

**FACTORS INFLUENCING EFFECTIVE IMPLEMENTATION OF DEVOLUTION:  
A CASE OF MERU COUNTY, KENYA**

**BY**

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**DECLARATION**

I declare that this research project report is my own original work and it has not been presented in this or any other institution for the award of a masters degree, degree or diploma.

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L50/ 72144/2014

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## **DEDICATION**

This work is especially dedicated to my wife Purity Kananu, sons Graham Murimi and Victor Munene for the support they have continued to show me throughout the University education and last but not least to God for giving me the strength to accomplish this work.

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## **ABBREVIATIONS AND ACRONYMS**

|              |  |
|--------------|--|
| <b>CEC</b>   | County Executive Committee                         |
| <b>CIC</b>   | Constitution Implementation Committee              |
| <b>COB</b>   | Controller of Budget                               |
| <b>CRA</b>   | Commission for Revenue Allocation                  |
| <b>DMS</b>   | Debt Management Strategy                           |
| <b>IEA</b>   | Institute of Economic Affairs                      |
| <b>IFMIS</b> | Integrated Financial Management Information System |
| <b>KENAO</b> | Kenya National Audit Office                        |
| <b>KRA</b>   | Kenya Revenue Authority                            |
| <b>KSG</b>   | Kenya School of Government                         |
| <b>LA</b>    | Local Authorities                                  |
| <b>LATF</b>  | Local Authorities Transfer Fund                    |
| <b>MOLG</b>  | Ministry of local Governments                      |
| <b>PEF</b>   | Poverty Eradication Fund                           |
| <b>PFM</b>   | Public Finance Management                          |
| <b>SEBF</b>  | Secondary Education Bursary Fund                   |
| <b>SPSS</b>  | Statistical Package for the Social Sciences        |
| <b>SRC</b>   | Salaries and Remuneration Commission               |
| <b>TA</b>    | Transition Authority                               |
| <b>TFDG</b>  | Task Force on Devolved Governments                 |
| <b>TISA</b>  | The Institute For Social Accountability            |



## **ABSTRACT**

To many Kenyans, devolution, the newly adopted form of governance system in Kenya presents an opportunity to address the diversity of local needs, choices and constraints. It carries the promise of a more equitable system of sustainable economic development for the nation. Forty seven (47) new counties were established by the new constitution through which governance will be executed in the country. The degree of preparedness of the new counties to be strategically managed to guarantee self sustainability is, however, a subject of much concern for Kenyans who argue that poor preparation might frustrate their dreams of improved livelihoods. This study investigated the influence of availability of resources, existing systems, legislation and staff training in the effective implementation of devolution in Meru County. The study was guided by three theories; Resources Based Theory, Human Capital Theory and McKinsey 7-S Framework. The study adopted descriptive survey research design. Target population was 280 county staff, 61 elected officials and 50 county ward administrators. The sample size was of 56(n=56) county staff, 18 (n=18) elected officials and 10 (n=10) ward administrators. Cluster and purposive sampling techniques were employed in the study. Questionnaire instruments were used in the collection of data. Qualitative and quantitative data collected from this study was analyzed using the Statistical Package for the Social Sciences (SPSS) version 21.0. The study established the county government should enact laws that would promote mobilization of local resources and revenue collection to boost its income. Also the county assembly should expedite the time it takes to develop necessary legislation so as to encourage investment. The study also established that funding is still a major issue as both the central government and other donor agencies have only provided the bare minimum of the resources to kick start the development agenda of the county

## CHAPTER ONE

### INTRODUCTION

#### 1.1 Background to the Study

Devolution is the transfer of power from a central government to sub national (e.g., state, regional, or local) authorities. Devolution usually occurs through conventional statutes rather than through a change in a country's constitution; thus, unitary systems of government that have devolved powers in this manner are still considered unitary rather than federal systems, because the powers of the sub national authorities can be withdrawn by the central government at any time (Britannica encyclopedia devolution).

