



**INFLUENCE OF DEVOLUTION ON PUBLIC SERVICE DELIVERY: A  
CASE STUDY OF MUSEUMS MANAGEMENT IN KENYA**

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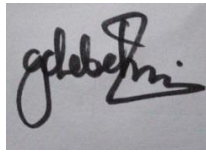
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## DECLARATION

This research project is my original work and has not been submitted to any other university.



12<sup>th</sup> November 2021

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



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## **DEDICATION**

To all museum enthusiasts.

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## **LIST OF ABBREVIATIONS AND ACRONYMS**

<b>CA</b>	County Assembly
<b>CO</b>	Chief Officer
<b>CG</b>	County Government
<b>CEC</b>	County Executive Committee
<b>COB</b>	Controller of Budget
<b>CPSB</b>	County Public Service Board
<b>CRA</b>	Commission for Revenue Allocation
<b>DAHR</b>	Directorate of Administration and Human Resources
<b>DASM</b>	Directorate of Antiquities, Sites and Monuments (Formerly Directorate of Museums Sites & Monuments)
<b>DCMS</b>	Department for Culture, Media and Sports
<b>DFID</b>	UK Department for International Development
<b>DNRR</b>	Directorate of National Repository & Research
<b>EANHS</b>	East African Natural History Society
<b>GOK</b>	Government of Kenya
<b>IGRTC</b>	Inter-Governmental Relations Technical Committee
<b>LA</b>	Local Authorities
<b>LATF</b>	Local Authorities Transfer Fund
<b>MCA</b>	Member of County Assembly
<b>MDA</b>	Ministries, Departments and Agencies
<b>NA</b>	National Assembly
<b>NACOSTI</b>	National Commission for Science, Technology and Innovation
<b>NG</b>	National Government
<b>NMK</b>	National Museums of Kenya
<b>NPM</b>	New Public Management

<b>PFM</b>	Public Finance Management
<b>TFDG</b>	Taskforce on Devolved Government
<b>UK</b>	United Kingdom
<b>UNESCO</b>	United Nations Educational, Scientific and Cultural Organization
<b>US</b>	United States

## **ABSTRACT**

The study sought to investigate the factors that have influenced public service delivery in the management of museums in Kenya in spite of the devolution. Specific objectives were to; establish how the transfer of administrative responsibilities has influenced the effectiveness of public service delivery by the museums in Kenya; assess how the influence of political goodwill has influenced the accessibility of services offered by the museums in Kenya; examine the transfer of fiscal responsibilities has influenced the cost of service delivery offered by museums in Kenya and analyze the challenges affecting the devolution process in the delivery of services by the museums in Kenya.

The study adopted a cross-sectional design and utilized mixed-methods. The target population comprised County Staff (both middle level and Senior), MCAs (Members of the County Assembly, National Museums of Kenya staff (both middle level and senior) and experts in heritage management. A sample size of 113 respondents was considered. Data was collected using structured interviews as well as a rating Likert Scale questionnaire. Data was analyzed by use of descriptive statistics where results from quantitative data were reported using percentages and presented in tables and charts.

The study established that the transfer of administrative, political and fiscal responsibilities in the management of museums in Kenya has a direct influence on the provision of service delivery. The study provides evidence that availing capacity, requisite skills, adequate resource allocation, placing emphasis on research, human resource training and community outreach programmes with focus on educational programmes enhances the capacity of local museum personnel through delegation of vital institutional roles which positively impacts on the effectiveness, accessibility and the cost of service delivery offered by museums in Kenya. Challenges of devolution range from corruption at the county level, leadership wrangles and overlap of roles between the Executive and the County Assembly and between the National and County Government respectively. The study concluded that while devolution is still in its early stages of implementation at the Counties, there is need to strengthen the relationship between the National and County Governments; develop good heritage management policies and Acts through clear legal and policy frameworks and introduce stringent measures to curb the rampant cases of corruption and embezzlement of public resources. Further areas of research focused on the need to analyze the existing structural and technical capacity of County Governments and their effect on the service delivery; explore the extent to which the unbundling of the assets has affected service delivery and investigate the role of Inter-

Governmental Relations Technical Committee (IGRTC) in resolving conflicts arising between the National and County Governments and its effect on provision of services.

## CHAPTER ONE: INTRODUCTION

### 1.1 Background to the Study

In its report, UK Department for International Development (DFID, 2013) observes that improving and taking amenities closer to the citizens has been central to all governments across the world. The world is increasingly becoming a global village and the appetite for improved and efficient services by the citizens is becoming evident across the world. It is against this backdrop that governments worldwide are introducing new public management tools to help expedite public service delivery to its citizens. Governments are moving away from highly centralized systems to decentralization in a bid to improve the delivery of services to its citizens. (Kilelo, Beru, & Nassiuma, 2015) states that decentralization of services is very crucial in that it gives the citizens the opportunity to be part of their progress through policy making and thus bring their governments to be more transparent and accountable. Devolution is one type among the various forms of decentralization and has been practiced in other countries around the world like United States of America, Canada, UK and India.

There are three forms of decentralization namely; deconcentration, delegation and devolution. Deconcentration is the weakest form of decentralization. It redistributes managerial authority, fiscal management and administrative duties among the different levels of the central government (Chattopadhyay, 2013). Delegation is where the central government transfers obligation for decision making power and management of public functions to semi- self-governing institutions that are not wholly controlled by the central government but are answerable to the central government (Schneider, 2006). According to (Schneider, 2006), devolution is part and parcel of decentralization. It carries political, fiscal and administrative types of decentralization. It is the handover of power for decision making authority, political, fiscal and administrative to the lower tiers of the central government which are legally recognized with geographically defined boundaries over which they exercise authority and within which they perform their public roles. These units have the authority to make their own laws, elect their own leaders, raise their own revenue and have independent authority to make investment decisions. (White, 2011) confers that devolution is the purest or at least the most comprehensive form of decentralization.

According to Hazell, (2000) federal government in the United Kingdom, was formed through two popular plebiscites. Wales and Scotland held their referendum in September 1997 while

London went into polls in May 1998. These devolved governments were established by law by National Assembly of Wales, Ireland and London. Historically, governments across the world have wanted to control everything centrally hence service delivery and unequitable distribution of resources to the citizens is affected. Towards the end of the 20th century, most countries in both federal and unitary systems steadily sought to lessen the power of central governments by decentralizing absolute control to local or regional governments. This was brought about by governments' inability to provide better service delivery, marginalization, oppression and inequitable resource allocation to the citizens (D. Devolution, 2012).

Devolution has also been practiced in Africa by, South Africa, Ethiopia, Nigeria, Uganda and Tanzania. Uganda's devolution structure is divided into Kingdoms and Tanzania on the other hand practices *Jimbo* system. However, despite the challenges facing devolution, this form of governance has been successful in these countries as notable socio- economic development and political stability has been realized. In Kenya, devolution has been applied in compliance with the dictates of the Constitution of Kenya, 2010 which put services like Museum Management, water Services, Health, agriculture under devolved governments, commonly known as County Governments.

According to UNESCO (2012) museums across the world are core to the well-being of a nation. Museums play a critical role as important institutions for delivering sustainable communities and lays more emphasizes why communities need museums. They absolutely influence the livelihoods of the communities who are either deprived or disregarded by providing a platform for communal rebirth / restoration hence contributing towards equitable societies. (Lawley, 2015) notes that local authority is very significant to the existence of museums in the UK. The UK's Public Libraries and Museums Act of 1964 allowed decentralisation of museum services to the local authorities while the Local Government Act of 1972 further provided powers to the boroughs to establish museums within their jurisdictions. Of the 1,811 listed museums about 40% (716) are managed by the boroughs. These comprise key city museums, galleries and museums under districts. In comparison to the national museums which are managed by board of directors and enjoy generous donations from charitable organizations, these museums are maintained, funded and managed by local authorities. (Bell, 2012) suggests that above 40% of the museums in the US are maintained and managed by federal governments at different levels with the rest being run and maintained by private entities. The national museums are run by the Federal Government and others are managed and funded by the States. Museums in the US are supported by the

government from all agencies- federal, state and local. The museums get about 24% of their operating revenue from these sources.

According to the National Museums and Heritage Act 2006, a Museum is described as a public or private body or organization which collects, conserves, examines/investigates and exhibit items of historical significance of both tangible and intangible heritage; where tangible heritage refers to sites of cultural significance and memorial buildings, artefacts and paintings, believed to have universal value. It also includes properties whose design and uniformity and uniqueness are also considered of universal value from historical, art and scientific. Intangible heritage, is traditional knowledge passed on from one generation to the other like oral performance, dance, rituals are considered of outstanding value in the society. In Kenya, the Government funds the management and operations of the museums across the country through the National Museums of Kenya even though they have been transferred to the County Governments. County Governments are therefore required to establish, fund and manage the museums in their counties.

## **1.2 Statement of the Problem**

According to Nyanjom, (2011) Kenya adopted the Majimbo model of governance that provided for decentralization of government into regional tiers with both upper house and lower house immediately it attained its independence in 1963. This was to safeguard the minority tribal affiliations that were symbolized by Kenya African Democratic Union (KADU) versus majority groups under KANU. (World Bank, 2011) states that this system of governance was done away with one year later with the government providing its services to the citizens through provinces and districts. However, municipalities took over the role of Majimbo governments, with their autonomy controlled by the central government and not as stipulated by the constitution.

According to Hans, (2018) before independence, Kenya was under the East Africa Protectorate (British) between 1883-1963. During this period, the colonial administrators and the settlers through their thirst to effectively rule and exploit the local resources formed the East African Natural History Society (EANHS) in 1910. The society's members started collecting both cultural and natural materials from the local communities and Coryndon Museum was born in 1911 and after the former Colonial Governor, Robert Coryndon. (Karega-Munene, 2011). The museum was exclusively for the members of the East African Natural History Society (EANHS) throughout its history up to 1964. During this period, the



Coryndon Museum acted as place for dialogue for the members and the administrators. This was the only museum in Kenya at a time.

In 1964, after Kenya became a republic, Coryndon Museum became a national institution and was renamed the National Museums of Kenya and the management of museums including sites and monuments across the country were placed under the National Government. The National Museums of Kenya has therefore been responsible for the development and management of about 24 museums, over 320 gazetted sites and monuments and 7 World Heritage Sites in trust for the people of Kenya.

Borona, (2009), explains the core functions of National Museums as responsible for formulation and implementation of museums and heritage policy; undertakes research based on cultural and natural history in various fields as well as research in biomedical and bio-conservation in collaboration with other research institutions; documentation, preservation and conservation of all its collection which range from tangible to intangible, movable to immovable, in-situ and ex-situ; information dissemination through synthesizing the information generated through research and collection by presenting to the public through exhibitions, education programs and other multi-media channels.

Under the centralized system, funding of museums management over the years has experienced major budget cuts that affected service delivery. Wesangula Daniel, (2010) observes that dwindling funding also meant that the National Museums of Kenya was not in a position to promote heritage through collection, documentation, research and preservation of the diverse cultures across the Country. The refurbishment of museum buildings/ establishment of new museums in every county, the development of new exhibitions became a big challenge due to resource allocation in terms of funding by the National Government. This led to the deterioration of service provision to the citizens as most of the exhibitions were outdated or none at all.

The 2010 Constitution transferred the management of the museums to the County Governments. The devolution of museums management to the county level was expected to increase funding and lead to overall improvement of services offered to the citizens by the museums. It also meant that more museums will be established by the County Governments. Clause 25 of part 1 of the Fourth Schedule lists Ancient and Historical Monuments of national importance as a function of the national Government as well as Clause 16 of the Fourth Schedule lists the research function as a role of the National Government. The

segregation of the National and County Governments functions means that some of the mandate that National Museums of Kenya was undertaking prior to the promulgation of the Constitution of Kenya 2010 were assigned to the County Governments i.e Museums and cultural activities (cultural festivals) as indicated in Clause 4 of Part 2 of the Fourth Schedule. Despite the efforts put to improve the service delivery through devolution, the management of museums at the county level has encountered various challenges hence not delivering as expected. Key among the challenges includes both conflicting and overlapping roles of both the County and National Governments. Majority of the existing museums are established on built heritage (located at a site or monument) hence are unlikely to be transferred to the County Government to manage as they are of either National or universal outstanding value. The unbundling, cost, capacity assessment and capacity building needs of the devolved functions were supposed to be done prior to the transfer process for effective allocation of resources. This issue has caused friction in both National and County Governments due to underfunding of the devolved functions hence reluctance on the part of County Governments taking up more devolved functions like museum management. The harmonization of laws and policies that are inconsistent with the devolved system of governance has not been fully achieved yet could have provided seamless transition of tasks/ duties to the County Governments. This study therefore investigated the factors that have frustrated public service delivery in the management of museums in Kenya.

