td>Print media</td>
<td>15.5</td>
<td>44.3</td>
<td>40.2</td>
<td>1.75</td>
</tr>
<tr>
<td>Social/electronic media</td>
<td>9.3</td>
<td>29.9</td>
<td>60.8</td>
<td>1.48</td>
</tr>
<tr>
<td>Road shows</td>
<td>41.2</td>
<td>35.1</td>
<td>23.7</td>
<td>2.18</td>
</tr>
<tr>
<td>Public meetings</td>
<td>27.8</td>
<td>34.0</td>
<td>38.1</td>
<td>1.90</td>
</tr>
</tbody>
</table>

Table 4.6 shows that the radio has been the favorable media for use by the county government with an average of 2.46 followed by road shows with 2.18 then television with 1.95.
Public meetings had an average of 1.90, print media had 1.75, and social/electronic media had 1.48 while websites had 1.41. It therefore follows that in many occasions the local radio stations have been embraced by both the public and the county government where officials are invited to live talk shows and the public is engaged by asking questions and seeking clarifications on a variety of issues of concern. The officials are obliged to provide information and responses to these issues.

The findings are in line with Marsh (1987). Public access to local government information influences public participation in the making and implementation of policy. The most advanced democracies have come to realize that they have inherited, from the ancient times, a tradition of secrecy in government institutions which is incompatible with the public’s right to know how public affairs are conducted.

The findings are also in line with Meyer (1995). Public access to information advocates that information possessed by local government institutions is public information and can legitimately be requested by the public, if it does not severely infringe on the privacy rights of individuals. Another perspective is that access to information means that right of public access to information, documents and records held by local government institutions, except for matters that are narrowly defined. In explaining the right of access of the public to government held information, Cleveland (1986) states that: “Government is information”. Its staff is merely all information workers, its raw material is information inputs, and its product is those inputs transformed into policies, which are simply an authoritative form of information.

However, Baxter (1984) is of the opinion that free access to government-held information is neither practical nor desirable. Disclosure of information may jeopardize state security, upset economic policies and may enable individuals to gain unfair commercial advantage over competitors. He further says that privacy may be invaded by disclosure of sensitive personal information. According to Sharma (1979) requests for information can be refused if disclosure of the information constitutes infringement to government institution, if disclosure is in contravention of an obligation imposed on a institution and if disclosure can cause serious harm to a person’s health. However, according to Almond and Verba (1989) valid information is essential to one’s ability to influence others. For example, a well-informed individual is likely to perform better in negotiations than an ill-informed person with the same capability and skill of using information. This indicates that public participation can thrive if relevant information is
made available to members of the public. Dissemination of information to public constitutes a foundation for public knowledge and views, since one’s knowledge and opinions are dependent on the information at one’s disposal. Hence, dissemination of information is a prerequisite for public participation in the making and implementation of policy at local government.

### 4.4.2 Aspects of public participation and involvement

Public participation is influenced by responsiveness to public needs and aspirations. The study sought to explore the opinions of the respondents on various aspects that constitute public participation and involvement. The respondents were asked to rate their degree of agreement or disagreement with statements that relate to a wide range of these aspects. A likert-scale was used where a strong agreement had a weight of 4, a moderate agreement had 3, and a moderate disagreement had 2 while a strong disagreement had 1. The averages were then computed as shown in table 4.7

#### Table 4.7 Aspects of public participation and involvement

<table>
<thead>
<tr>
<th>Statement</th>
<th>SA (%)</th>
<th>A (%)</th>
<th>D (%)</th>
<th>SD (%)</th>
<th>Average</th>
</tr>
</thead>
<tbody>
<tr>
<td>Citizens participate in identification, initiation, implementation and monitoring of county sponsored projects</td>
<td>8.2</td>
<td>39.2</td>
<td>28.9</td>
<td>23.7</td>
<td><strong>2.32</strong></td>
</tr>
<tr>
<td>Attendance at public forums is satisfactory</td>
<td>10.3</td>
<td>18.6</td>
<td>37.1</td>
<td>34.0</td>
<td><strong>2.05</strong></td>
</tr>
<tr>
<td>The citizens are active in demanding for the services</td>
<td>7.2</td>
<td>28.9</td>
<td>34.0</td>
<td>29.9</td>
<td><strong>2.13</strong></td>
</tr>
<tr>
<td>The county government has an organized series of civic education programmes.</td>
<td>13.4</td>
<td>37.1</td>
<td>32.0</td>
<td>17.5</td>
<td><strong>2.46</strong></td>
</tr>
<tr>
<td>Citizens are involved in the decision-making processes of the county.</td>
<td>9.3</td>
<td>17.5</td>
<td>33.0</td>
<td>40.2</td>
<td><strong>1.96</strong></td>
</tr>
<tr>
<td>Majority of residents in the county are satisfied with services provided by the county government.</td>
<td>12.4</td>
<td>23.7</td>
<td>36.1</td>
<td>27.8</td>
<td><strong>2.21</strong></td>
</tr>
<tr>
<td>Inclusion and integration of minorities and marginalized</td>
<td>14.4</td>
<td>22.7</td>
<td>38.1</td>
<td>24.7</td>
<td><strong>2.27</strong></td>
</tr>
</tbody>
</table>
groups is given due consideration by the County government.

Table 4.7 shows that there is low community participation in identification, initiation, implementation and monitoring of projects implemented by the county government. An average of 2.32 was obtained which implied that the respondents either disagreed or strongly disagreed with the statement that the public participates in identification, initiation, implementation and monitoring of the projects. On attendance of public forums, an average of 2.05 indicates that majority of the respondents either strongly disagreed or disagreed that the attendance at public forums were satisfactory and an average of 2.46 seemed to indicate an agreement that the county government has organized series of civic education programmes. It is also revealed that there is low citizens’ involvement and participation in decision-making where an average of 1.96 meant the respondents disagreed with the statement that citizens are involved in decision making processes of the county. On the level of satisfaction responses with the services provided by the county government, an average of 2.21 was an indication that the citizens are not yet satisfied.