Throughout history, there has been a tendency for governments to centralize and hold on absolute power over everything. With all decisions affecting the whole country being made at one central place.( Britannica encyclopedia devolution) However in recent history people in both federal and unitary systems have increasingly sought to reduce the power of central governments by devolving power to local or regional governments in what is called decentralization or devolution. For example, supporters of the state rights in the United States favored diffusing power away from Washington, D.C., toward state and local governments. This trend was also experienced throughout the world, though perhaps the two most notable instances of devolution occurred in France in the 1980s and the United Kingdom in the late 1990s. National governments have responded in many ways. Some have reformed to become more democratic and tolerant to divergent opinions. Twenty-five years ago, only one-third of the world's countries held competitive elections but today, 60 percent do (IMF 1999). Governments are also decentralizing—shifting responsibilities and resources to sub national units of government. Both measures provide a means of maintaining political stability and conceding political power within a formal, rule-bound decision-making system that is acceptable to all.

Devolution has been successful in other parts of the world, Us, India, Nigeria, Sweden, UK and South Africa are some of the countries where devolution has delivered the expected results in terms of political stability and development. (Omari, Kaburi, and Sewe 2012)

In the late 1980s the French government undertook the process of decentralization and created regions and set up elected regional assemblies. Together with the departmental councils these new bodies are charged with responsibility for infrastructure spending and maintenance (schools and highways) and certain social spending. They collect revenues through property taxes and various other taxes. In addition a large part of spending is provided by direct grants to such authorities. (Wikipedia)

In the UK, devolved government was created following a simple majority referendum in Scotland and Wales in September 1997 and in London in May 1998. (Britannica encyclopedia devolution). Since 1999, devolution has transformed the way the United Kingdom is run as more and more powers have been given the three nations which, together with England, make up the UK.

Three of the four constituent countries, namely Scotland, Wales and North Ireland, each has an elected devolved legislature which has the ability to legislate in devolved matters. The parliament of the UK retains sovereignty however (The United Kingdom remains a unitary state) and legislates in matters that are not devolved, as well as having the capacity to legislate in areas that are devolved (this does not normally occur, by constitutional convention, without the agreement of the devolved legislature). The constitutional basis of the devolved legislatures is also controlled by Acts of the United Kingdom's Parliament. (Weller and Wolff 2005)

Africa has been called the most centralized continent, in terms of how power is concentrated in its capital cities. (Mwenda 2010) Recently Africans have started to react to the centralizing impulse, and there has been a wave of decentralization in many African countries.

Many central governments are now willing to delegate work to regional authorities. Some are prepared to go further and assign financial and human resources to their regions, also letting them decide how to carry out the work.

There are three main types of decentralization used by African countries: de-concentration, devolution and federalism (Mwenda 2010).

Most governments prefer de-concentration, which involves the transfer of responsibilities to staff working in the regions – rather than transferring decision-making, finance and management to local units with some degree of autonomy.

The movement toward decentralization was sparked by pressure for two other goals - democratization and development. This pressure usually came from within the government, from the public and from international donors (Omari, Kaburi, and Sewe 2012). Decentralization provides a simple solution to excessive concentration of power in the head of government, the ruling party or the central government (Mwenda 2010).

In Africa devolution is practiced in South Africa, Uganda, Ethiopia, Tanzania, Nigeria, Ghana and now, Kenya among many others. In Uganda devolution is practiced through kingdoms while in Tanzania devolution is through Jimbos (Omari, Kaburi, and Sewe 2012). In Kenya devolution will be through the 47 counties.

In Kenya at independence devolution was embraced by the Lancaster house constitution but was later abolished through amendments to the constitution (Burugu, 2010). By such amendments Kenya became a highly centralized country with all decisions being made in Nairobi. With time some regions which were naturally remote or thought to be antigovernment were marginalized in terms of resource allocation thus lying behind in terms of development. In 1990s people started to demand for reforms which would allow more public participation in decision making or what was to be known as the second liberation lead by the likes of Oginga Odinga, Keneth Matiba, Mukaru Nganga, Kiraitu Murungi etc.