### **1.3 Research Objectives**

#### **1.3.1 General Objective**

To investigate how devolution of museum management has influenced public service delivery in Kenya.

#### **1.3.2 Specific Objectives**

- i.) To establish how the transfer of administrative responsibilities has influenced the effectiveness of public service delivery by the museums in Kenya.
- ii.) To assess how the influence of political goodwill has impacted the accessibility of services offered by the museums in Kenya.
- iii.) To examine how the transfer of fiscal responsibilities has influenced the cost of service delivery offered by museums in Kenya.
- iv.) To analyze the challenges affecting the devolution process in the delivery of services by the museums in Kenya.

#### **1.4 Research Questions**

- i.) How has the transfer of administrative responsibilities influenced the effectiveness of public service delivery by the museums in Kenya?
- ii.) How has the influence of political goodwill impacted on the accessibility of services offered by the museums in Kenya?
- iii.) How has the transfer of fiscal responsibilities influenced the cost of service delivery offered by museums in Kenya?
- iv.) How have challenges facing devolution process affected the efficiency of service delivery at the Museums in Kenya?

#### **1.5 Justification/ Significance of the Study**

The findings of this study would provide an opportunity to academicians, researchers as well as scholars to gain both theoretical and hands on experience on the influence of devolution on the public service delivery. This study would also try to fill the existing gaps such as lack of efficient public service delivery in offering quality and accessible services to the citizens. This is why devolution must exist to yield results/ outcomes and enhance public service delivery. For policy makers, the study offers the stimulus to the benefits of devolution after the adoption of the Constitution 2010 that transferred other functions to the counties. It would help in developing policies that encourages better service delivery by enhancing resource allocation to the County Governments as the existing policy guidelines are not clear on how this has been done in the past. This study would also help to complement the general studies that have already been done in the management of museums in other countries by focusing on this specific study on experience of the influence of devolution on the public service delivery in the management of museums in Kenya.

#### **1.6 Scope and Limitation of the Study**

The study focused on how devolution of museum management has influenced public service delivery in Kenya during the period 2013 to 2018 and museums which are under the management of County Governments.

Of the 24 museums already established and currently in operation in the country only 3 namely; Kitale, Kisumu and Narok are not established on historical buildings/ monuments. The chances that these museums will be handed over to the respective counties are so high. Each of these museums is headed by a curator who oversees the operation of the museums and staff working under them. Over the years, National Museums of Kenya has been making

budgetary allocations for operational costs in the running of these museums which have been dwindling year in year out. The respondents were drawn from political, technical and civic leadership and the employees of the National Museums of Kenya. The researcher focused on two museums namely, Kisumu and Narok as the three (3) museums share the same characteristics in terms of funding and cadre of staff. Geographical proximity to each other helped the researcher to reduce cost implications involved in carrying out the study. Therefore, the study did not look into other regions in Kenya.

## **CHAPTER TWO: LITERATURE REVIEW**

### **2.0 Review of Related literature**

The purpose of this section is to thematically review appropriate literature with a view of pinpointing the gaps that needs to be filled in by the study.

### **2.1 Administrative Responsibilities and Management of Museums**

According to Boylan, (2004), museums are multi-disciplinary institutions that deals with a wide range of demands from a diverse audiences. Museums therefore, are expected to fully cater for their audiences with quality services. International Council of Museums (ICOM) calls for more professionalism in museums. It recognizes that museum personnel are an important resource as the museum function involves many different skills and qualified personnel are required to meet all the museum responsibilities. The importance of professional management and governance training in museums issues have led the US and the UK, to build training institutes that deal with providing museum specialists/experts with knowledge, skills and experience. According to Sandell & Janes, (2007) the Getty leadership Institute (USA) and the Clore Leadership programme (UK) are examples of these training institutions around the world. Top universities like John Hopkins and George Washington and museums in the UK like British Museum also offer courses in museum and museology studies to museum professionals from all over the world.

In a survey carried out by Museum Association (MA) in the UK in 2016 points to a very turbulent environment for locally funded museums. Continued cuts in funding have led to a huge loss of specialist expertise and skills as highly skilled museum staff have left the sector. At the moment finding candidates with the right level of skills and experience is proving difficult as equipping museum professionals with the right skills take several years to accomplish (Association, 2017).

African museums are also trying to cope with the changing environment in which they operate. Most museums in Africa strive very much to offer their audiences quality services coupled with limited and inexperienced staff. For quality services to be realized, then there is need for qualified human resource. Development and equipping of staff with the requisite skills in museum management takes a couple of years and many institutions of higher learning (universities and colleges) have not developed courses that deal with heritage discipline. Most museum professionals who would like to advance their skills always seek

this from other museums or universities outside Africa which is also hindered by inadequate funding.

Arinze, (1987) states that over the years, the lack of African experts with good museum training has been a serious problem. After independence in many African countries there were no trained professionals in archival work and conservation skills to run their museums. In Nigeria, the absence of skilled personnel in preservation and conservation has been a critical challenge. UNESCO started a project to train museum professionals in 1963 in Nigeria but pulled out of the project 10 years later. The training institutions that are there in Ghana (Accra) for archival work and in Jos (Nigeria) for museum and cultural heritage management with the support of UNESCO remain inadequate hence do not meet the requirements of preservation. Museums across the world depend greatly on the expertise and experiences of very skilful staff to remain sustainable.

According to Mafolo, (2020) museums in South Africa are at risk of collapsing due to understaffing and little pay. This has led to unrest from staff who feels that the museums are neglected collections without competent custodians as well as shortage of skilled collections staff. They claim that there is lack of retention policy for skilful/expert staff and research staff. In order to increase the effectiveness of museums more emphasis need to be put on enhancing professional skills in collection, documentation, curation, conservation, display of exhibitions and education programmes working with universities to develop courses that deal with museum and cultural heritage management so as to improve accessibility to museum professionals.

Most scholars have addressed the importance of professionalism in museums by emphasizing that museums require well trained personnel with technical skills but have not attempted to study how the transfer of the administrative responsibilities to the county level has affected the effectiveness of public service delivery by museums as a devolved function.

## **2.2 Political Responsibilities and Accessibility of Services to the Public**

Museums across the world are core to the well-being of a nation. Museums play a critical role as important institutions for delivering sustainable communities and lays more emphasizes why communities need museums. They absolutely influence the livelihoods of the communities who are either deprived or disregarded by providing a platform for communal rebirth / restoration hence contributing towards equitable societies (OECD; ICOM, 2018). Sandell, (1998) observes that museums across the world are seen as mediators of societal transformation as they promote social integration. At personal level, they support creativity;

at the national level, museums help in fighting crime, unemployment and poor health. Museums are encouraged to take up responsibility and clearly prove their role in the society by reinventing themselves as mediators of social integration.

According to Hooper-Greenhill, Sandell, Moussouri, & O’Riain, (2000), the UK issued a policy guideline to all listed museums under the Department for Culture, Media and Sports (DCMS) as well as other museums that are managed by local governments on how to establish the social responsibility for museums and ways to combat social exclusion. In as much as the UK Government is in support of this initiative, a recent policy directive tends to focus more on social control.

Museum’s directors in Europe are increasingly complaining over rising political interference on museum management by governments. Most governments are championing for unifying culture that focuses on the political benefits and principles that support their political orientation. The museums directors are of the opinion that regardless of their source of funding, they want to be given a leeway to control their content- authenticity of the programmes, exhibitions and activities (Steel, 2018).

According to Grobler, (2008), this scenario is no different in most countries in Africa. Most of African countries were colonized by Western Countries. After gaining independence, most of these countries began the long journey of self-realization and awakening of their national identities through setting up of museums in order to present their struggles and recollect their colonial past. Over the years, most governments like South Africa is weary of how these struggles and recollection of their past is presented to the outside world (tourists) due to direct government interference. The government therefore influences the presentations through funding of the heritage projects. According to Dlamuka, (2003) politics and heritage is inseparable. Museums are manipulated by the political elites to become political spaces where identity, presentations and culture are influenced by power holders to present what is suited as public image. In South Africa before the 90s, their history presentation by museums was affected by racism and discrimination. The museums became hubs of political dialogue as well as reflections of white supremacy.

The environment in which museums operate currently is really different and uncertain in terms of funding and to some extent political interference. The conflicting priorities by the devolved governments is pushing museum managers to adopt new revenue streams to fund their programmes as government funding is not a guarantee. Majority of the scholars have dealt mainly on political interference on the display and presentation of exhibitions but has

not done studies on the influence of that political responsibility has on the accessibility of services offered by the museums at the county level.

### **2.3 Fiscal Responsibilities and management of Service Delivery by museums**

According to Travers, (2006), some museums in the UK are run by federal government and others maintained by the Boroughs (Counties). Each country (England, Wales, Scotland Northern Ireland) have museums that they also fund. Although the Department of Digital, Media, Sports and Culture funds and has responsibility for Museums in England, it does not manage the other museums. It is estimated that over 42 million visits were registered by the British museums to have visited annually. The level of visits is not a one- off but this scenario has been replicated over the years. This is a perfect sign that the museums contribute to the overall well-being of a nation. Bell, (2012) notes that in comparison with the United Kingdom, US also have national museums that are run by the Federal Government and others that are managed and funded by the States. Museums in the US are supported by the government from all agencies- federal, state and local. The museums get about 24% of their operating revenue from these sources. Sack Steven, (2017) equally notes that in South Africa, some museums receive very little funding also for their activities which has forced them to think of privatization to see if new funding can be injected to save them from dilapidation and dormancy.

In Kenya, museum management has been the mandate of the National Government undertaken by the National Museums of Kenya. National Government has also been funding the cultural activities and the development of museum exhibitions, establishment of museums across the country. Other sources of funding for the National Museums of Kenya also come from collaborating bodies both (locally and internationally) through grants. However, funding towards museum management has reduced drastically over the years leading to dilapidation of museum buildings, statues and inability to develop new exhibitions in museum galleries.

According to Kwayera Juma and Oluoch Fred, (2003) most Museums in Africa get minimal funding from the National Government hence hindering them from accomplishing their mandates in research, collections, documentation, preservation and dissemination. Over the years, Museums have been considered to be archaic and static in what they offer as they only display the same old exhibitions over and over without developing new exhibitions. Revenue mostly generated from museums in Kenya comes mainly from the gate collections and due to the nature of the exhibitions having been static and old never seem to attract many visitors hence the reduction in revenue projections. Governments in Africa are very hesitant to



finance the growth and improvement of museums yet they contribute a lot to national growth. Museums are only managed for their potential in tourism and not its importance as collective memory of Kenya's history both tangible and intangible heritage. The Kenyan government is giving priority only to issues related to bread and butter.

The County Allocation Revenue Act 2017 sets out a fair allocation of government income for the 47 County Governments. It specifies what each county gets according to the revenue allocation procedures ratified and adopted by the National Assembly. Kenya Constitution 2010, Article 201 guides on the principles of public finance that; all government monies (income) collected by the National Government shall be allocated fairly to both National and County Governments. Currently, County Governments are being allocated budgets by the National Governments according to the revenue they have collected. This affects those counties with no reliable revenue streams.