The results from the interviews conducted with other county officials seemed to follow the same trend. In general it was evident that public participation and involvement in the county governance is still low. The new Constitution builds on a rich and long struggle for citizen participation in public process. At its core is the transformative agenda for democratic citizenship, as an approach to citizen empowerment, which is increasingly becoming a vital element of democratic theory and practice all over the world. Inspired by the spirit of the African Charter on popular participation in development and transformation, the basic principles underlying the practice of stakeholder engagement informs the on-going discourse on the management of sustainable societies. As a central principle of public policy-making, it presupposes that all levels and functions of government should seek to build citizen and stakeholder involvement into the respective policy making processes and activities. This means that if public participation is to be meaningful and effective, citizens have to be involved in the design and rolling out of the entailed process in order to guarantee optimal democratic ownership of the outcomes.
The findings are in line with Brynard (1990). Public participation is also influenced by responsiveness to public needs and aspirations. Responsiveness to public needs can be defined as a process to taking appropriate timely actions by a public official in response to needs voiced out by the community (Brynard 1990). The requirements for responsiveness to public needs are as follows: members of the public must express their needs; policy-makers must consider and take the needs expressed by the public; and there must be good mechanisms for receiving expressed public needs.

The findings are also in line with William (1998). Local responsiveness means the ability to quickly identify changing needs and to redirect limited resources to address those needs (William 1998). The idea of a responsive local government goes beyond accountability and answerability, and embraces the requirement of municipalities to systematically take note of the full range of participation in the making and implementation of policy. The difference between openness to public participation and responsiveness is that the latter involves the obligation of local authorities to discover changes in public opinion itself, while the former encourages people to take initiative. Apart from the local government policy that influences public participation at local government level, information provision to policy-makers and implementers has also an impact on public participation. Policy-makers make public policies on behalf of the community (Connelly 2003). It is essential for policy-makers to comprehend the needs of members of the public. In the local government the emphasis is placed on the needs of the public. In order to get information on public needs local authority depends on effective communication and feedback.

4.5 Human resource management and implementation of County governments mandates

Human resource is an important aspect of implementation of any development agenda. This study looks at the capacity needs assessment, services offered by the county government and the personnel or manpower available with the county. (Bratton, J. and J. Gold 2007)

4.5.1 Capacity needs assessment and implementation of County governments mandates

The study sought to establish whether a capacity needs assessment was effectively done in the county government of Bungoma. Table 4.8 shows the responses.

<table>
<thead>
<tr>
<th>Position</th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
</table>
Table 4.8 shows that the respondents disagreed with the statement that a capacity needs assessment was effectively done in the county of Bungoma. There was still a feeling that there are serious capacity gaps that are yet to be addressed.

The findings are in line with McCourt and Eldridge (2003). Providing and demonstrating better value and improving performance is at the centre of any public sector organization today. In order to do this, organizations need to agree on strategic priorities and then measure and manage those to achieve better results. However, McCourt and Eldridge (2003) declare that in most African countries the Public service still practiced the annual confidential report (ACR) to decide on internal and seniority base promotion. For instance in Ethiopia, performance management as part of Civil Service Reform Program (CSRP) has in its original design (Solomon, 2005). Feedback is an important element in appraisal. Metcalfe (quoted in McCourt and Eldridge (2003) found that the successful appraiser were those who allowed their staff to participate. This is done by making an annual interview between manager and employee the focus of the procedure. Frequent communication is desirable and important to good management and assists to maintain good performance throughout the year. Thus, emphasis in developing appraisal should be on developing managers’ appraisal skills. The appraisal interview tries to assess, as honestly as possible, where performance has succeeded, where not and why. It presumes that employees, with guidance and encouragement, can identify and deal with their own weaknesses. Consequently, appraisees should be able to communicate without fear of unhelpful blaming, and without inhibition due to the appraiser’s higher rank. Yet, organizations vary in degree of openness. Therefore, the communication style has to be acceptable to both parties in a way that it reflects national and organizational culture (McCourt and Eldridge 2003).
According to Elaine (2004) performance management systems, which typically include performance appraisal and employee development, are the “Achilles’ heel” of HRM. When a performance management system is used for decision-making [which is described in the hard model of HRM], the appraisal information is used as a basis for pay increases, promotions, transfers, assignments, reductions in force or other administrative HR actions. When a performance management system is used for development [which is described in the soft model of HRM], the appraisal information is used to guide the training, job experiences, mentoring and other developmental activities that employees will engage in to develop their capabilities.

4.5.2 Performance of the County Government of Bungoma in provision of the following services

The study sought to find out the respondents’ opinion on the performance of the county government of Bungoma in the provision of various services. These services were taken over from the defunct municipal and county government or devolved from the national government. A likert-scale was used where higher rating had a weight of 3, moderate 2 and low 1. The averages were again computed and presented in table 4.9.

Table 4.9 Performance of the County Government of Bungoma in provision of the Following services

<table>
<thead>
<tr>
<th>Services</th>
<th>High (%)</th>
<th>Moderate (%)</th>
<th>Low (%)</th>
<th>Average</th>
</tr>
</thead>
<tbody>
<tr>
<td>Early Childhood Education (ECD)</td>
<td>7.2</td>
<td>25.8</td>
<td>67.0</td>
<td>1.40</td>
</tr>
<tr>
<td>Health</td>
<td>6.2</td>
<td>18.6</td>
<td>75.3</td>
<td>1.31</td>
</tr>
<tr>
<td>Security</td>
<td>6.2</td>
<td>32.0</td>
<td>61.9</td>
<td>1.44</td>
</tr>
<tr>
<td>Access to safe and clean water</td>
<td>15.5</td>
<td>44.3</td>
<td>40.2</td>
<td>1.75</td>
</tr>
<tr>
<td>Infrastructure (roads, bridges etc)</td>
<td>7.2</td>
<td>29.9</td>
<td>62.9</td>
<td>1.44</td>
</tr>
<tr>
<td>Housing</td>
<td>3.1</td>
<td>28.9</td>
<td>68.0</td>
<td>1.35</td>
</tr>
<tr>
<td>Development and promotion of SMEs</td>
<td>21.6</td>
<td>47.4</td>
<td>30.9</td>
<td>1.91</td>
</tr>
</tbody>
</table>