The civil societies and the general public have always advocated for a decentralized government where resources and services would be brought nearer to the people. This started to pay off when Mwai Kibaki was elected as the president of Kenya in 2002 elections and formed the NARC government which passed the CDF Act of 2003 which required the government to set aside at least 2.5% of its ordinary revenue for disbursement to the CDF program. (Ntuala 2010) When CDF started it impacted so much to the communities by building schools, hospitals, roads, bridges and water projects in all the areas of Kenya even in areas initially marginalized. As such people started to demand for more monies at the grass roots. (Ntuala, 2010). In the last ten

years, the Government of Kenya has made deliberate efforts to decentralize most of its Development projects with the aim of establishing funding programmes that bring development closer to the people. Devolved funding structures that have been implemented in the past include the Constituency Development Fund (CDF), Local Authority Transfer Fund (LATF), Constituency Bursary Fund or Secondary Education Bursary Fund (SEBF), Constituency HIV/AIDS Fund Youth Enterprise Development Fund (YEDF), Women Enterprise Fund, National Development Fund for Persons with Disability, and the Poverty Eradication Fund (PEF). There have, however, been several challenges in the implementation of these funding regimes, where for instance funds have been used to boost political power (Gachomo, 2007), where there has been inadequate administrative capacity at constituency levels, as well as limited participation by vulnerable groups (Ng'ang'a, 2011). In some instances, these funds have resulted in white elephant projects, or have given immense power to Members of Parliament, resulting to increased corruption (Nyamori, 2009). All in all these devolved funds caused the civil societies, the politicians, development partners and the general public to demand a more elaborate decentralization that would see more and more resources brought closer to the people.

Devolution was officially adopted in Kenya in 2010 with the passing of the new constitution through a national referendum. The constitution created two levels of government i.e. the National government and the 47 county governments and the senate as the upper house. Even though Kenya still remains a unitary state as it was. (Burugu 2010) The two levels of governments have their well outlined functions and powers. The national government has three arms i.e. the Executive headed by the president, the legislature and the Judiciary. The county governments have the Executive headed by the Governor and the legislature or county assembly. The judiciary serves both the national and county governments. (<http://www.crakenya.org>) The constitution also established what are known as the constitutional commissions that are tasked with ensuring successful transition these are, the commission on Implementation of the Constitution (C.IC), The Transition Authority (T.A), The Commission on Allocation of Revenue (C.R.A). The Salaries and Remuneration Commission (S.RC), (Burugu 2010)



Its two years down the line since the March 4 2013 elections which marked the practical implementation of the 2010 constitution. Already all the 47 county governments have been formed amid many crisis occasioned by the reality that many people didn't know. There has been a myriad of challenges to the new governments and their officials ranging from local political interest to the relationships with the national government. The county Governors have been locked into counter accusations with national government over the criteria used in devolving of functions as well as the amounts of money to be devolved. The Governors have accused the National government of being quick to devolve functions without devolving the funds required to execute them. The Governors have vowed to call for a national referendum to force devolution of more resources to the counties (council of governors) The County Assemblies have also been having issues with the county executives over their budget ceilings and the interest in operations of the counties. The members of county assemblies have been accused of interference instead of oversight of the county executive. Already many of the teething problems have been surmounted by many county governments but still many more new challenges have arisen. Some of the solutions that have helped avert crisis have been termed quick fixes which are bound to backfire in the long run. There have been very loud public outcries over service delivery inefficiencies as well as corruption allegations in the county governments. This study will seek to among other things examine the efficiency of county governments in service delivery and resource utilization. The public has also complained over lack of involvement in the county matters that affect them directly e.g the passing of the revenue acts which have increased amounts of business license fees. This has seen people in many counties take to the streets to protest such laws.

Amid all these issues devolution has taken course and there is no going back, great steps have been made and continues to be made. In this proposed study we shall seek to offer more insight on what can be done to ensure smooth and successful devolution process for the benefit of the people, the state and county actors and the country at large.