Competition for land is also another issue as this will affect even the establishment of museums in those counties that do not have already established museums. Allocation of land to the establishment of museums will also depend on the priorities that the County Governments have for the citizens. The revenue from the museum is also very minimal and therefore many will not see it as a viable project worth investing in. There has been irregular allocation of land by the County Governments in that in those areas that seemed appropriate for the establishment of museums have been allocated to other projects or grabbed. Several works have been done on the how the central/national government allocates resources to the local governments in the management of museums but there are no studies that have been done on how the transfer of this fiscal responsibility to the county level has affected the cost of service delivery offered by museums in Kenya.

#### **2.4 Challenges Affecting Service Delivery at the museums**

According to Coulson, (1995), decentralization of services to the local level of government meant that the citizens will enjoy closer and better services. It became an avenue for them to contribute actively in policy making. There was a widespread agitation in Central and Eastern Europe in the 1990s for the establishment of lower levels of governments with greater independence and sovereignty due to what was perceived as failures by highly centralized governments.

According to Nathan, (2006), despite the many advantages that devolution has brought it has also faced a myriad of challenges. In the US, there is unclear boundary of roles between the federal and state governments which has slowed down policy making process. This situation

has increased both political and administrative costs and in the long run brought about inefficiencies in public policy performance. (Fjeldstad, 2004) observes that resource allocation is critical to the success of devolution. Lower tier governments in many nations do not have adequate revenue streams to enable them fund the devolved functions. The few revenue streams they have also become very difficult to collect. Therefore, the dependency on the national/ central government is still very high and when they get this funding it is usually allocated in inequitable proportions.

In Africa, most local governments lack the institutional capacity to carry out the functions they have been allocated. They suffer from weak institutional capacity to check on the performance of the officials and the elected representatives. Technical, managerial and financial skills lack in these officials. The supervision of local governments by the National government is weak as they do not have mechanisms to check on accountability and use of resources allocated to them. In Ghana, the national government is not supportive of the local governments' hence incomplete statutory reforms to aid local autonomy. Therefore, there is continued national control over fiscal resources. The new legislative bodies at the local governments are relatively weak and are ineffective in decision making as in regards to priority areas. Majority of the elected representatives also are unfamiliar with the exercise of their powers.

According to Blair, (2000), the political will of the national elites to support the implementation of the devolution policy cannot be taken for granted. In most cases the national elites may accept devolution only to please their donors but in truth remain confident that they will maintain full control of the resources. Their veto-power is so strong willed that they will block the implementation of new laws or change to suit their interests hence scuttle devolution. (De Sardan, 1999) equally observes that the national elites are also aided by the local elite who by all means dominate local politics and gain full control of the local political institutions if they feel that their existence is affected negatively by the devolution process. They may also act as emissaries of the national government sent to dictate the allocation of resources and handover of authority from National to County Governments.

There are several works done by scholars on the challenges that devolution process has encountered in different countries around the world that have adopted devolution but have not studied specifically on how the challenges facing devolution process has impacted on the efficiency of service delivery at the museums in Kenya.

## **2.5 Research Hypotheses**

The following four hypotheses were formulated for the study:

- i. Recruitment of staff with relevant technical skills influences the quality of services provided by the Museums in Kenya.
- ii. Enactment of relevant laws/ policies affects the accessibility of services offered by museums in Kenya
- iii. Fiscal allocation by the National Government impacts on the cost of services offered by museums in Kenya.
- iv. Political wrangles at the County governments delays the pace of service delivery at the Museums in Kenya

## **2.6 Theoretical and Conceptual Framework**

This study would be guided by the Institutional Theory as advanced by Guy Peter. According to Peters, (2000) this theory assumes that individuals are which they were socialized into particular roles and that organizations are expected to execute their duties. Its assumption is that policies are set, formulated and implemented through known institutions to be legitimized and that the accomplishment of any public policy enactment depends on the efficiency of the stated institutions.

Scott & Meyer, (1983) attempts to expound guidelines to which institutions should obey in order to obtain funding and legality. The notion is that every world's industry/sector, institutions are guided by rules and regulations. Organizations enable and compel players differently by training them to act as per the rigid instructions of relevance. According to March & Olsen, (2009) organizations are strengthened by watchdogs bodies in implementing regulations and approving conformity. County governments should be managed more like institutions, where policies, programmes are initiated, formulated to realize the set goals that these institutions were established for.

(Olson, 2009) observes that Institutional Theory is an alternative to the Rational Choice Theory which emphasizes on maximum social gain where the government adopts programmes that yield more benefits to the citizens than the cost of implementation. Most of the time, the actors generate bills, policy ideas with the aim of pursuing personal interest first then the public interest could follow later. Most of these leaders get to the elective positions to satisfy their interests against the intention to serve the people who elected them. In this case, all the other duties as law makers are dismissed as rational. Institutional Theory sees

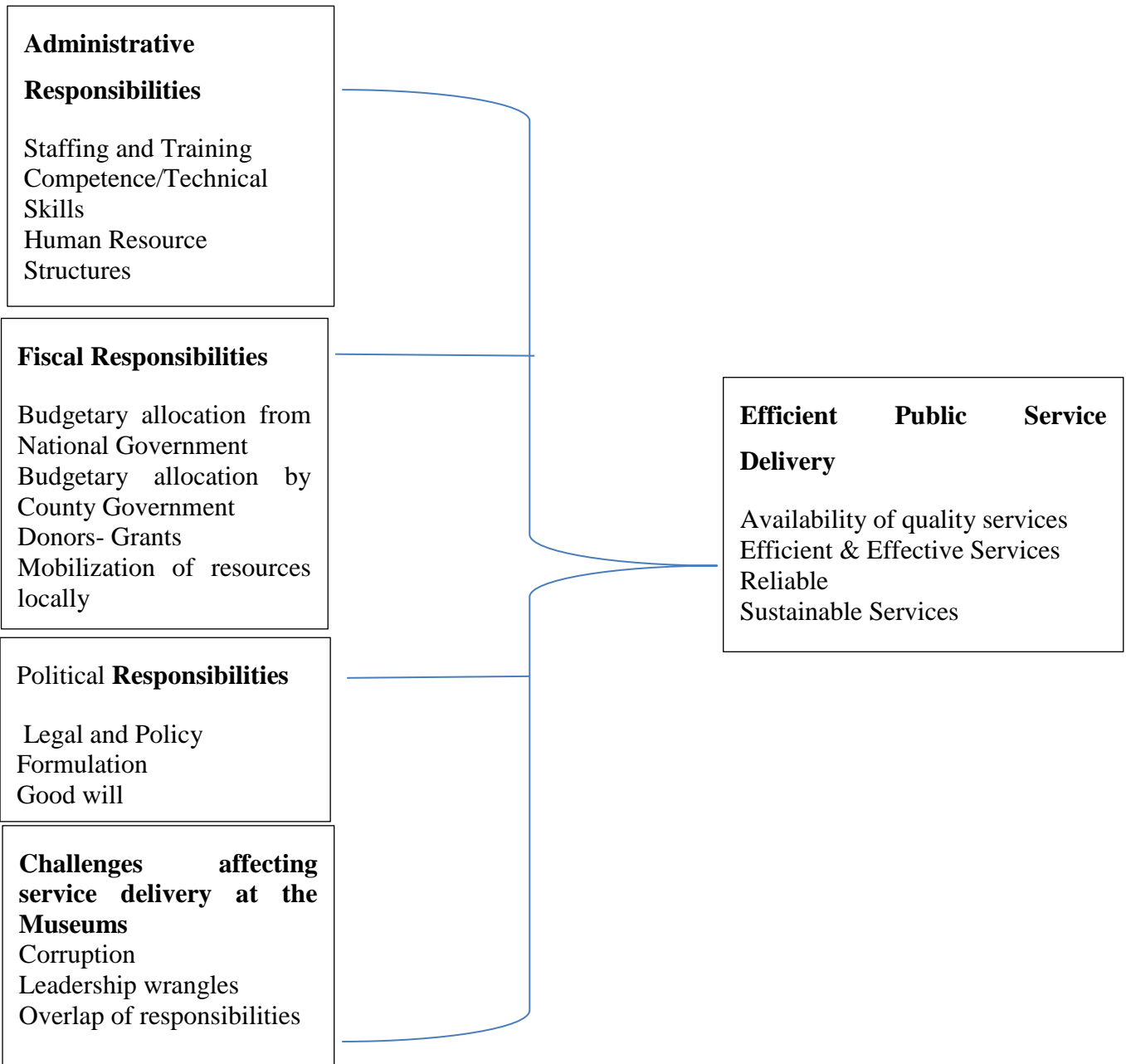
the actors as not rational but mostly affected by their environments (the way things have been done before) and that the institutions are a pattern of collective action. It considers mainly the constitutional provisions and to a larger extent judicial decisions. However, in adopting the Institutional theory for this study, the researcher is not ignorant of its shortcomings. The interactions within the institution must be understood and everyone involved.

Huntington, (2006) argues that institutionalism is the process by which an organization gains value and stability. The level of institutionalism is defined by its autonomy, adaptability, complexity and coherence. He further notes that autonomy refers to the ability of the institution to make and implement their decisions in terms of budgeting and sources of revenue. An institution is also expected to adjust to the variations in its environment as well be coherent in its ability to manage its workload by prioritizing its core tasks. An institution's level of institutionalism can also be measured through its complexity where it has capacity to build internal systems and be able to carry out its tasks and survive the threats of the external environment. As adapted in this study, Institutional Theory holds that devolution influences the efficiency of service delivery in the management of museums in Kenya: that human resource capacity (recruitment, technical skills, and staff training), policy / enactment of relevant laws, resource allocation adopted for museum management influences the quality, accessibility, cost and sustainability of the services.

**Figure 2.1 Conceptual Framework**

**Independent Variables**

**Dependable Variable**



**Source: Author, 2021**

Devolution influences public service delivery in the management of museums in Kenya. Devolution is defined as administrative, political and fiscal responsibilities while public service delivery is the accessibility, reliability, cost and sustainability of services offered by museums in Kenya. The framework postulates that the status/ competence of administrative, political and fiscal responsibilities affect the quality, accessibility, reliability, cost and sustainability of services offered by museums. However, this relationship may be affected by external factors such as challenges to the implementation of devolution.

## **2.7 Definition and Operationalization of Key Concepts**

**Devolution:** It is the total surrender of policy making authority by the central administration to subordinate levels of government by giving them full accountability and autonomy. Devolution is the strongest method of decentralization. This is the handover of political, executive and financial roles by the central government to a lower level. Devolution is one form of decentralization (Larbi, 1999). In this study, the concept of devolution was used to signify the handover of administrative, political and fiscal responsibilities in the management of museums to the Counties.

**County Government:** It refers to lowest level of the central administration. It is a geographical unit as intended by the Kenya Constitution 2010 as the unit of a devolved government. This concept was used to refer to the administrative unit where a museum is to be located.

**Museum:** It is an organization that relies on government funding and other charitable entities and open to the public, which collects, preserves, analyzes, disseminates and displays objects of cultural importance of people and their environment for study, education and leisure (International Council of Museums, 2012). It is a house in which items of artistic, cultural and historical value are kept and shown to the public. In this study, this concept was used to refer to the building/place set aside or established by the County Government to showcase the diverse cultures exhibited by different communities in the respective Counties.

**Curator:** This is a museum professional/ expert who takes care of the collections (artefacts), documents, preserves and also interprets them to the public through exhibitions. In this study, the concept of a curator relates to a professional trained in museum technical skills in documentation, conservation and exhibition development.

**Heritage:** This comprises of all ancient cultural, historical objects, traditions (oral/ performing cultures) that a country or a society has and are of universal value. In this study,

the concept of heritage relates to the unique historical, cultural and natural items inherent to particular county.

**Museum Management:** This is custodial administration of the museum by curators' by collecting, documenting, conserving, interpreting and disseminating heritage material for posterity. This concept as used in this study relates to the overall administration of a museum in terms of operations, recruitment, training and development of staff.

**Public Service Delivery:** This is the provision of services to its citizens (public) either directly or through the county or national governments. The services are provided by the governments through the taxes paid by its citizens. This concept as used in this study focuses on the efficiency, accessibility and the cost of services offered by the museums in Kenya.