Table 4.9 shows that provision of essentials services to the residents of the county is still a big challenge. The rating seem to be a bit moderate on some services like development and promotion of SMEs with an average of 1.91 and access to safe and clean water with 1.75. The provision of trade loans to SMEs seems to have been a success hence a moderate rating. However, services such as early childhood education, health, security, infrastructure and housing had a low rating on average. These could be due to budgetary constraints to employ adequate staff and setting up of necessary structures.
Civil services at all levels of government need a capable, motivated, and efficient staff in order to deliver quality services to its customers. When HRM functions and structures are decentralized, existing bureaucratic patterns must be reorganized, as roles and accountability are transferred. Decentralization thus strengthens the need for capable staff and increases the importance of capacity-building programmes (MCB, 2003). Proponents of decentralizing responsibilities to managers assert that decentralization increases the efficiency and effectiveness of HRM and public administration in general. Decisions can be taken faster, recruitment be tailored to the specific needs of the organisation, less complex procedures are needed. In addition, effectiveness is increased, because decentralisation increases the manager's discretion, thus enabling him to recruit, evaluate, offer incentives, promote, suggest training needs and communicate directly (Demmke, 2006).

### 4.5.3 Adequacy of manpower and personnel (human resources)

The study also sought to establish whether the county government of Bungoma had adequate staff to provide the essential services as expected. A likert-scale was again used and results are shown in table 4.10.

<table>
<thead>
<tr>
<th>County personnel</th>
<th>Adequate (%)</th>
<th>Moderate (%)</th>
<th>Not adequate (%)</th>
<th>Average</th>
</tr>
</thead>
<tbody>
<tr>
<td>Doctors</td>
<td>4.1</td>
<td>22.7</td>
<td>73.2</td>
<td>1.31</td>
</tr>
<tr>
<td>Nurses</td>
<td>5.2</td>
<td>18.6</td>
<td>76.3</td>
<td>1.29</td>
</tr>
<tr>
<td>Secondary school teachers</td>
<td>5.2</td>
<td>32.0</td>
<td>62.9</td>
<td>1.42</td>
</tr>
<tr>
<td>Primary school teachers</td>
<td>6.2</td>
<td>42.3</td>
<td>51.5</td>
<td>1.55</td>
</tr>
<tr>
<td>ECD teachers</td>
<td>7.2</td>
<td>29.9</td>
<td>62.9</td>
<td>1.44</td>
</tr>
<tr>
<td>Other civil servants</td>
<td>3.1</td>
<td>28.9</td>
<td>68.0</td>
<td>1.35</td>
</tr>
<tr>
<td>Casual laborers</td>
<td>17.5</td>
<td>47.4</td>
<td>35.1</td>
<td>1.82</td>
</tr>
</tbody>
</table>

Table 4.10 shows serious glaring deficits of manpower in almost all the essential services required. Only two categories of personnel, that is, primary school teachers and casual laborers had averages of 1.55 and 1.82 respectively. This is essentially a moderate rating while the rest of the categories were rated not adequate on average. Kenya has embraced devolution inheriting a weak local governance framework with many parallel systems at the local level, poor
Training and development constitute an ongoing process in any organization. “Training is the formal and systematic modification of behaviour through learning which occurs as a result of education, development and planned experience (Armstrong, 2001: 543).” In contrast, staff development refers to the development of supporting, technical and professional staff in organizations, such as local authorities, in which such staff form a large proportion of those employed. Its aim is to enable such employees to perform their current and future role effectively (Collin, 2001:305).

According to Olowu and Adamolekun (1999), enormous resources have been committed by national governments and by Africa’s development partners to the training of public servants. Training was expected to meet a variety of objectives, particularly skill development and improvement and socialization into a public service culture. Considerable training infrastructure was also developed in almost every African country. However, training has had a rather limited quantitative and qualitative impact in many African countries. This is because of the following reasons. First, not all employees are exposed to training; second, training is often treated as a discrete event, not part of an overall programme of organizational improvement; third, selection of the trainees takes place on the basis of bureaucratic politics and patronage rather than on the basis of the greatest need; fourth, competent trainers are rare, as training is itself a poorly developed profession; fifth, training curricula and models are usually based on borrowed models that are rarely updated, sixth, training evaluation are usually limited to assessing happiness level rather than the impact on knowledge, attitude, behaviour and job performance; seven, most training institutions are poorly financed and managed and are usually dependent on government. Consequently, in some civil service organisations some employees were urged to leave their job.
and joined the private sector. Nevertheless, some countries have taken a major review of their training programme, funding, management of training and have produced training policies that lay down the principle of mandatory training and retraining for all staff.

Effective training can minimize learning cost; improve individual, team and corporate performance speed and overall productivity, upgrade operational flexibility by extending the range of skills possessed by employees, attract high quality employees by giving them learning and development opportunity. It increases the job knowledge and enhances their skill thus enabling them to obtain more job satisfaction to gain higher reward and promotion. Furthermore, it helps employees to identify organization goals and mission, helps not only managing change but also developing positive culture in the organization, which in turn may lead to providing higher level of service to stakeholders (Armstrong, 2001).

On the other hand human resource development (HRD) acts as a triggering mechanism for the progression of other HRM policies that are aimed at recruiting, retaining and rewarding employees, who are recognized as the qualitative difference between organizations. The investment in employee learning is a way of creating a primary internal market, and policies aimed at upgrading skill reduce an organization’s dependency on external source of skill (Bratton and Gold, 2007).

4.6: Financial management and implementation of county governments mandates

Fiscal decentralization refers to the financial aspects of devolution from national to sub-national government. It involves the transfer some responsibilities for expenditures and revenues to sub-national levels of government. Fiscal decentralization covers two interrelated issues. Firstly, the division of expenditure responsibilities and revenue sources between the national and sub-national (local) levels of government and secondly, the level of power and responsibility of sub-national governments over revenues and expenditure decisions. One important factor in determining the type of fiscal decentralization is the extent to which sub-national governments
are given autonomy to determine the allocation of their expenditures and their ability to raise own revenue.