### **1.1.1 Devolution**

Devolution is one among several forms of decentralization, which is a characteristic of all governments globally. One analyst distinguishes vertical decentralization, which offers a vote, from horizontal decentralization, which also offers voice (Kauzya, 2007). Thus, it is not whether

governments decentralize, but rather, how and why they do considerations that are significant for the choice between alternative modes of decentralization. Indeed, a study of decentralization in 30 African countries concluded that: It is significant to note that in no country was the claim to centralization as a preferred organizational model neither made or implied, nor was decentralization considered undesirable, only difficult to effect and sustain (Ndegwa, 2002).

Among the more prominent arguments for devolution – indeed, for decentralization in general is the issue of efficiency: the expectation that decentralizing functions to the lowest feasible level of decision making and implementation will optimize information flows and reduce transaction costs. Thus, a decision to devolve is often based on the failure of central government to deliver, such as in revenue collection or in service delivery (Commonwealth Secretariat and Commonwealth Local Government Forum, 2001). Devolution has further been seen as an avenue to democratic deepening within an enterprise, with constitutional or legal boundaries diminishing friction with the Centre that could otherwise undermine the enterprise.

Besides concern with efficiency in service delivery, devolution can also resolve ‘over-centralized mis-governance’ or defuse secessionist tendencies, its outcomes leading to greater consensus in decisions (Mwenda, 2010). Indeed, while devolution and federalism can respond to heightened ethnic differences, it is important to recognize its limitations as a solution that contains, rather than eliminates, diversity. Further, since the demands for delivering the traditional Bill of Rights in national constitutions often require extraordinary outlays, devolved governments can be superior to national ones in providing the means with which to secure the rights and interests of social minorities and marginalized groups. The measure offers a sustainable means, even if only implicitly so, of providing affirmative action or positive discrimination for such marginalized groups.

Fenton (1996) observes that there are many recent literature records that place claims of positive outcomes of devolution. Some of these claims are tentative, modest and at times based on findings of research while others are sweeping and largely unsubstantiated. Fenton further observes that with the quality of management, greater organizational autonomy leads to more effective and efficient management, the alignment of responsibility, authority and accountability, and a greater concern for people. Examining devolution from the angle of structures and processes, Fenton (1996) concludes that organizational self-management transforms the patterns

of authority positively and improves the process of communication, planning, decision making, problem solving, resource allocation, staff relationships, supervision, evaluation, feedback and system wide accountability.

## **1.2 Statement of the Problem**

Devolution, as a system of governance encirclements the principle of subsidiary which advocates for the transfer of responsibilities and decision making powers from the central government to the local governance units. According to the World Bank (2012), devolution has been successfully practiced in, among world countries, the United States of America, Canada, Britain and Australia. In Africa, it has been practiced in South Africa, Nigeria and Ethiopia. In most of these countries, devolution is seen as a process of giving political sovereignty to administrative units that are already in place.

The World Bank (2012) observed that, in contrast, Kenya's devolution entails creating new political and administrative units all at once. Based on the 2010 constitution, this new governance system carries the promise for a more equitable model of sustainable economic development for most Kenyan. Through devolution, it is hoped that historical injustices and spatial inequities will be addressed. The World Bank (2012) further argued that management of the state through the central and local authorities in Kenya over the past fifty years of independence has experienced a myriad of challenges. Kenyans have countersigned dismal performance by successive governments due to weak governance systems across the nation. Most of the new counties may lack actual governance systems necessary to enable them to be managed strategically and independently. Article 203(2) of the 2010 Kenyan constitution stipulates that counties will get a minimum of 15% of total national revenue. As of today, the Kenyan Government adopted a 15% allocation as the amount to distribute to all the counties.