**Budget:** This refers to the estimates of revenues and receipts, and expenditures for a given entity (agency, ministry, government). The concept of budget in this study focuses on the budgetary allocation from both the National and County Governments, mobilization of local resources and grants from donor agencies.

**Recruitment of Staff:** This is the process of correct placement of staff with requisite qualifications in order to perform specific functions. This study will mainly focus on the competence/ technical skills, training and development of staff and the human resources structures. In this study, this concept relates to the hiring and correct placement of staff with the required competencies in the management of museums in the Counties.

**Corruption:** It's a behavior where a public official goes against call of duty by accepting/demanding a bribe in order to discharge his /her duties. This behavior however makes the provision of public services to the citizens to be more expensive. Corruption affects all cadres of government (McCormack, 1997). The concept of corruption in this study relates to the embezzlement of public resources, diversion of funds to non-core projects/programs and payment of bribes to get services.

**Political Will:** According to Post, Raile, & Raile, (2010) defines political will as established group of decision makers who have a mutual understanding of a problem and are totally committed to providing support as long as there is agreement on effectiveness of the policy. This concept as used in this study relates to the commitment of elected leaders (decision makers) to carry out their duties in order to achieve the set objectives with an aim of providing solutions to emerging issues from the electorate.

## **CHAPTER THREE: RESEARCH METHODOLOGY**

### **3.0 Introduction**

In this section, the procedures and techniques that were applied to collect the relevant data are discussed. It covers the study design, target population, sample and sampling procedures, research instruments, data analysis procedure, validity and reliability of the research instruments.

### **3.1 Research Design**

This study employed a sequential mixed method research design. It employed a quantitative cross-sectional survey and qualitative research methods. The study also adopted a longitudinal approach for a period of 5 years (2013-2018). A structured questionnaire and some selected interviews (face to face, telephone or email) were used as data collection tools. This research design was selected because it permitted the researcher to collect a great deal of information quickly. It also allowed the researcher to collect data on some different variables for example age, gender, education, income etc at the same time at a minimal cost.

### **3.2 Methodology**

The study used both quantitative and qualitative research methods where quantitative research method employed descriptive research method to collect primary data while the qualitative research collected the primary data by use of the exploratory research method in order to understand the underlying reasons as well as opinions of the area under study. The study used two research methods: Survey for quantitative data and interview for the qualitative data.

### **3.3 Target Population**

It refers to the total participants of the actual or assumed set of persons, happenings and entities that a researcher wishes to generalize the results of the research study Gall, Borg, & Gall, (2007). The target population for this study will consist of employees of National Museums and county employees together with the elected representatives from the two (2) County Governments. The target population will be 125.



**Table 3.1: Target Population**

<b>Kisumu &amp; Narok Counties</b>	
<b>Respondents</b>	<b>Target Population</b>
CECs Culture	2
COs Culture	2
County Secretaries	2
Directors Culture	2
Clerks of County Assemblies	2
MCAs	30
Staff at the Departments of Culture	10
<b>National Museums of Kenya</b>	
Directorate Human Resource and Administration	20
Directorate of Antiquities Sites & Monuments (Directorate staff at headquarters)	15
Directorate of National Repository & Research (DNRR) - Research Scientists/Experts in heritage management)	10
Staff at Kisumu Museum	20
Staff at Narok Museum	10
<b>Total</b>	<b>125</b>

### 3.4 Sample Size and Sampling

This study adopted multiple sampling. The County employees (county executive, staff and the county assembly will be purposely sampled. Therefore, the county officials, employees and elected MCAs formed a sample of 50. Purposive sampling occurs when the researcher purposely targets a population believed to be reliable for the study. In selecting the National Museums of Kenya units for the study, the researcher used a stratified random sampling. Stratified random sampling comprises the division of a population into smaller groups known as strata. Strata are designed based on members' common attributes and characteristics. Of the 24 museums already established and currently in operation in the country only 3 namely; Kitale, Kisumu and Narok are not established on historical buildings/ monuments. The chances that these museums will be handed over to the respective counties are so high. Each

of these museums is headed by a curator who oversees the operation of the museums and staff working under them. Over the years, National Museums of Kenya has been making budgetary allocations for operational costs in the running of these museums which have been dwindling year in year out. The researcher focused on two museums namely, Kisumu and Narok as the three (3) museums share the same characteristics in terms of funding and cadre of staff.

The sample size for this unit was derived from Krejcie and Morgan (1970) table as shown in Appendix III. The sample size for the National Museums of Kenya was 63 (as shown in Table 2 below) and 50 from the two County Governments. Therefore, this study used a total sample size of 113 that included 50 County officials and MCAs and 63 units from the National Museums of Kenya based on the formula suggested by Krejcie and Morgan (1970). The researcher also carried out Key Informant Interviews. The interviewees (4) were drawn from National Museums of Kenya and the two (2) County Governments.

**Table 3.2: Sample Population**

<b>Respondents</b>	<b>Target Population</b>	<b>Sample Population</b>
<b>National Museums of Kenya</b>		
Directorate of Human Resource and Administration (DAHR)	20	17
Directorate of Antiquities Sites & Monuments (DASM)- (Directorate staff at headquarters, Research Scientists/Experts in heritage management	25	21
Staff at Kisumu Museum	20	17
Staff at Narok Museum	10	8
<b>Kisumu &amp; Narok Counties (Purposely sampled)</b>	<b>50</b>	<b>50</b>
<b>Total</b>	<b>75</b>	<b>63</b>
<b>Sum Total</b>	<b>125</b>	<b>113</b>

### **3.5 Data Collection Tools**

The data collection tools used were a semi-structured questionnaire for the survey while interview guide was used for the interviews which were either be face to face or through telephone or by email. The interviews were a follow up after the administration of the questionnaire in an effort to find explanation for some research leads from the survey. The interviews were recorded on audio recorders.

### **3.6 Data Analysis**

Data collected was cleaned in order to identify incomplete responses with the aim of improving their quality. The interview responses were typed into scripts and analyzed. The data generated was analyzed using measures of central tendency (mean, mode and median) and measures of dispersion (standard deviation and mean deviation) and presented using frequency tables, means and percentages and charts. The data was processed using SPSS Mac version 22. The study used mean and standard deviation descriptive statistics to capture the responses on the various variables of the study based on a 5-point Likert scale. This presented the average responses on each of the variables whereas the standard deviation indicates the magnitude of variations in the responses.

### **3.7 Reliability**

A test study was done to assist the researcher to determine if the data instrument tools are reliable. The instruments were subjected for preliminary testing on a similar population to the sample population; 1 CEC Culture, 1CO Culture, I Director Culture, 1 County Secretary, 15 MCAs and 6 members of staff from culture department at Nandi County. The objective of carrying out a pilot study was to eliminate ambiguity in items, establish administrative problems of research instruments, assess the data collection instruments, establish viability of the study, adjust any rational and technical hitches concerning the study and allow preliminary (dummy) data analysis. A preliminary study was conducted on 25 respondents for the purpose of ensuring that the research instrument was reliable for data collection. To avoid bias, the partakers of the pilot study were excluded from the main study. In ensuring reliability of the instrument, the study measured internal consistency of the questionnaire items using Cronbach's Alpha value of 0.7. As indicated in Table 3.3, the four variables all had alpha coefficient values higher than 0.7 implying that the instrument was reliable for data collection.

**Table 3.3 Reliability Test**

<b>Scale</b>	<b>Cronbach's Alpha</b>	<b>Number of Items</b>
Administrative responsibilities	0.814	6
Political responsibilities	0.926	6
Fiscal responsibilities	0.801	7
Challenges facing devolution process	0.759	4

### **3.8 Validity**

Validity is the extent to which the research tools are able to quantify that which was intended to measure and by extend reflect the true differences of those to be tested in the study Kothari, (2004). The data collection instruments were administered in relation to the variables and objectives so as to incorporate the entire area of the study. Content validity was constructed on expert judgment of my supervisor's guidance, lecturers and colleagues at University of Nairobi Public Administration class of 2018. Their recommendations for amendment or adjustments were integrated in the final instrument used as research tools.

### **3.9 Ethical Concerns**

The researcher requested for authorization from the University of Nairobi and a research license from National Commission for Science and Innovation (NACOSTI) before proceeding on the data collection process. The University facilitated the researcher with a letter of introduction which included the intent of the research study. The researcher undertook a declaration that the data collected from the study was not to be shared with unauthorized persons; else it would be a violation of trust. The researcher availed information on the nature and purpose of the study in order for the respondents to make informed decision whether to participate or not. The researcher also sought clearance from the County Governments of Kisumu and Narok to conduct research. The researcher was to acknowledge to any inaccuracies owing to omission or commission while compiling the report of the study.

## CHAPTER FOUR

### DATA ANALYSIS, PRESENTATION AND DISCUSSION

#### 4.0 Introduction

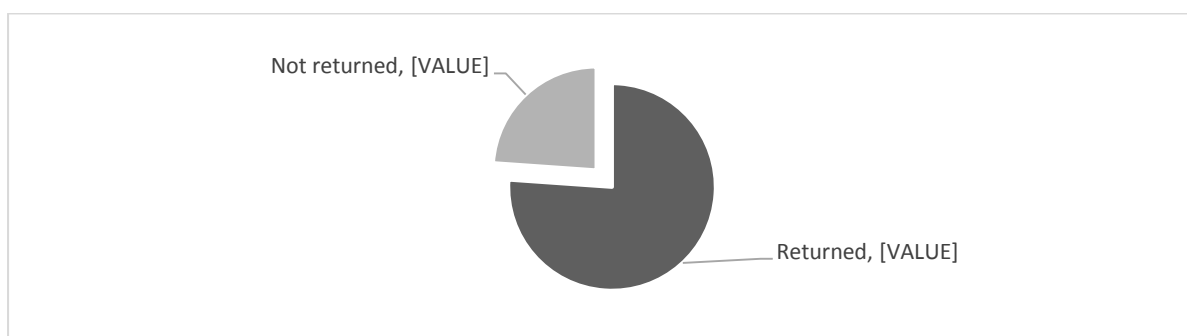
The findings of the study and detailed discussions of these results are presented in this chapter. Results on the response rate are presented first followed by reliability results of the collected data. Preliminary results in terms of demographic characteristics of the study respondents are then presented followed by descriptive statistics. The data analysis was based on the objectives of the study namely; to establish how the transfer of administrative responsibilities has influenced the effectiveness of public service delivery by the museums in Kenya; to assess how the influence of political goodwill has influenced the accessibility of services offered by the museums in Kenya; to examine the transfer of fiscal responsibilities has influenced the cost of service delivery offered by museums in Kenya and to analyze the challenges affecting the devolution process in the efficiency of service delivery at the museums in Kenya.

#### 4.1 Background Information and Demographics

The study sought to establish the demographic characteristics of the respondents in terms of their age, level of education as well as duration they had worked in the heritage industry. The results are presented in the following sub-sections using figures.

##### 4.1.1 Response Rate

**Figure 4.1: Response Rate**



**Source: Author, 2021**

In order to acquire the necessary data, 113 questionnaires were administered to the respondents of the study. Out of these, a total of 86 questionnaires were finalized and

returned. This signified a general response rate of 76.11%. The 23.89% non-response rate was attributed to reluctance of the respondents to disclose information they deemed sensitive. In replacing some of the missing responses by the respondents who filled the questionnaire, a maximum likelihood function was adopted. The response rate was deemed adequate to proceed with statistical analysis in accordance with the suggestions of (Fincham, 2008). The results are presented in Figure 4.1.

#### **4.1.2 Respondent Gender**

The study sought to determine the gender composition of the respondents.