### 4.6.1 Functioning county treasury

There are many functions that fall within the mandate of the county government. These also come with massive budgetary implications that require proper structures and systems. The study sought to clarify from the respondent if there existed a functional county treasury. Table 4.11 shows the responses to this item.

**Table 4.11 Functioning county treasury with authorized membership.**

<table>
<thead>
<tr>
<th>Position</th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly agree</td>
<td>13</td>
<td>23.4</td>
</tr>
<tr>
<td>Agree</td>
<td>30</td>
<td>30.9</td>
</tr>
<tr>
<td>Disagree</td>
<td>28</td>
<td>28.9</td>
</tr>
<tr>
<td>Strongly disagree</td>
<td>26</td>
<td>16.8</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>97</strong></td>
<td><strong>100.0</strong></td>
</tr>
</tbody>
</table>

Table 4.11 shows that majority of the respondents (54.3%) agreed that there exist a functional county treasury with clear structures. However reservations still hold that the systems are still undergoing assimilation and adoption of new concepts and guidelines that are meant to ensure optimal utilization of resources.

### 4.6.2 Aspects relating to financial management in the County Government of Bungoma

Financial management involves a wide range of aspects that if put together would guarantee enhanced delivery of services by the county government. The study used a likert-scale to establish a number of aspects related to financial management where weight of 4 was given to a strong agreement response, 3 for moderate agreed, 2 for moderate disagreement while 1 was assigned to a strong disagreement. These were computed and the percentages presented in table 4.12.
Table 4.12 Statements relating to financial management in the County Government of Bungoma

<table>
<thead>
<tr>
<th>Statement</th>
<th>SA (%)</th>
<th>A (%)</th>
<th>D (%)</th>
<th>SD (%)</th>
<th>Average</th>
</tr>
</thead>
<tbody>
<tr>
<td>Staff possesses necessary technical skills required for financial management.</td>
<td>14.4</td>
<td>29.9</td>
<td>28.9</td>
<td>26.8</td>
<td><strong>2.52</strong></td>
</tr>
<tr>
<td>The budget preparation procedures are in place and adhered to</td>
<td>10.3</td>
<td>32.0</td>
<td>34.0</td>
<td>23.7</td>
<td><strong>2.49</strong></td>
</tr>
<tr>
<td>The spending is in line with the guidelines or budgetary provisions.</td>
<td>4.1</td>
<td>28.9</td>
<td>37.1</td>
<td>29.9</td>
<td><strong>2.07</strong></td>
</tr>
<tr>
<td>IFMIS has been adopted by the Bungoma County Government for financial management</td>
<td>8.2</td>
<td>40.2</td>
<td>33.0</td>
<td>18.6</td>
<td><strong>2.38</strong></td>
</tr>
<tr>
<td>Procurement procedures are strictly followed in all departments in the County.</td>
<td>4.1</td>
<td>22.7</td>
<td>33.0</td>
<td>40.2</td>
<td><strong>1.91</strong></td>
</tr>
<tr>
<td>The county government of Bungoma has established a county budget and economic forum</td>
<td>12.4</td>
<td>23.7</td>
<td>36.1</td>
<td>27.8</td>
<td><strong>2.21</strong></td>
</tr>
</tbody>
</table>

Table 4.12 shows that, the technical staffs in the county treasury and related departments had the necessary skills required in budget preparation, as indicated by an average of 2.52. Time was not being utilized in budget preparation and that the county treasury was found not to be having budget preparation procedures in place. Despite all these, the county treasuries were noted to be adhering to the same procedures as affirmed by an average of 2.49.
4.6.3 Adequacy of aspects relating to the financial management at the County Government of Bungoma

The amount of allocations from the national government, transparency and accountability and the county’s revenue collection all has a bearing on the implementation of the county government’s mandate. The study sought to put into focus the adequacy of some of the important factors relating to financial management. A likert-scale was used where a score of adequate was assigned a weight of 3, moderate a weight of 2 and not adequate a weight of 1. Percentages and averages were then computed as shown in table 4.13.

<table>
<thead>
<tr>
<th>Aspect</th>
<th>Adequate (%)</th>
<th>Moderate (%)</th>
<th>Not adequate (%)</th>
<th>Average</th>
</tr>
</thead>
<tbody>
<tr>
<td>The budgetary allocation from the national government</td>
<td>12.4</td>
<td>18.6</td>
<td>69.1</td>
<td>1.43</td>
</tr>
<tr>
<td>The time taken between requests and disbursement of funds to the county</td>
<td>11.3</td>
<td>21.6</td>
<td>67.0</td>
<td>1.44</td>
</tr>
<tr>
<td>Transparency and accountability procedures in place.</td>
<td>8.2</td>
<td>32.0</td>
<td>59.8</td>
<td>1.48</td>
</tr>
<tr>
<td>Revenue collection within the county by the county government.</td>
<td>15.5</td>
<td>44.3</td>
<td>40.2</td>
<td>1.75</td>
</tr>
<tr>
<td>Efforts to close budgetary deficits by the county government</td>
<td>7.2</td>
<td>36.1</td>
<td>56.7</td>
<td>1.51</td>
</tr>
<tr>
<td>Budgetary utilization and fund absorption by the county</td>
<td>3.1</td>
<td>28.9</td>
<td>68.0</td>
<td>1.35</td>
</tr>
</tbody>
</table>

Table 4.13 shows that 69.1 of the respondents indicated that majority of the aspects under consideration like the allocation from the national government, time taken for release of disbursements, transparency and accountability; efforts to close budgetary deficits and budgetary utilization had averages approximately equal to 1 which means not adequate. It is only the
revenue collection by the county government that had an average rating of 1.75, which implied moderate.

Municipalities, like any other organisation, need money to remain operationally sustainable and to fulfil their mandates of rendering services and facilitating development within their areas of jurisdictions. A critical question in the South African local government environment remains the extent to which municipalities are able to financially sustain themselves, and thereby determine the well-being of their constituencies in an autonomous fashion. In addition to having to generate money on an individual basis, municipalities are, in accordance with the intergovernmental fiscal relations system in South Africa, entitled to various grants from national and provincial government. (Collin A. 2001).