This figure have has elicited sharp reactions from the County Governors. Being that the 15% allocation through CRA is meant to be supplementary, with the counties expected to generate the bulk of the wealth locally for their sustainability, it may call for county leaders to engage strategic management practices in order to attain sustainable economic status. Devolution, being a new phenomenon in Kenya, the level of preparedness of the counties to face up with the

identified challenges and potential complexities to ensure that they are managed strategically is a major concern. This study is tabled to determine the factors that are influencing effective devolution in Kenya. More so, it sought the possible solutions that the government can adopt to ensure success.

### **1.3 Purpose of the Study**

The purpose of this study was to investigate on factors influencing implementation of devolution in Meru County, Kenya. More, the study defined the possible solution to those factors.

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

The objectives of this study were as follows:

1. To determine the influence of availability of resources on the implementation of devolution in Meru County;
2. To examine how existing systems influence the implementation of devolution in Meru County;
3. To establish the influence of legislation on the implementation of devolution in the county of Meru;
4. To examine how staff training influences the implementation of devolution in Meru County.

### **1.5 Research questions**

The study was guided by the following research questions;

1. To what extent does availability of resources influence the implementation of devolution in Meru County?
2. How do existing systems influence implementation of devolution in Meru County?
3. How does legislation influence the implementation of devolution in Meru County?
4. How does staff training influence the implementation of devolution in Meru County?

### **1.6 Significance of the Study**

Devolution was introduced in Kenya soon after independence, but it did not last for long. It has been introduced into the system of governance in Kenya for the second time in the country's history. Many consider it as a new concept and stands to face many challenges as time will go by. This study will be of importance in pointing out the various challenges devolution might face in Kenya. The findings of this study will assist in finding targeted solutions to improve the governance of Meru County. The findings of this study as well as recommendations can be applied to other counties in the country. This is because they have a similar structure and systems of governance. This can help in finding and applying solutions as intended. The research field also has limited studies on devolution in Kenya. This paper has therefore provided knowledge to research in this field.

### **1.7 Delimitation of the study**

The scope of the study was Meru County. The respondents were political, technical and civic leadership. This study looked into how availability of resources, existing systems, legislation and staff training influence the effective implementation of devolution in Meru County. The study didn't therefore look into the implementation of devolution in other counties in Kenya.

### **1.8 Limitations of the Study**

The topic of the study was in itself a limitation since it touches on issues that might be considered politically sensitive. This meant that there was no assurance that the respondents would return all the questionnaires duly completed, neither was there any guarantee that the interviewees would respond to all the questions put forward. To deal with this, the researcher employed the use of questionnaires to ensure confidentiality and anonymity.

### **1.9 Assumptions of the Study**

It was assumed that the respondents would be co-operative and provide accurate information when responding to the research questions. It was also assumed that the sample size chosen was adequate to enable the researcher draw a valid conclusion about the population.

## **1.10 Definition of significant terms used in the study**

### **Availability of resources**

How the non-existence or existing of resources influences the smooth implementation of devolution. The resources under this study were; donations and grants, natural resources in the county and resources made available by the county government.

### **Existing Systems**

How counties determine allocation of financial resources, staffing, and accountability of resources in various departments.

### **Legislation**

Laws that when enacted influence the implementation of devolution

### **Staff Training**

It is the provision of opportunities to the political, civil leadership and technical personnel to acquire new skills.

### **Effective Implementation of Devolution**

Efficient governance structures at the local level as opposed to the national level of governance.

## **1.11 Organization of the Study**

This study is organized into five chapters. Chapter one is introduction covering; background to the study, statement of the problem, purpose of the study which explained what the study intended to accomplish, research objectives and research question, significance of the study. The significance of the study justifies the reason for my study. This chapter also highlights delimitation and limitation of the study, and assumptions of the study.

Chapter two reviews literature of the study. This chapter brings out what previous researchers have found out in the area of study. This chapter covers how various independent variables; availability of resources, existing systems, legislation, and staff training influence the effective implementation of devolution from a world of view narrowing down to the local level. It also covered theoretical and conceptual frameworks.