**Table 4.1: Respondent Gender**

<b>Gender</b>	<b>Frequency</b>	<b>Percent (%)</b>
Male	54	62.8
Female	32	37.2
<b>Total</b>	<b>86</b>	<b>100</b>

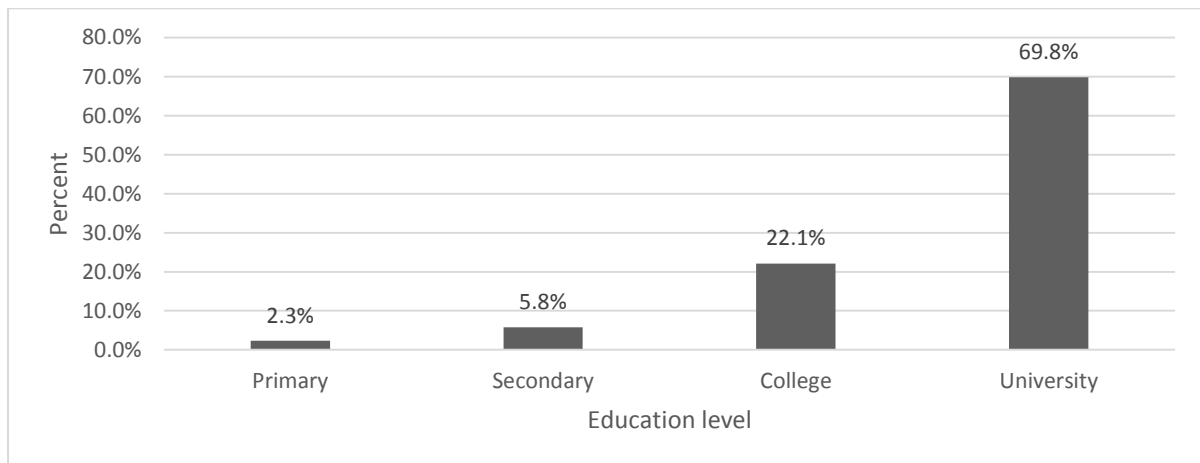
**Source: Author, 2021**

The results of the study as indicated in Table 4.1 shows that majority of respondents were male as represented by 62.8% while females were 37.2%. The findings demonstrate gender representativeness of the sampled participants to avoid bias.

#### **4.1.3 Respondent Highest Level of Education**

The study also sought to establish the highest level of education qualification of the study respondents.

**Figure 4.2: Highest level of education**



**Source: Author, 2021**

The results of the study as indicated in Figure 4.2 shows that majority of them as represented by 69.8% had university educational qualification followed by 22.1% who had college qualification. Only 2.3% of the targeted respondents had primary education while those who had secondary education qualification were 5.8%. The results imply that majority of the respondents had satisfactory level of academic qualification and hence provided the study with reliable information.

#### **4.1.4 Category of Respondent**

The study further examined the category of the respondents. In this regard, top management, middle management and support staff of National Museums and county employees were the prominent categories considered in the study.

**Table 4.2: Respondent Category**

<b>Category</b>	<b>Frequency</b>	<b>Percent (%)</b>
Top management	18	20.9
Middle management	56	65.1
Support Staff	11	12.8
Other	1	1.2
<b>Total</b>	<b>86</b>	<b>100</b>

**Source: Author, 2021**

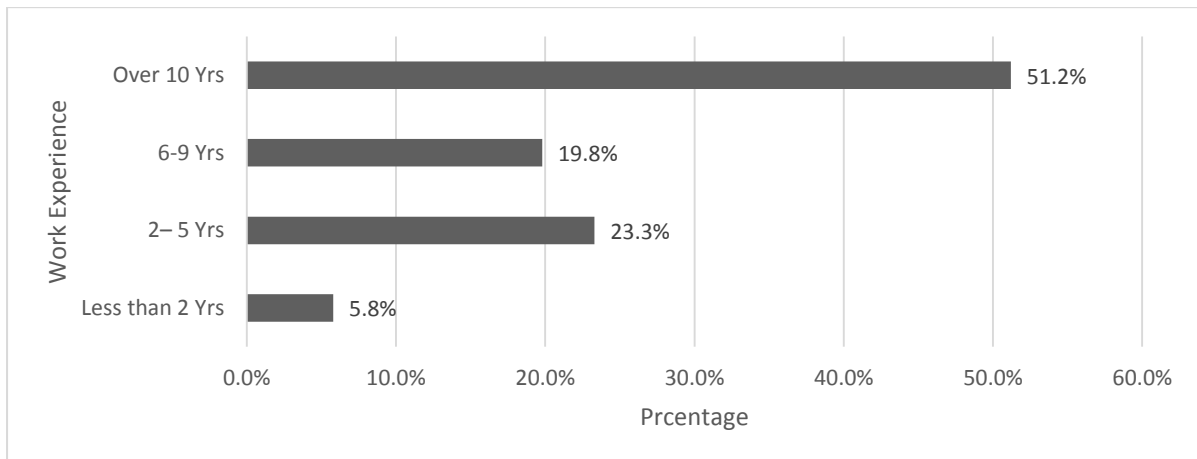
As shown in table 4.2, majority of the respondents of the study were middle level managers (65.1%) followed by top management who made up 20.9% of the sample while 12.8% of

them were support staff. The findings imply that majority of the National Museums and county employees who took part in this study were from top and middle management cadre.

#### 4.1.5 Work Experience

The study further sought to find out the working experience of respondents of the study.

**Figure 4.3: Respondent Work Experience**



**Source: Author, 2021**

The results of the study as shown in Figure 4.3 indicates that majority of the sampled respondents had a working experience of over 10 years (51.2%) followed by 23.3% of the respondents who had a working experience of 2-5 years and a further 19.8% who had worked for between 6 to 9 years. Only 5.8% of the respondents had a working experience of less than 2 years implying that majority of the respondents had adequate work experience to service the study with reliable information.

#### 4.1.6 Respondent Age

The age bracket of the respondents was another area that was examined by the study.

**Table 4.3: Age bracket of respondent**

Age bracket	Frequency	Percent
25-35 Years	32	37.2
36-45 Years	30	34.9
46 Years and above	24	27.9
<b>Total</b>	<b>86</b>	<b>100</b>

**Source: Author, 2021**

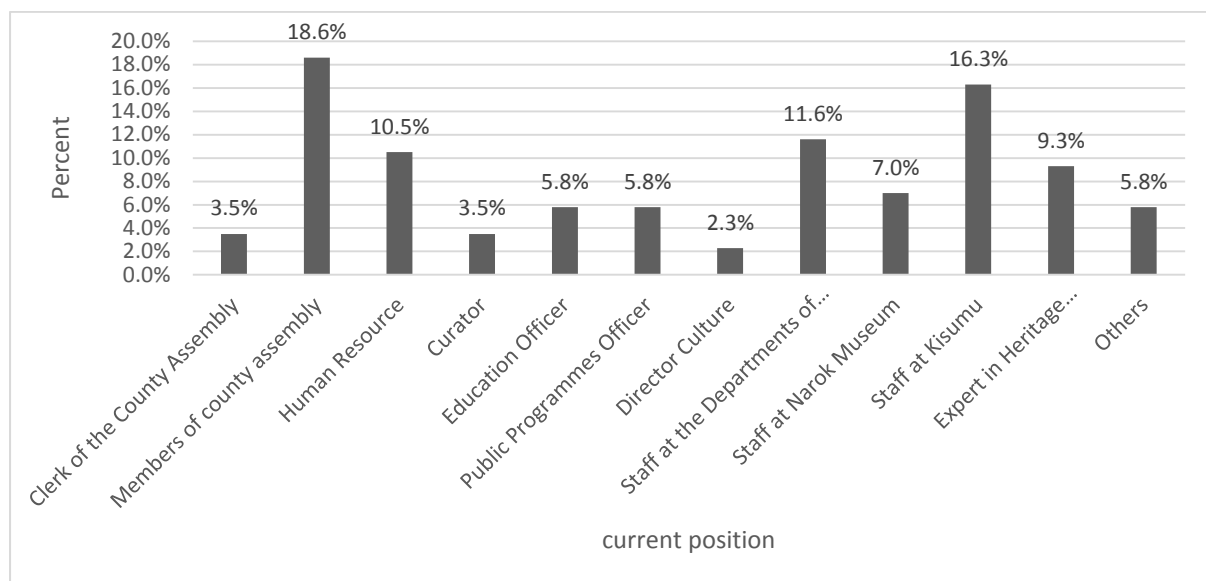


The results as indicated in Table 4.3 shows that majority of them were aged between 25 and 35 years (37.2%) followed by 34.9% who were aged between 36 and 45 years whereas those who were aged above 45 were 27.9%. The results imply that majority of the management and support staff of National Museums and county employees who took part in the study are middle-aged.

#### 4.1.7 Current Position of Respondent

Moreover, the study examined the current positions held by respondents.

**Figure 4.4: Respondent Current Position**



**Source: Author, 2021**

Majority of the respondents were members of County Assembly (18.6%) followed by 16.3% who were staff at Kisumu, 11.6% were staff at the departments of culture, 10.5% were human resource managers while 9.3% were experts in heritage management. Similarly, the results also show that 7% were staff at the Narok museum with others positions significantly represented. The results in this study show representativeness of the sample in terms of different personnel who are involved in devolved management functions and service delivery in museums in Kenya. Figure 4.4 shows the results.

#### 4.1.8 Responsibilities undertaken

The study finally sought to establish the different responsibilities that were undertaken by the respondents.

**Table 4.4: Respondent Responsibilities**

<b>Responsibility</b>	<b>Frequency</b>	<b>Percent (%)</b>
Legislation, oversight and Representation roles	21	24.42
Management and co-ordination of services/activities	8	9.30
Training and attachment placement	4	4.65
Develop, design and implement education programme	5	5.81
Research and documentation	3	3.49
Administration of culture development programme	9	10.47
Lead government business in the house	4	4.65
Procurement	4	4.65
Exhibits section	8	9.30
Front office services	4	4.65
ICT	7	8.14
Security services	5	5.81
Finance/ accounting officer	4	4.65
<b>Total</b>	<b>86</b>	<b>100</b>

**Source: Author, 2021**

From Table 4.4, 24.42% of the respondents were undertaking Legislation, oversight and Representation roles, 9.3% were responsible for the management and co-ordination of services/activities, 10.47% administration of culture development programme with a further 4.65% undertaking training and attachment placement in their respective capacities. The results also indicated that 5.8% of the respondents were in-charge of the development, design and implementation of education programme supported by 3.49% who undertook research and documentation. Members of county assembly of the respective counties who lead government business in the house were 4.65%, with 9.3% in exhibits section and a further 8.14% in ICT. The results in this study show that all duties and responsibilities of the respondents were considered for the study with regard to devolution of museum management.

#### **4.2 Transfer of Administrative Responsibilities**

The first objective of the study was to establish how the transfer of administrative responsibilities has influenced the effectiveness of public service delivery by the museums in Kenya. In order to address the objective, the study hypothesized that recruitment of staff with relevant technical skills influences the quality of services provided by the Museums in

Kenya. The indicators were measured by assessing responses to the following questions: Availability of requisite skills; opportunities for training and development and human resource structures.

#### 4.2.1 Availability of Requisite Skills

Respondents were required to indicate whether their organization has a capacity and requisite skills to manage devolved functions and responses were summarized and presented in Table 4.5.

**Table 4.5: Availability of capacity and requisite skills**

<b>Capacity &amp; Requisite skills</b>	<b>Frequency</b>	<b>Percent (%)</b>
Yes	81	94.2
No	5	5.8
<b>Total</b>	<b>86</b>	<b>100</b>

**Source: Author, 2021**

Table 4.5 shows that majority of the respondents (94.2%) agreed that their organization had a capacity and requisite skills to manage devolved functions while 5.8% disagreed.

#### 4.2.2 Provision of Opportunities for Training and Development

Respondents were required to indicate whether their organization has opportunities for training and development of staff in the areas of expertise.

**Table 4.6: Provision of Opportunities for Training and Development**

<b>Opportunities for Training &amp; Development</b>	<b>Frequency</b>	<b>Percent</b>
Yes	80	93
No	6	7
<b>Total</b>	<b>86</b>	<b>100</b>

**Source: Author, 2021**

As shown in Table 4.6, 93% agreed while only 7% disagreed that organizations provided opportunities for training and development of staff in the areas of expertise.