According to Whelan (2004), the most important unconditional grant to local government is the Equitable Share (ES) of nationally raised revenue. These grants are paid directly to all municipalities in the country, and are based on a formula that takes into account the operating cost required by each individual municipality, to deliver basic services to local communities, specifically those sections that are too poor to pay for these services. In this regard, Whelan (2004) is of the view that the grant is only partially needs-based. Where it wholly needs-based, it would also have to take into account the revenue generated by each municipality across all households, and thus their ability to render these services with their own money.

According to Fourie and Opperman (2007), although the Equitable Share is essentially an unconditional grant, in terms of determining the amount allocated to each municipality, the grant is broken down into specific components, also known as “funding windows”. These “funding windows” represent suggestions as to how the ES should be utilized, and although Whelan (2004) suggests that it does not amount to legally forced spending, it is an attempt by national government attempting to ensure that the grant is utilized towards basic services to poor local communities. It can therefore be seen as efforts on the part of national government to ensure that citizens benefit from the grants, and that it is not used for day to day operational costs of the municipality, such as the payment of salaries for example.

4.7 Policy making and implementation of county governments mandates

The fourth objective sought to establish if legislation has had an effect on the implementation of the county government mandates. The study looked at the legislative processes at different levels by different institutions.
4.7.1. Effectiveness of aspects or processes in facilitating the implementation of the County Government of Bungoma mandate.

Legislators and executive officer must support the policy programme by allocating resources for the implementation of policy. A number of statements relating to the legislative functions were presented to the respondents to establish their effectiveness. A likert-scale was used where a score of very effective was assigned a weight of 3, moderate a weight of 2 and not effective a weight of 1. Percentages and averages were then computed as shown in table 4.14.

Table 4.14 Effectiveness of aspects or processes

<table>
<thead>
<tr>
<th>Aspect or process</th>
<th>Effective (%)</th>
<th>Moderate (%)</th>
<th>Not effective (%)</th>
<th>Average</th>
</tr>
</thead>
<tbody>
<tr>
<td>Secondment and redeployment of national government staff and staff of the defunct local authorities</td>
<td>18.6</td>
<td>29.9</td>
<td>51.5</td>
<td>1.67</td>
</tr>
<tr>
<td>Formulation of policies, guidelines, regulations to guide implementation of county government functions by the national assembly</td>
<td>21.6</td>
<td>38.1</td>
<td>40.2</td>
<td>1.81</td>
</tr>
<tr>
<td>Formulation of policies, guidelines, and regulations to guide implementation of county government functions by senate</td>
<td>52.6</td>
<td>41.2</td>
<td>6.2</td>
<td>2.46</td>
</tr>
<tr>
<td>Formulation of policies, guidelines, regulations to guide implementation of county government functions by the county assembly</td>
<td>54.6</td>
<td>40.2</td>
<td>5.2</td>
<td>2.49</td>
</tr>
<tr>
<td>Oversight role as played by the Senate</td>
<td>29.9</td>
<td>36.1</td>
<td>34.0</td>
<td>1.96</td>
</tr>
<tr>
<td>Oversight role as played by the members of County Assembly (MCAs)</td>
<td>43.3</td>
<td>35.1</td>
<td>21.6</td>
<td>2.22</td>
</tr>
<tr>
<td>Accessibility and availability of reference materials on devolution to MCAs, CEOs, and county government staff.</td>
<td>11.3</td>
<td>19.6</td>
<td>69.1</td>
<td>1.42</td>
</tr>
</tbody>
</table>

Table 4.14 shows that most processes and functions have been moderate in facilitating the implementation of the county government mandates with an average close to 2 (2 imply moderate on likert-scale). However two functions were indicated to be effective, that is, the
formulation of policies, guidelines, regulations to guide implementation of county government functions by senate with an average of 2.46 and the formulation of policies, guidelines, regulations to guide implementation of county government functions by the county assembly with average of 2.49. Accessibility and availability of reference materials on devolution to MCAs and county government staff had the least average of 1.42. This could be attributed to lack of functional specific places or points to access the materials like libraries and websites.

The findings are in line with Quade (1982). Public policy must be based on realistic perceptions of the relation between changes in the behaviour of the target group and the achievement of policy goals (Quade 1982). At times the behaviour and attitude of the target group is the objective of policy. Therefore at the policy implementation stage this condition must be borne in mind.

Interest groups and legislations must support public policy throughout the implementation stage and the judiciary should be either supportive or neutral (Quade 1982). Legislators and executive officer must support the policy programme by allocating resources for the implementation of policy. At times it may be necessary to obtain support from an active pressure group so as to influence local government action. Hence, this condition has an influence on successful policy implementation.

Effective policy implementation can be influenced by relations between authorities. For instance, local government policy is subject to review and approval by institutions at central government level. If central government sees local government policy as an integral part of central government policy, then the central government may promote the implementation of local government policy. The other side of the picture also exists, in that the success of central policy, may be influenced by local government implementation, especially in cases where the central government does not have majority support in a local authority (Quade 1982). Therefore, this condition has a bearing on policy implementation.

Changes in socioeconomic conditions should not be permitted to interfere with the relative importance of policy objectives. Policy environment is dynamic and policy issues are interrelated (Wahal 1975). Political support for a particular policy can reduce as other issues
become more essential or receive more public support (Quade 1982). Thus, when implementing policy, this condition must be borne in mind.

CHAPTER FIVE
SUMMARY OF THE FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

5.1 Introduction
This chapter covers summary of the findings, discussion of results and conclusions drawn from the study as well as recommendations based on the study findings and suggestions for further studies.

5.2 Summary of the findings
Results from the study indicate that there is public participation in identification, implementation, evaluation and monitoring of projects funded by the county government of Bungoma, and there is need to improve on the same. Barasa and Eising: 2012) Johnson, Scholes and Whittington (2006) explain that the owners of an organization are not only those who have a stake in it and hence interaction between the organization and other stakeholders should be enhanced and the greater it is, the more will new ideas and innovations be received.

The county should also implement capacity building to tackle human resource, institutions, legal framework and technical support development to empower its manpower on many aspects. Capacity building will also help in bringing together staff from various department and enable them own up county activities so as to enable them participate actively, since some departments and ministry feel they are not under the devolved governments and are hesitant to participate in the budget process.