Chapter three was Research methodology covering; research design, target population, sampling procedure which discussed in detail how the sample for this study was selected. It also covered methods of data collection, validity and reliability of data collection instruments. It also captured the study's data was analyzed, and also covered the operational definition of variables and ethical considerations to be considered.

Chapter four covers data analysis, presentation and interpretation of findings, based on background information and on four variables under study which include; cultural factors, economic factors, peer group pressure and social media. Chapter five covers summary of findings, discussions of the findings, conclusions and recommendations. It also provides room for further studies.

## **CHAPTER TWO**

### **LITERATURE REVIEW**

#### **2.1 Introduction**

The recently promulgated Kenyan constitution has opened up new opportunities and challenges. It has indeed opened a new window of change of moving from the central governance to the devolved government. Kenya as it gained its independency in 1963 had a Lancaster constitution which had provision for two houses of representatives: upper and lower houses as well as regional governments complete with legislation assemblies (Burugu, 2010). This kind of system did not work out as it was replaced by a unitary system of government in 1965 through constitution amendments. In this chapter the researcher did seek to explore the successes and challenges of devolution as a system of government in other countries where it has been implemented before.

#### **2.2 Availability of Resources and how they Influence Effective Implementation of Devolution**

Arguments favouring the devolution of resources to local levels of governance emphasize that the enhanced decision-making power, authority and control over resources play a pivotal role economic and social development (Cheema and Rondinelli, 2007). They contend that devolution will result in increased citizen participation in local political processes where “local governments are perceived to have the capacity to make political and financial decisions affecting their economic and social welfare”. The improved allocation of resources is the most common theoretical argument for decentralization (Azfar, Kahkonen, Lanyi, Meagher & Rutherford, 2004). By bringing government closer to local people, it is asserted that the government will be better informed to local needs and preferences, resulting in increased accountability and enhanced responsiveness of officials and government at the empowered local or regional level (Oates, 1972, Brinkerhoff et al., 2007).

Land has been among the essential resources at the centre of inequality in Kenya. It is virtually impossible to separate present inequalities in land ownership from the colonial land policies. The land regime established by the colonialists' vested ultimate ownership and control of land in the State. This was achieved through the 1902 and 1915 Crown Lands Ordinance in which Crown Lands included almost all land in the territory. Indigenous occupants and users had no ownership



rights over land. Rather than reverse the property regime at independence, the post colonial government simply renamed Crown Lands as Government Land. The powers previously enjoyed by the governor were transferred to the Presidency. In effect, the Executive arm of the State through the presidency and commissioner of lands has the exclusive power to make decisions on the administration, disposal, and use of public land without reference to public representative organs such as the National Assembly. Land rights activists argue that the state monopoly over land undermines the democratic management of resources and violates the principle of transparency in governance. In so doing it institutionalizes abuse of power and encourages corruption. Administration of land under the Local Authorities has also been affected by the same authoritarian and unaccountable management practices (Kenya Land Alliance -KLA, 2004)

Political influences, abuse of power and mismanagement have thus played a big role in creating inequality in land distribution in the country (Syagga, 2006). There have been situations where contrary to the provisions of the law, land has been allocated by officers without the authority to do so in particular the provincial administration and politicians. For the most part, Land has been a resource to be dished out to politically correct people for personal enrichment. The irregular allocation of land has not only created inequalities but interfered with protected lands with ecological integrity, cultural relevance or strategic location (Syagga, 2006). Such lands include forests and wetlands, such as the Mau Forest debacle the country is grappling with today. Illegal allocations in urban areas have not only resulted in loss of public utility land such as playgrounds and road reserves but to increased spread of informal settlements in which Kenyans live in squalid conditions. Continued land policies in the country have done little to correct the historical imbalances of the colonial land management system that neglected non-high potential areas (Syagga, 2006). It is for the afore-mentioned reasons that the National land commission was established as an independent body with constitutionally guaranteed powers to hold land in trust for Kenyans. This is expected to curtail the use of land for political patronage and rewards. NLC is providing for effective checks and balances within its structure in the form of decentralized semi-autonomous and nominated county lands management boards at the county level. Among the principles to guide the allocation of financial resources in Kenya is equity,

which as noted above requires that equals be treated equally and unequals appropriately unequally – the only feasible approach to delivering the Bill of Rights (Sec 5.4).