**Table 4.7: Descriptive Statistics on Transfer of Administrative Responsibilities**

<b>Statement</b>	<b>SA</b>	<b>A</b>	<b>U</b>	<b>D</b>	<b>SD</b>	<b>Mean</b>
Ineffective management of museum functions	19.8% (17)	44.2% (38)	10.5% (9)	22.1% (19)	3.5% (3)	2.45
Inability to comprehend museum management function	25.6% (22)	34.9% (30)	11.6% (10)	23.3% (20)	4.7% (4)	2.47
Failure to handle responsibilities	10.5% (9)	34.9% (30)	14% (12)	32.6% (28)	8.1% (7)	2.93
Lack skills to handle exhibitions, documentations and preservations of collections	36% (31)	22.1% (19)	5.8% (5)	22.1% (19)	14% (12)	2.56
Lack infrastructure for effective service delivery	23.3% (20)	37.2% (32)	14% (12)	22.1% (19)	3.5% (3)	2.45
Lack of human resource structures to support service delivery	29.1% (25)	30.2% (26)	11.6% (10)	20.9% (18)	8.1% (7)	2.49
<b>Average</b>						<b>2.56</b>

**Source: Author, 2021**

Table 4.7 shows that the largest proportion of the sample, 44.2% (mean=2.45) agreed that transfer of administrative responsibilities from the National to County Governments had led to ineffective management of museum functions supported by 19.8% who strongly agreed. The results also showed that transfer of administrative responsibilities has been affected due to lack of infrastructure for effective service deliver according to 37.2% (mean=2.45) who agreed.

Transfer of administrative responsibilities to the County Governments had affected the effectiveness of service delivery due to lack of skills to handle exhibitions, documentations and preservations of collections, where 36% (mean=2.56) strongly agreed followed by 22.1% who agreed. The counties inability to comprehend museum management function was represented by 34.9% who agreed and supported by 25.6% who strongly agreed with only 4.7% strongly disagreeing. Lack of human resource structures at the counties to support service delivery was also represented by 59.3% (mean=2.49) who agreed. The results further indicated that the largest fraction of the sample, 34.9% (mean=2.93) agreed that counties lacked capacity to handle various responsibilities (documentation, curation, conservation etc)

with only 8.1% strongly disagreeing. On average, the results in this section indicate that majority of the respondents agreed that transfer of administrative responsibilities had affected the effectiveness of service delivery in the administration of museums in Kenya. Results of this study showed that a number of participants believed that the heritage industry has undergone significant transitions over the years as far as service delivery is concerned with key achievements made albeit not without a myriad of challenges. Museums management under the National Government has put a lot of effort and importance on research, human resource training and community outreach programmes. By becoming more and more responsive to the needs of Kenyans and visitors, the management of museums has slowly but steadily been improving since the turn of the millennium. Focus now should shift to enhance research and educational programmes designed to promote and improve the capacity of county/local government personnel through delegation of important institutional roles. This, in the eyes of one participant, has elevated the level of service delivery that has also extended to bring on board key stakeholders such as schools and community:

*the museum enhanced training programmes to build local expertise and started entrusting responsibilities on them as opposed to the white expatriates and volunteers that previously dominated management ranks in the institution. There has also been increased outreach programmes, especially for schools and communities. Museums have become people-centered and are very responsive to the needs of communities.*

There are significant capacity challenges within County Governments which has led to poor coordination of services and the inability to absorb the devolved functions effectively. All County Governments have 3 categories of staff i.e those inherited from the defunct County Councils; those seconded from the National Government and those that were hired directly by the County Governments through the County Public Service Board. There is huge disparity in their remuneration which has caused poor coordination of services hence poor service delivery. The transfer of these administrative responsibilities of museum management require capacity building by the institutions at the National level. The cost of running a museum and remunerating staff require substantial finances compared to the revenue the museum will generate. This led the counties to abandon the quest for the unbundling of tasks, assets as they realized that it was not sustainable.

One participant observed that:

*There is decreased staff morale in some museums which are still unsure of where they will eventually fall under. Several staff are canvassing to remain at the*

*national level because of job security as opposed to transferring to the counties where there is a lot of unprofessionalism in the management of staff matters.*

Overall, the results demonstrate that for museum services to be realized at the Counties, the County Governments need to train and build capacity for their staff so as to handle the technical roles such as exhibition development, collection, documentation and conservation of heritage. The County Governments also are expected to put up human resource structures in order to harmonize the disparities in remuneration of the staff. The County Public Service Boards (CPSBs) in every county as established in Section 57 of the County Government Act 2012 (National Council for Law Reporting, 2012) gives mandate to the Counties to set up and manage an efficient human resource structure for efficient public service delivery. However, these boards are independent of the Public Service Commission which is established by Article 233 of the Constitution (Gok, 2010) and operates at the national level. Due to the fact that every county has its independent County Public Service Board, then there is no uniformity in norms and standards of human resource structures as there is no inter-county transfer of staff which compromises the counties in hiring and retaining competent staff.

Education and entertainment have also become a big element of museum with competition rising between traditional players in the entertainment industry and museums. By responding to the needs of clients to provide some level of entertainment while at the same time educating, museums are transitioning into the modern multi-function institutions ready to tap into the benefits of diversification. Conservation and preservation have also become of critical importance to museums. While not so much funding is allocated to this function, there is emphasis on preventive conservation and the building of staff capacities.

Tödting, Bosire, & Eysin, (2018), states that the issue of adequate capacities of human resource at the county level is central because it directly affects a key deliverable of devolution, which is service delivery to the people. In respect to the services offered by the Museums to the public, it means that lack of these crucial skills and competences will definitely affect service provision in terms of design and development of exhibitions and education programs.

Laibuta, (2013) confers that many counties, if not all, lack the capacity to absorb all the devolved functions as they have shortage of trained and experienced staff in legislation,

fiscal, planning as well as skilled personnel in fields like curatorship to adequately manage the devolved functions like museum management.

In consideration of the above conclusion, the study therefore supports the hypothesis that read; recruitment of staff with the relevant skills influences the quality of services.

### 4.3 Political Responsibilities (Goodwill) and Accessibility of Services to the Public

The second objective of the study was to assess how the influence of political goodwill has impacted on the accessibility of services offered by the museums in Kenya. In order to address this objective, the study hypothesized that: enactment of relevant laws/policies affects the accessibility of services offered by Museums in Kenya. The following indicators were assessed: Legal and policy formulation and Political Goodwill and the responses were presented as follows:

**Table 4.8: Descriptive Statistics on Influence of Political Goodwill on Accessibility of Services**

Statement	SA	A	U	D	SD	Mean
More public participation	25.6% (22)	38.4% (33)	4.7% (4)	22.1% (19)	9.3% (8)	2.51
More bills passed on operationalization of devolved functions	16.3% (14)	41.9% (36)	11.6% (10)	14% (12)	16.3% (14)	2.72
More oversight roles by citizens	20.9% (18)	30.2% (26)	9.3% (8)	22.1% (19)	17.4% (15)	2.85
Effective county government	22.1% (19)	24.4% (21)	19.8% (17)	23.3% (20)	10.5% (9)	2.76
Formulation of more policies and legislation	24.4% (21)	26.7% (23)	9.3% (8)	26.7% (23)	12.8% (11)	2.77
Improved political goodwill	18.6% (16)	34.9% (30)	9.3% (8)	26.7% (23)	10.5% (9)	2.76
<b>Average</b>						<b>2.73</b>

Source: Author, 2021

#### 4.3.1 Legal and Policy formulation

Table 4.8 shows that 41.9% of the respondents agreed that the transfer of political responsibilities to the County Governments led to more bills being passed that enabled the operationalization of devolved functions. Those who strongly agreed on this argument was

the same as those who strongly disagreed at 16.3%. On the formulation of more policies and legislation the respondents who agreed also tallied with those who were in disagreement.

#### **4.3.2 Political Goodwill**

Table 4.8 shows that the largest proportion of the sample as represented by 41.9% (mean=2.72) agreed that political goodwill had enhanced the passage of more bills on operationalization of devolved functions supported by 16.3% of the respondents who strongly agreed to the statement. Similarly, 38.4% (mean=2.51) agreed that political goodwill had enhanced more public participation supported by 25.6% of the respondents who strongly agreed. The results also indicated that majority of the respondents, 51.1% (mean=2.85) agreed that political goodwill had enhanced more oversight roles by citizens. The results further indicated that political goodwill had impacted on formulation of more policies and legislation whereby majority of respondents 51.1% (mean=2.77) agreed. The largest proportion of the sample represented by 34.9% also agreed that there is improved political goodwill supported by 18.6% of the respondents strongly agreed. On average, a mean of 2.73 indicated that majority of respondents agreed that political goodwill had impacted on accessibility of services.

These views concur with the observations made by one participant in heritage management that for the services offered by the museums to be realized in the Counties, then there is need to clarify which heritage/museums belong to the county through asset unbundling and devolution as this would solve the problem of decreased staff morale.

*There is also need to develop good heritage management policies and Acts at both National and County level. Developing a clear legal and policy framework would go a long way in enhancing efficiency and effectiveness in service delivery. The review process of the current legislation has taken too long (about 10 years) to complete. This has hampered the implementation of the devolution of the museum function to the counties.*

Article 10 of Constitution of Kenya (Gok, 2010) provides for citizen participation in decision /policy making at both levels of government. Despite this provision, public engagement at both levels has not been optimized as expected. This is due to the fact that their no law or policy to direct how public participation is to be carried out, therefore, the outcome of this participation does not normally amount to much in decision making.



According to IGRTC, (2017), the defunct Transition Authority (TA) developed a structure for complete and effective handover of tasks as provided under section 15 of the Sixth Schedule of the Constitution. The structure however, did not meet the standards provided within that structure resulting in counties receiving tasks and roles for which they had no capacity to implement. This situation was necessitated by the quick transfer of functions to the County Governments after the first Governor's Summit Meeting in 2013 without a complete assessment of the respective counties in terms of capacity and structures to handle the devolved functions. The National Government continues to perform some functions that are constitutionally allocated to the County Governments through the Ministries, Departments and Agencies (MDAs) like housing, libraries, museums, roads, water and agriculture. These functions largely remain unbundled, a process that could have enabled a seamless transfer of the devolved functions.

The making and passing of laws concretize the constitutional provisions by providing details and filling the gaps encountered in service delivery. Legal and policy framework lays important basis for the performance of devolved functions. (Section 7 –Sixth Schedule, Constitution of Kenya, 2010).

While the National Assembly managed to pass all laws that were indicated in the Fifth Schedule of the Constitution, the finalization of the other laws that were critical to the implementation of the devolved functions has taken longer than required. Lack of clear and comprehensive framework for the division of functions between the National and County Governments contributed as well to the delay in developing the necessary legislation. On the other hand, the courts have declared parts of these laws unconstitutional on grounds that they infringe on County Government powers further jeopardizing service delivery in the counties,(Tödting et al., 2018).

M. O. F. Devolution, (2016) confers that there has been tremendous progress in the realization of devolution in the counties through the passage of the relevant devolution laws but there has been limited customization of laws to aid in the operationalization of the devolved functions for instance, museum management.

These views concur with observation from one participant that there is a challenge in legislation because the MCAs do not have the technical expertise in drafting bills to operationalize the devolved functions.

*There is no legislation which links the functions of museum management to the County Governments. County Assemblies have not really customized that provision of law into legislation so as to handle this matter.*

Therefore, it can be deduced that for the Executive at the County Assemblies to be able to drive and formulate policy, then there must be political goodwill from the politicians so as to also be able to draft legislation and make service delivery a success.

#### **4.4 Transfer of Fiscal Responsibilities**

The third objective was to examine how the transfer of fiscal responsibilities has influenced the cost of service delivery offered by museums in Kenya. In order to address this objective, the study hypothesized that: Fiscal allocation by the National/ County Government impacts on the cost of services offered by Museums in Kenya. The following indicators were assessed: Budgetary Allocation by National/ County Government; Availability of Donor Grants and Mobilization of resources locally.