The principles of public finance and devolution should also apply in the use of such funds. Financial management mechanisms such as requirements for detailed proposals with clear
objectives and goals for the use of funds; prioritization of projects to be funded within the budgets and strategic plans of counties should be upheld. The need to finance strategic county and inter-county projects and programmes with demonstrable huge regional and nationwide positive socio-economic impacts would be important consideration. Appropriate controls and safeguards should also be put in place to prevent the misuse and inappropriate application of moneys appropriated and given as conditional and unconditional grants. Some of the controls in question include public participation, monitoring and evaluation. (Robert, H. M. 2010).

The findings indicate that most processes and functions have been moderate in facilitating the implementation of the county government mandates. However two functions were indicated to be effective, that is, the formulation of policies, guidelines, regulations to guide implementation of county government functions by senate and the formulation of policies, guidelines, regulations to guide implementation of county government functions by the county assembly. Accessibility and availability of reference materials on devolution to MCAs and county government staff had the least average. This could be attributed to lack of functional specific places or points to access the materials like libraries and websites. (Commonwealth secretariat, 2002).

5.3 Conclusions

The study can conclude that people only participate in processes that are beneficial to them and in instances where the benefits outweigh the costs that are entailed. The benefits include networking opportunities, access to information and resources, personal recognition, skill enhancement and a sense of contribution and helpfulness in solving community problems. On the contrary the costs they would be required to incur would include contribution of time required plus the skills and resources. Thus a balance needs to be made so that any effort towards community participation in local governance has a net benefit for participants. (Drunker, P, 2005).

Audit of the existing human and technical capacities in the Public Service disaggregated into different cadres to clearly understand the number of employees and the skills available in the
civil service, local authorities, state corporations and regional bodies; facilitate re-distribution and deployment of staff to counties. An additional objective will be to dispel fears and anxiety of staff retrenchment. Existing terms and conditions of service for both the national and county staff to remain unchanged until a framework for harmonizing terms and conditions of service is in place. Develop a Capacity Building Framework that identifies human resource and institutional capacity gaps and specific interventions especially on; training programmes, optimal staffing; financial requirements, physical infrastructure (office facilities etc). This will be aimed at equipping identified county staff with skills necessary to deliver functions at the county. (Gikonyo, W. 2008)

This research assumes that if an organization hires poor performers, it cannot be successful even if it has perfect plans, a sound organizational structure and finely tuned control systems. Competent people must be in post to ensure that organizational goals are attained. Even though many organizations have access to advanced information technology, the people are the one who make the real differences. Therefore, focal attention should be given to human resource activities.

The county treasury was found to some extent to be observing and adhering to the set budget guidelines as per the PFM act, though the planning process was not adequately done and needed to be improved so as to issue a valid platform for preparing the budget. On the contrary, public participation was not done as per the stipulated guidelines, while politicians involvement in the budget process was very high and this affected the budget preparation process by increasing the time spent and prioritization of projects within the budget. (Grossman, J. P. 1989).

Most processes and functions have been moderate in facilitating the implementation of the county government mandates. two functions were indicated to be effective, that is, the formulation of policies, guidelines, regulations to guide implementation of county government functions by senate and the formulation of policies, guidelines, regulations to guide implementation of county government functions by the county assembly. Accessibility and availability of reference materials on devolution to MCAs and county government staff had the least average. This could be attributed to lack of functional specific places or points to access the materials like libraries and websites (William O. Omamo (Hon), 1995). This research observed that if county government should hires poor performers, it cannot be successful even if it has perfect plans, a sound organizational structure and finely tuned control systems. Competent
people must be in post to ensure that organizational goals are attained. Even though many organizations have access to advanced information technology, the people are the one who make the real differences. Therefore, focal attention should be given to human resource activities. Depending on the government’s ideology the country’s policies and strategies are executed. From early times up to now different governments with different policies, rules and regulations came in to power. Based on this the country’s fate has been determined by the ruling party’s attitude towards development. For instance, the Derge regime (1974-1991) had its own socialist idea with a centralized policy system (Paulos, 2001). Consequently, designing of policies and decision-making took place in a centralized system. In addition to this, all the Civil Service organizations were highly centralized.

5.4 Recommendations

Community participation is an important aspect of the vision 2030, because, the critical cornerstones of the social and economic pillars is devolution. It is anticipated that policy-making, public resource management and revenue sharing and as especially as devolved funds become key drivers of development communities will need to be actively engaged so that there is better targeting of resources. In addition to this, there is also a need for a deepened and enhanced consultation and information sharing process in the budgeting, implementation and monitoring and evaluation aspects in development projects. Developing mechanisms for participation, which also entail real citizen participation, should be encouraged at the smallest unit of the devolved governance similar to the “barazas” of the former Provincial Administration. (Ebel, D., & Serdar, Y. (2002).

The various Government Training and Management Development Institutes will be especially useful in developing training programmes that focus on the requirements of the transformed public service. These programmes will not only be on the development of transformative leadership and change management but also the development of technical and professional skills necessary in the realization of the mandates of the public service. Curriculum development should in this connection involve the training institutions, national and county governments as well as professional associations. The Kenya School of Government should be identified as critical to continuous capacity building in county governments. The current training policy in the public service should continue to apply in the county service with adaptation aimed at addressing county-specific capacity building requirements. (Staeheli, L., Janet, E. K. and Collin, F. 1997).
The planning and budgeting and revenue linkages should be entrenched in the policy and legislations to provide adequate financial controls. The laws to be developed as proposed under should incorporate budgetary controls operations, which will facilitate monitoring, and evaluation. The law should also incorporate PCM/CP as tools for monitoring and evaluation through community participation. From the above analysis it is clear that internal audit function is major tool for financial controls, which could be employed by the county governments. To achieve good governance and controls of the financial affairs of the county government there will be need not only to implement good internal control practices but also to anchor it appropriately in the policy and legislative framework. (Bindags 2009).

It is recommended that the procedures for enacting County legislation should be less elaborate than that of Parliament so as to save time and resources. Under Article 200 (1) of the Constitution, Parliament is empowered to enact legislation to give effect to all matters appertaining to implementation of the devolved system of government. Such legislation will provide for; the number of wards in the County Assemblies, the educational, moral and ethical requirements for members of the County Assemblies, the governor and the speaker, the procedure for election and removal from office of speakers of the County Assemblies and the Governors and powers, privileges and immunities of County Assemblies, their committees and members. There should also be no feeling of fiscal stress when constitution mandates certain percentage of devolved funds to the counties. In any case, all structures whose existence interferes with pillars of devolution may require re-thinking to ensure devolution works. The values enshrined in the National Cohesion should be made practical in the units in order to define a uniform governance culture in all institutions that enhance a feeling of Kenyanism. (Ackerman, L.1982).

Performance Appraisal

The execution of ROPA is a recent phenomenon in the regional government. Most employees understood its purpose. In effect, it was expected to improve the performance of the region. However, the working environment is not conducive as the finding from sector bureaus revealed. The reason for this could be lack of incentives and training, poor human capacity to set targets, lack of objective performance criteria and lack of commitment. The response also illustrated that some employees and department heads were not happy of the result of their performance. Equally, ROPA gives room for open dialogue but, transparency and continuous
follow up is so weak and there is loose attachment between performance and reward. This might be due to lack of participation, inconsistent implementation and lack of resource.

5.5 Suggested areas for further study

• How can the county governments enhance their revenue collection in order to be effective instruments of devolution?

• How can Kenya’s education system be structured in order to produce the human resource that will enhance delivery of essential services by the county governments?

• How does the concept of devolution accommodate the vision 2030 road map; what are the points of departure and convergence?

• How can the county governments tame the ever-rising wage bill, which has emerged as a real threat to the delivery of their mandates.
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APPENDICES

APPENDIX I. LETTER OF INTRODUCTION

Date: ………………… 2015.

To whom it may concern;
Dear sir/Madam,
Ref: request for collection of data.
I, Gladys Atieno Okongo, Reg. No L50/71407/2014 I am a post graduate student at the school of continuing and distance education, university of Nairobi. I am concluding a research study titled “factors influencing the implementation of county governments mandates; A case of Bungoma county.

You have been selected to form part of the study, kindly assist by filling in the attached questionnaire. The information given will be treated in strict confidence, and will be purely used for academic purposes. Do not indicate your name or unwanted details on the questionnaire.

A copy of this findings report will be availed upon your request. Your assistance and cooperation will be highly appreciated.

Yours sincerely,

……………………………

Student …………………..

Mr. Vincent Marani
Lecturer,
APPENDIX II
QUESTIONNAIRE FOR MCAS, SUB COUNTY AND WARD ADMINISTRATORS

Introduction
This research is meant for academic purpose. It will try to find out the *factors influencing county managers on implementation of county governments; a case of Bungoma county*. Kindly you are requested to provide answers to these questions as honestly and precisely as possible. Responses to these questions will be treated as confidential. Please do not write your name or that of your department anywhere on this questionnaire. Please tick [✓] where appropriate or fill in the required information on the spaces provided.

Section A
1. Your gender
   [ ] Male
   [ ] Female

2. Academic qualifications
   [ ] Masters
   [ ] Bachelor
   [ ] Dip/Certificate
   [ ] Other (Specify) ……………

3. For how long have you worked with the County Government of Bungoma?
   [ ] Less than 1 year
   [ ] Between 1-2 years
   [ ] Between 2-3 years
   [ ] Above 3 years

4. What is your current position in the County government of Bungoma?
   [ ] Ward administrators
   [ ] MCAs
   [ ] Sub-County administrators
Part B: Public participation and implementation of county government mandate

The following mechanisms in the form of media have been extensively used to facilitate public communications and access to information. How would you rate the effectiveness of each of them? (High=3, Moderate=2, Low=1)

<table>
<thead>
<tr>
<th>Media mechanism</th>
<th>Please tick (√) appropriately</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>High</td>
</tr>
<tr>
<td>T.V stations</td>
<td></td>
</tr>
<tr>
<td>Websites</td>
<td></td>
</tr>
<tr>
<td>Radio</td>
<td></td>
</tr>
<tr>
<td>Print media</td>
<td></td>
</tr>
<tr>
<td>Social media</td>
<td></td>
</tr>
<tr>
<td>Road shows</td>
<td></td>
</tr>
<tr>
<td>Public meetings</td>
<td></td>
</tr>
</tbody>
</table>

6. The following statements relate to citizen participation in the county governance. Indicate the degree of your agreement or disagreement with the statements in the table below. (Strongly agree(SA)=4, Agree(A)=3, Disagree(D)=2, Strongly disagree(SD)=1)

<table>
<thead>
<tr>
<th>Statement</th>
<th>Please tick (√) appropriately</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>SA</td>
</tr>
<tr>
<td>Citizens participate in identification, initiation and monitoring of county sponsored projects</td>
<td></td>
</tr>
<tr>
<td>Attendance at public forums is satisfactory</td>
<td></td>
</tr>
<tr>
<td>The citizens are active in demanding for the services</td>
<td></td>
</tr>
<tr>
<td>The county government has an organized series of civic education programmes.</td>
<td></td>
</tr>
<tr>
<td>Citizens are involved in the decision-making processes of the county.</td>
<td></td>
</tr>
<tr>
<td>Majority of residents in the county are satisfied with services provided by the county government.</td>
<td></td>
</tr>
<tr>
<td>Inclusion and integration of minorities and marginalized groups is given due consideration by the County government.</td>
<td></td>
</tr>
</tbody>
</table>

7. In your view what should be done to ensure that there is public participation in implementation of county government?

...........................................................................................................................................
Part C: Human resource and implementation county government mandate

8. In your own view, capacity needs assessment has been effectively carried out in this county in relation to the functions of the county government. Answer with Strongly Agree, Agree, Disagree and Strongly Disagree.