**Table 4.9: Descriptive Statistics on Influence of transfer of Fiscal Responsibilities**

<b>Statement</b>	<b>VH</b>	<b>H</b>	<b>L</b>	<b>VL</b>	<b>NA</b>	<b>Mean</b>
Led to equitable distribution of resources	12.8% (11)	36% (31)	22.1% (19)	24.4% (21)	4.7% (4)	2.72
Biased allocation to devolved functions	22.1% (19)	32.6% (28)	18.6% (16)	19.8% (17)	7% (6)	2.57
Low allocation has compromised management of museums	47.7% (41)	34.9% (30)	8.1% (7)	4.7% (4)	4.7% (4)	1.84
Ignored the importance of cultural preservation	34.9% (30)	43% (37)	9.3% (8)	5.8% (5)	7% (6)	2.07
Led to improved mobilization of local resources	16.3% (14)	33.7% (29)	16.3% (14)	31.4% (27)	2.3% (2)	2.70
Led to more grants from donor agencies	10.5% (9)	20.9% (18)	19.8% (17)	37.2% (32)	11.6% (10)	3.19
Led to allocation of resources to non-core projects/programs	20.9% (18)	43% (37)	11.6% (10)	16.3% (14)	8.1% (7)	2.48
<b>Average</b>						<b>2.15</b>

**Source: Author, 2021**

#### **4.4.1 Budgetary Allocation by National/County Governments**

Table 4.9 indicates that the largest proportion of the sample, 36% (mean=2.72) indicated that transfer of fiscal responsibilities had led to equitable distribution of resources to a high extent. This was supported by 12.8% of respondents who indicated very high extent. A standard deviation value of 1.11 is an indication of low variability in responses provided to the statement. With regard to transfer of fiscal responsibilities to remove biased allocation to devolved functions, 32.6% (mean=2.57) indicated high extent with a standard deviation value of 1.23 an indication of low disparity in responses provided. Another statement sought to find out whether low allocation has compromised management of museums whereby the largest proportion of the sample represented by 47.7% (mean=1.84) indicated very high extent. With regard to whether transfer of fiscal responsibilities from National to County Governments had ignored the importance of cultural preservation whereby the largest proportion of the respondents, 43% (2.07) indicated high extent.

#### **4.4.2 Availability of Donor Grants**

Table 4.9 shows that the largest proportion of the sample as represented by 33.7% (mean=2.7) and 43% (mean=2.48) indicated that transfer of fiscal responsibilities has led to improved mobilization of local resources and allocation of resources to non-core projects/programs to a high extent. The results from table 4.9 further indicate that the largest proportion of the sample agree that the transfer of fiscal responsibilities from National to county Governments had led to low grants from donor agencies at 37.2% (mean = 3.19). On average, the results show that majority of the respondents indicated that transfer of fiscal responsibilities had impacted on the cost of service delivery in museums in Kenya.

The results indicated that devolution of museum management has come with both positive and negative outcomes. On the positive side, devolution has reduced financial strain on national government. Prior to devolution of museum management functions in Kenya, museums assumed a national status with the national government obliged to fund them. This was a strain to national government hence devolving them to the county would have meant increased resources for their management. In addition, some museums host regional collections therefore need to be viewed as regional which justifies devolution of their functions:

*It brings management of museums, culture and heritage closer to the people as being opposed to being managed from Nairobi. Thus, communities may be involved more*

*closely by the county heritage officers, including those stationed in the wards who may have better opportunity to reach out to the community than the Staff in Nairobi.*

The Counties have also not allocated resources to run the culture and heritage sector. It also poses the risk of introducing disparity in standards of heritage management where counties may carry out the function differently with most counties lacking the requisite capacity. The County Governments have been faced with insufficient allocations and delayed disbursements from the National Government which has continued to hamper the operationalization of some devolved functions. There are also tasks/roles that are not receiving any funding continue to yet they have already been transferred to the Counties like museums management.

Tödting et al.,(2018) agrees that the success of service delivery by the County Governments depends entirely on sufficient funding. The County Governments can only meet the high expectations in service delivery to its citizens if adequate funding is guaranteed. In Kenya, funding to the counties is structured in a way that does not allow them to sustain themselves as the National Government remains with the central role of sharing the revenue which sometimes is delayed in disbursements. National government can influence the development of devolution most, either in a supportive or undermining manner.

Khaunya & Wawire, (2015) also observes that despite the deliberate efforts by the National Government to fairly allocate the resources to the County Governments there has also been biased allocation of resources to the devolved functions by the Counties by majorly prioritizing the funding of no-core activities like benchmarking. The results further asserts that this biased allocation of resources has compromised the management of museums as their importance is overly ignored. The revenue it generates is very low compared to the cost of management of museums in terms of cost of operations and remuneration of staff. With no devolved funds to the County Governments to manage the museums, the key challenges therefore, include deterioration of collections stored, increased demand for museum property, loss of funding/grants from donors and decreased staff morale in some museums which are still unsure of where they will eventually fall under.

#### **4.5 Challenges Affecting Devolution Process**

The fourth objective sought to analyze the challenges affecting the devolution process at the museums and whether they affect the efficiency of service delivery at the museums in Kenya. In order to address this objective, the study hypothesized that: Political wrangles at the

County Government delays the pace of service delivery at the Museums in Kenya. The following indicators were measured and assessed: The level of corruption; Leadership wrangles and overlap of responsibilities between the National and County Governments.

#### 4.5.1 The level of Corruption

One of the key areas the study sought to find out was whether the challenges facing devolution process affects the efficiency of service delivery at the Museums in Kenya.

**Table 4.10: Challenges Facing Devolution Process Affects the Efficiency of Service Delivery**

Devolution challenges affect Efficiency of Service Delivery	Frequency	Percent (%)
Yes	77	89.5
No	9	10.5
<b>Total</b>	<b>86</b>	<b>100</b>

**Source: Author, 2021**

The results as shown in Table 4.10 indicate that majority of respondents (89.5%) agreed.

#### 4.5.2 Leadership Wrangles and Overlap of Responsibilities

**Table 4.11: Descriptive Statistics on Challenges Facing Devolution Process**

Statement	SA	A	U	D	SD	Mean
High cases of corruption	38.4% (33)	31.4% (27)	10.5% (9)	11.6% (10)	8.1% (7)	2.20
Leadership wrangles between the executive and the county assembly	41.9% (36)	37.2% (32)	5.8% (5)	9.3% (8)	5.8% (5)	2.00
Overlap of roles between the national and county governments	47.7% (41)	47.7% (41)	0.0% (0)	4.7% (4)	0.0% (0)	1.62
Lack of political goodwill	41.9% (36)	41.9% (36)	5.8% (5)	8.1% (7)	2.3% (2)	1.87
<b>Average</b>						<b>1.92</b>

**Source: Author, 2021**

Similarly, Table 4.11 captures the responses on challenges facing devolution with frequency, mean and standard deviation descriptive statistics used. From the results, the largest proportion of the sample represented by 38.4% (mean=2.2) strongly agreed that high cases of corruption affect the efficiency of service delivery at the Museums in Kenya followed by 31.4% who also agreed. On whether leadership wrangles between the executive and the county assembly affect the efficiency of service delivery at the Museums in Kenya, the

largest percentage of respondents, 41.9 (mean=2.0) strongly agreed supported by 37.2% who agreed. Only 5.8% of the respondents strongly disagreed that leadership wrangles between the executive and the county assembly affect the efficiency of service delivery at the Museums in Kenya. With regard to overlap of roles between the National and County Governments affecting the efficiency of service delivery at the Museums in Kenya, 95.4% of the respondents agreed. Lack of political goodwill is also another challenge cited to affect the efficiency of service delivery at the Museums in Kenya with 83.8% (mean=1.87) agreeing. On average, majority of respondents agreed that challenges facing devolution process affect the efficiency of service delivery at the Museums in Kenya.

Despite the results of the study revealing that the heritage industry has demonstrated a constant tendency to diversify and grow with a number of opportunities still unexploited, there are challenges still hindering the industry from achieving even more. Ability to cumulatively gain experience from other colleagues from all over the world through various forums including international museum professional bodies comes across as the main opportunity for growth.

The results also reveal that there are high cases of corruption at the County level which have also scuttled the pace of service delivery. Devolution of power to the counties in Kenya was seen as a corrective measure to reduce the wastage of public resources witnessed in a centralized system of government. This was not the case as a new wave of corruption has been witnessed in the counties through payroll manipulation (ghost workers), procurement of goods and services that have not been budgeted for and also funding of ghost projects.

The ethnic patronage and the local elites also make it difficult for the prudent allocation of resources by the county governments as there is a lot of interference. For instance, there is increased demand for museum property (land) especially those located in prime areas of the counties.

Ngigi & Busolo, (2019) agrees that despite Article 201 of Constitution of Kenya and Public Finance Management Act 2012 providing basic financial management principles on the need for openness, public participation, prudence and responsible use of resources, most counties have misappropriated funds meant to promote better service delivery. In most case scenarios, the counties are no able to account for the funds allocated by the National Government which further hampers the pace of service delivery at the counties.

The results also reveal that the wrangles between the executive and the county assembly has been so rampant to the extent that the executive are not able to table and drive policy

formulation at the county level to the detriment of devolved functions that are still waiting for clear policy direction to be operationalized like museums management.

Corruption therefore manifests in different forms such as bribery, patronage and nepotism, procurement, embezzlement and mismanagement of resources. Although the Kenya Constitution 2010 has various mechanisms in place to avert corruption, uphold transparency and to encourage citizens to hold their leaders accountable; these structures are merely in existence as corruption is too entrenched in governance and society for them to successfully curb it, (Fonshell, 2018).

Overlap of responsibilities /roles between the two levels of government has also hindered the seamless pace of service delivery in the management of museums. There is lack of a clear understanding on what a museum is and an ancient and historical site of national importance as per the 4<sup>th</sup> schedule of the Constitution. NMK's argument, and its right, is that most of the museums in Kenya are in historical buildings that are of national importance. According to the Constitution of Kenya, The Senate plays an oversight role over the County Governments yet the County Assembly does similar role as well. Lack of political goodwill has aggravated the challenges facing the County Government hence denying the citizens the opportunity to get better services.

## CHAPTER FIVE

### SUMMARY OF FINDINGS, CONCLUSION AND RECOMMENDATIONS

#### 5.1 Introduction

This final chapter presents the summary of the study. It also discusses the key findings and draws conclusions based on the findings. The implication of findings, recommendations and future directions for further research are put forward. The conclusions as well as recommendations made in this chapter have been deduced from the research findings.

#### 5.2 Summary of the Key Findings

The key purpose of this study was to investigate how devolution of museum management has influenced public service delivery in Kenya. The study in particular sought to establish how the transfer of administrative responsibilities, political goodwill and transfer of fiscal responsibilities has influenced the cost of service delivery offered by museums in Kenya. The study also purposed to examine the challenges affecting the devolution process at the museums in Kenya. This section covers, in brief, some of the key findings of the study which is done as per the specific objectives.

##### **5.2.1 How the Transfer of Administrative Responsibilities influence service delivery by museums.**

With regard to the first objective of the study which was to establish how the transfer of administrative responsibilities has influenced the cost of service delivery offered by museums in Kenya. The museums had the capacity and requisite skills to manage devolved functions and also provide opportunities for training and development of staff in their respective areas of expertise. It was also established the management of museums in Kenya had placed emphasis on research, human resource training and community outreach programmes with focus on research and educational programmes designed to enhance the capacity of local personnel through delegation of important institutional roles. Moreover, it was established that transfer of administrative responsibilities had affected the management of museums in Kenya.



### **5.2.2 The Influence of Political Responsibilities on the Accessibility of services offered by museums**

The second objective of the study was to assess how the influence of political goodwill has influenced the accessibility of services offered by the museums in Kenya. It was established that political goodwill through legislation and policy formulation impact on the accessibility of services offered by the museums in Kenya. This was found to result from increased public participation, passing more bills on operationalization of devolved functions, more oversight roles by citizens, effective county government functions as well as formulation of more policies and legislations. However, from qualitative results, it was established that lack of political goodwill through inadequate legal guidance on the implementation of devolution of museums to the counties have adversely impacted on the devolved service delivery in museums.