[ ] Strongly agree
[ ] Agree
[ ] Disagree
[ ] Strongly Disagree

9. Indicate the degree of performance of the County Government of Bungoma in provision of the following services? (High=3, Moderate=2, Low=1)

<table>
<thead>
<tr>
<th>Services</th>
<th>Please tick (✓) appropriately</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>High</td>
</tr>
<tr>
<td>Early Childhood Education (ECD)</td>
<td></td>
</tr>
<tr>
<td>Health</td>
<td></td>
</tr>
<tr>
<td>Security</td>
<td></td>
</tr>
<tr>
<td>Access to safe and clean water</td>
<td></td>
</tr>
<tr>
<td>Infrastructure (roads, bridges etc)</td>
<td></td>
</tr>
<tr>
<td>Housing</td>
<td></td>
</tr>
<tr>
<td>Development and promotion of SMEs</td>
<td></td>
</tr>
</tbody>
</table>

a. How would you rate the adequacy of the following manpower and personnel (human resources) who provide various services under the County Government of Bungoma. (Adequate=3, Moderate=2, Not adequate=1)

<table>
<thead>
<tr>
<th>County personnel</th>
<th>Please tick (✓) appropriately</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Adequate</td>
</tr>
<tr>
<td>Doctors</td>
<td></td>
</tr>
<tr>
<td>Nurses</td>
<td></td>
</tr>
<tr>
<td>Secondary school teachers</td>
<td></td>
</tr>
<tr>
<td>Primary school teachers</td>
<td></td>
</tr>
<tr>
<td>ECD teachers</td>
<td></td>
</tr>
<tr>
<td>Other civil servants</td>
<td></td>
</tr>
<tr>
<td>Casual laborers</td>
<td></td>
</tr>
</tbody>
</table>
Part D: financial management and implementation of county government mandates

10. My county has established a functioning county treasury with authorized membership.
Answer with Strongly Agree, Agree, Disagree and Strongly Disagree.
[ ] Strongly agree
[ ] Agree
[ ] Disagree
[ ] Strongly Disagree

11. The following statements relate to financial management in the County Government of Bungoma. Indicate the degree of your agreement or disagreement with the statements in the table below. (Strongly agree (SA)=4, Agree(A)=3, Disagree(D)=2, Strongly disagree(SD)=1)

<table>
<thead>
<tr>
<th>Statement</th>
<th>Please tick (✓) appropriately</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>SA</td>
</tr>
<tr>
<td>Staff possesses necessary technical skills required for financial management.</td>
<td></td>
</tr>
<tr>
<td>The budget preparation procedures are in place and adhered to.</td>
<td></td>
</tr>
<tr>
<td>The spending is in line with the guidelines or budgetary provisions.</td>
<td></td>
</tr>
<tr>
<td>IFMIS has been adopted by the Bungoma County Government for financial management</td>
<td></td>
</tr>
<tr>
<td>Procurement procedures are strictly followed in all departments in the County.</td>
<td></td>
</tr>
<tr>
<td>The county government of Bungoma has established a county budget and economic forum</td>
<td></td>
</tr>
</tbody>
</table>

12. How would you rate the adequacy of the following in relation to the financial management at the County Government of Bungoma.  
(Adequate=3, Moderate=2, Not adequate=1)

<table>
<thead>
<tr>
<th>Aspect</th>
<th>Please tick (✓) appropriately</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Adequate</td>
</tr>
<tr>
<td>The budgetary allocation from the national government</td>
<td></td>
</tr>
<tr>
<td>The taken between requests and disbursement of funds to the county</td>
<td></td>
</tr>
<tr>
<td>Transparency and accountability procedures in place.</td>
<td></td>
</tr>
<tr>
<td>Revenue collection within the county by the county government.</td>
<td></td>
</tr>
<tr>
<td>Efforts to close budgetary deficits by the county government</td>
<td></td>
</tr>
<tr>
<td>Budgetary utilization and fund absorption by the county</td>
<td></td>
</tr>
</tbody>
</table>

Part: legal framework and implementation of county governments
13. In your opinion, what is the extent of effectiveness do you think the following aspects or processes have been in facilitating the implementation of the County Government of Bungoma mandate.

(Effective=3, Moderate=2, Not effective=1)

<table>
<thead>
<tr>
<th>County personnel</th>
<th>Please tick (✓) appropriately</th>
</tr>
</thead>
<tbody>
<tr>
<td>Secondment and redeployment of national government staff and staff of the defunct local authorities</td>
<td>Effective</td>
</tr>
<tr>
<td>Formulation of policies, guidelines, regulations to guide implementation of county government functions by the national assembly</td>
<td></td>
</tr>
<tr>
<td>Formulation of policies, guidelines, and regulations to guide implementation of county government functions by senate.</td>
<td></td>
</tr>
<tr>
<td>Formulation of policies, guidelines, regulations to guide implementation of county government functions by the county assembly</td>
<td></td>
</tr>
<tr>
<td>Oversight role as played by the Senate</td>
<td></td>
</tr>
<tr>
<td>Oversight role as played by the members of County Assembly (MCAs)</td>
<td></td>
</tr>
<tr>
<td>Accessibility and availability of reference materials on devolution to MCAs, CEOs, and county government staff.</td>
<td></td>
</tr>
</tbody>
</table>

Thank you for participating
APPENDIX III: INTERVIEW SCHEDULE

This interview schedule seeks information on the factors influencing “county managers on implementation of county governments; a case of Bungoma county”. All the information you give will be treated with confidentiality and for academic purposes only.

Public participation and implementation of county governments
1. What kind of civic education has your county developed?
2. What county legislation and requisite institutional framework has your county developed to facilitate implementation of civic education?
3. Has your county developed any civic education units?
4. What county legislation and requisite institutional framework has your county developed to facilitate implementation of civic education?

Capacity building and public participation
5. Has capacity needs assessment in your county been carried out in relation to the functions of the county government?
6. Has capacity building been carried for CMAS, CECS and other officers?
7. Does the county have a functional county public service board?
8. If yes, describe its membership?

Influence of finance systems on implementation of county government
9. In your view the funds collected by the county are enough to cater for the needs of the county?
10. What are the sources of county government revenue?

Legal framework and implementation of county governments
11. What are some of the legislative proposals developed by your county since 4th march 2013?
12. Out of the ones listed above, which ones have been passed by the county assembly?
13. Out of those passed which have been to the governor?

Thank