### **5.2.3 The impact of Fiscal allocation on the cost of services offered by museums.**

The third objective of the study sought to examine how the transfer of fiscal responsibilities has influenced the cost of service delivery offered by museums in Kenya. Major findings showed that allocation of resources affects the cost of service delivery offered by museums in Kenya with the transfer of fiscal responsibilities on overall impacting on the cost of service delivery in museums. Findings also indicated that in spite of the fact that devolution of museum services to the county governments reduces financial strain on the national government, counties lack sufficient financial capacity and have failed to allocate adequate resources to run the culture and heritage sector.

### **5.2.4 How challenges facing devolution process affect service delivery at museums**

The final objective of the study sought to examine the challenges affecting the devolution process at the museums in Kenya. It was found that the challenges facing devolution process affects the efficiency of service delivery at the Museums in Kenya. Major challenges that were identified include rampant corruption within the county, leadership wrangles and overlap of roles between the Executive and the County Assembly and between the National and County Governments respectively which is aggravated by lack of political goodwill. Moreover, it was established that counties lack capacity in terms of trained staff nor have they invested in training their staff. They have also not allocated resources to run the culture and heritage sector. Other key challenges include deterioration of collections stored, increased demand for museum property, loss of funding, decreased staff morale in some

museums and lack of legal guidance on the implementation of devolution of museums to the counties aggravated by failure of the Inter-Governmental Relations Technical Committee (IGRTC) to complete unbundling of necessary assets that was initiated by the defunct Transition Authority. To mitigate the limitations, the study established the need to streamline the county capacity in terms of funding, training and legislations.

### **5.3 Conclusion of the Study**

The transfer of administrative, political and fiscal responsibilities in the management of museums in Kenya has a direct influence on the provision of service delivery. The study provides evidence that availing capacity, requisite skills, adequate resource allocation, political goodwill, placing emphasis on research, human resource training and community outreach programmes with focus on educational programmes enhances the capacity of local museum personnel through delegation of vital institutional roles which positively impacts on the effectiveness, accessibility and the cost of service delivery offered by museums in Kenya.

While Political goodwill provides an amiable environment where legislation and policy formulation thrives with increased public participation, passing of more bills on operationalization of devolved functions and enhanced more oversight roles by citizens which ultimately advances accessibility of services offered by the museums in Kenya it has also affected the allocation of resources to run the culture and heritage sector. Both the Executive and the County Assembly do not understand the technical aspect that involves the management of the heritage sector and end up confusing it with the tourism sector. This failure poses the risk of introducing disparity in standards of heritage management where counties may carry out the function differently with most counties lacking the necessary financial/technical capacity. The County Assembly has also challenges in the technical capacity in drafting legislation that links the functions of the museum management.

The challenges facing devolution process such as rampant corruption within the counties, leadership wrangles and overlap of roles between the County Executive and the County Assembly and between the two levels of governments respectively which is aggravated by lack of political goodwill affects the efficiency of service delivery at the Museums in Kenya. Overall, the transfer of administrative, political, fiscal and the challenges facing devolution can influence the provision of public service delivery by museums in Kenya.

## **5.4 Recommendation of the Study**

Based on the study's findings and conclusions the study makes the following recommendations:

### **5.4.1 Policy Recommendations**

First, there is need therefore for the National Government in conjunction with County Governments to streamline delegation and allocation of administrative duties by availing capacity, training to attain requisite skills and placing emphasis on research to enhance the capacity at the County Government to reduce the cost of service delivery. This can be done by empowering the legislators as well at the County level through training and capacity building to enable them to draft the relevant roles required to operationalize the devolved functions.

Second, the study also recommends County Governments to promote political goodwill through legislation and policy formulation to increase public participation, enhance passage of more bills on operationalization of devolved functions, and bring about oversight roles by citizens for the sole purpose of advancing accessibility of services offered by the museums.

Third, the study recommends counties to diversify their financial resource mobilization strategies such as through partnering with NGOs and the community at large so that they can carry out museum management function in accordance with the national standards. There is also need for clarification of heritage/museums which belong to the county through asset unbundling to solve the problem of decreased staff morale.

Fourth, the relationship between the National and County Governments should be enhanced by strengthening the mandate of Inter-Governmental Relations Technical Committee (IGRTC) to ensure better service delivery at the County Governments.

Finally, there is need to develop good heritage management policies and Acts at both National and County level. This can be attained through development of a clear legal and policy framework to enhance efficiency and effectiveness in service delivery.

### **5.4.2 Recommendations for Further Studies**

One, a study is needed to analyze the existing structural and technical capacity of County Governments and their effect on the service delivery.

Two, a study should be dedicated to exploring the extent to which the unbundling of the assets has affected service delivery.

Finally, a study is needed to investigate the role of Inter-Governmental Relations Technical Committee (IGRTC) in resolving conflicts arising from the two levels of governments and its effect on service delivery.

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## APPENDICES

### Appendix I: Questionnaire

I am currently a graduate student at the University of Nairobi and to qualify for the award of Master in Public Administration, I am expected to carry out a research and submit findings. As per this requirement, I am conducting a study on the influence of devolution on public service delivery based on the management of museums in Kenya. There is nothing wrong in refusing to grant this interview or withdrawing from it at any time. However, there is everything wrong in giving deliberate false answers to the questions.

Kindly spare a few minutes to complete the questionnaire. The data/information collected therein will be kept confidential and is strictly for academic purposes. The final copy of the study will be provided upon request.

Your response will be greatly valued.

#### PART 1: PRELIMINARY DATA (TICK AS APPLICABLE)

1. Gender

Male

Female

2. Highest level of education

Primary

Secondary

College

University

3. In which category do you fall?

Top Management

Middle Management

Support Staff

Any other specify

4. Work experience (years)

Less than 2yrs

2 – 5years

6 – 9years

Over 10yrs

5. What is your Age?

Less than 25yrs

25 – 35years

36 – 45years

55 yrs and above

6. What is your current position? (Tick where applicable)

Clerk of the County Assembly	<input type="checkbox"/>
Members of county assembly	<input type="checkbox"/>
Chief Executive Committee	<input type="checkbox"/>
Human Resource	<input type="checkbox"/>
County secretaries	<input type="checkbox"/>
Curator	<input type="checkbox"/>
Education Officers	<input type="checkbox"/>
Public Programmes Officer	<input type="checkbox"/>
Director Culture	<input type="checkbox"/>
Staff at the Departments of Culture	<input type="checkbox"/>
Staff at Narok Museum	<input type="checkbox"/>
Staff at Kisumu Museum	<input type="checkbox"/>
Experts in Heritage Management	<input type="checkbox"/>

7. What responsibilities do you undertake?

**PART II: Administrative responsibilities and effectiveness of public service delivery by the museums.**

8. Does your organization have a capacity and requisite skills to manage devolved functions?

Yes

No

9. Does your organization provide opportunities for training and development of staff in the areas of expertise?

Yes

No

10. The table lists effects of how the transfer of administrative responsibilities has influenced the effectiveness of public service delivery by the museums in Kenya. Tick your level of agreement on each factor where: SA – Strongly Agree, A – Agree, U – Undecided, D – Disagree, SD – Strongly disagree.

<b>Effects</b>	<b>SA</b>	<b>A</b>	<b>U</b>	<b>D</b>	<b>SD</b>
Ineffective management of museum functions					
Inability to comprehend museum management function					
Failure to handle responsibilities					
Lack skills to handle exhibitions, documentations and preservations of collections					
Lack infrastructure for effective service delivery					
Lack of human resource					

structures to support service delivery					
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**PART III: Political responsibilities and accessibility of services offered by the museums.**

11. The table below present how the influence of political responsibilities (County Assemblies) has impacted on the accessibility of services offered by the museums in Kenya.

**Give your level of agreement on the strength of each factor where SA – Strongly Agree, A – Agree, U – Undecided, D – Disagree, SD – Strongly disagree**

<b>Influence of Political Responsibilities</b>	<b>SA</b>	<b>A</b>	<b>U</b>	<b>D</b>	<b>SD</b>
More public participation					
More bills passed on operationalization of devolved functions					
More oversight roles by citizens					
Effective county government					
Formulation of more policies and legislation					
Improved political goodwill					

**PART IV: Fiscal responsibilities influence the cost of service delivery offered by museums.**

12. The table below presents the effects the transfer of fiscal responsibilities has had on the cost of service delivery offered by Museums in Kenya? (Tick level of agreement) where: VH – Very high, H – High, VL – Very low, L – Low, NA – Not Applicable

<b>Degree of Effect</b>	<b>VH</b>	<b>H</b>	<b>VL</b>	<b>L</b>	<b>NA</b>
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Led to equitable distribution of resources					
Biased allocation to devolved functions					
Low allocation has compromised management of museums					
Ignored the importance of cultural preservation					
Led to improved mobilization of local resources					
Led to more grants from donor agencies					
Led to allocation of resources to non-core projects/programs					

**PART V: Challenges facing devolution process affect the efficiency of service delivery at the museums.**

13. Do you think the challenges facing devolution process affects the efficiency of service delivery at the Museums in Kenya?

Yes  No

14. The table presents the challenges to devolution process has on the efficiency of service delivery at the museums in Kenya. Tick your level of agreement on each factor where: SA – Strongly Agree, A – Agree, U – Undecided, D – Disagree, SD – Strongly disagree

<b>Effects</b>	<b>SA</b>	<b>A</b>	<b>U</b>	<b>D</b>	<b>SD</b>
High cases of corruption					
Leadership wrangles between the Executive and the County					

Assembly					
Overlap of roles between the National and County Governments					
Lack of political goodwill					

## **Appendix II: Key Informant Interview Guide**

1. Tell us about yourself (your work, education)
2. You have been in the heritage industry for long, please describe how museum management has been.
3. How has been your experience like in this industry? Have there been any challenges?
4. In your own opinion, do you think devolution of museum management to the County Governments was a good idea?
5. In your own assessment do you think the County Governments have the capacity to handle museum management as a devolved function?
6. What are some of the challenges that the National Museums of Kenya has faced since the devolution of museum management to the County Government was done?
7. In your own opinion what do you think has frustrated the operationalization of this function by the County Governments?
8. What do you suggest should be done to ensure that the services offered by the museums are realized in the Counties?
9. Can you please describe what has happened so far since museum management was transferred to the Counties?
10. According to your own experience what do you think has frustrated the operationalization of museum management by the County Governments?
11. In your own assessment do you think you have the capacity to handle the museum management function?
12. In your own assessment do you think the unbundling and costing of the transferred functions has been done properly including museum management?
13. How has been your interactions with stakeholders impacted your implementation of museum management function at the county level?
14. What has been your experience like working with the County Assembly in passing of the relevant laws and policies for devolved functions for example museum management?

### Appendix III: Table for Determining Sample of a Known Population

<i>Table for Determining Sample Size of a Known Population</i>									
N	S	N	S	N	S	N	S	N	S
10	10	100	80	280	162	800	260	2800	338
15	14	110	86	290	165	850	265	3000	341
20	19	120	92	300	169	900	269	3500	346
25	24	130	97	320	175	950	274	4000	351
30	28	140	103	340	181	1000	278	4500	354
35	32	150	108	360	186	1100	285	5000	357
40	36	160	113	380	191	1200	291	6000	361
45	40	170	118	400	196	1300	297	7000	364
50	44	180	123	420	201	1400	302	8000	367
55	48	190	127	440	205	1500	306	9000	368
60	52	200	132	460	210	1600	310	10000	370
65	56	210	136	480	214	1700	313	15000	375
70	59	220	140	500	217	1800	317	20000	377
75	63	230	144	550	226	1900	320	30000	379
80	66	240	148	600	234	2000	322	40000	380
85	70	250	152	650	242	2200	327	50000	381
90	73	260	155	700	248	2400	331	75000	382
95	76	270	159	750	254	2600	335	1000000	384

*Note: N is Population Size; S is Sample Size* *Source: Krejcie & Morgan, 1970*