The same principle underlies the CDF Act's allocation of its ring-fenced 3.5 per cent of national revenues. Yet, CDF shares 75 per cent of its resources equally across the 290 constituencies, and only 25 per cent is distributed on the basis of poverty incidence, resulting in an outcome that is grossly inequitable, given the wide development disparities across the country. It is important that Article 212's provision that county governments may borrow with a government guarantee (with county assemblies' approval) does not increase inequalities across the counties. The traditionally wide revenue disparities across local authorities are likely to be seen in the comparative abilities of counties to generate own revenue, and in addition likely reflect their relative prospects for servicing loans. Thus, the more developed counties – which contribute the most to GDP and have the higher potential for own tax revenues – will likely be best, placed to borrow, further enhancing their capital base. Such concerns should also be factored into the development of Article 203(2)'s formula. Additional to this, Kenya is committing itself more deeply into an East African Community in which it is the most developed partner. When it comes to the economic factor, the key element devolution stands or falls upon is fiscal decentralization. How do the centre and the devolved units relate to each other when it comes to money? This simple question belies the difficulty of resolving matters close to the heart of devolved states - (i) who has the right to tax citizens and businesses? (ii) On what basis will revenues generated be shared between the centre and the devolved units, and between the units themselves? (iii) How does the national policy deal with regions and devolved units that generate much more wealth than others? In other words, 'control over (Rao and Singh, 2006). Critics (Imendi, 2009) further argue that devolution sets regions with poor resources, weak market bases and capital towards further economic decline.

### **2.3 Existing Systems and Their Influence on Effective Implementation of Devolution**

Devolution may facilitate elite capture by local government and the persistence of anachronistic institutions based on patron-client relations. If devolution rules and systems are poorly designed, there is a risk that politicians at the local level could use resources at their disposal to perpetuate themselves in power. They accomplish this by skewing allocations in favour of their kinsmen,

supporters, sycophants and all manner of political hangers-on to purchase political loyalty (Barrett et al, 2007; Nasong'o, 2002). The lack of financial management systems at devolved units may lead to the mismanagement of public funds. A study of the federal state of India suggests that decentralization promotes government responsiveness in service delivery, especially if the media is very active at the local level (Besley and Burgess, 2002). Azfar et al (2001) posits that local officials have limited authority to influence service delivery while citizens' influence at the local level is hampered by limited information. As a result, devolution does not achieve the desired effects of allocative efficiency.

The powers and structures of devolution are provided in the ordinary law; they are more easily amenable to modification or repeal than federal arrangements and herein lay one main distinction between federalism and devolution. Federalism is the formal articulation of decentralized governance within a nation's constitution (Barrett et al, 2007). The linkage between decentralization and federalism stems from determining to what extent and the type of services for which central authorities should transfer responsibility and resources to local levels in order to most effectively serve the nation. Both the notion of federalism and decentralization are based on the principle of subsidiarity which holds that a central authority should play a subsidiary role performing only those tasks that cannot be effectively undertaken at a more local level. For instance the economies of scale regarding the production of military and defence services favour national provision and central governments are also better placed to correct inequalities in resource endowments and capabilities across regions (Barrett et al, 2007). Another distinction between devolution and federation is that in devolution the local unit remains linked to the central government and other units in the political system through arrangements of mutual support and reciprocity. Further, the centre always grants the autonomy (Oloo, 2006). As the CKRC (2002a) elaborates, in a federal system the central and regional governments are not subordinate to each other but coordinate. In federalism therefore there are two distinct governments in a country, a central government and a state government at the periphery or local level. The constitutional and legal sharing of power between the two ensures overlap of functions is avoided. Usually each local unit is differentiated from others through a common history, culture, economic organization and viability, politics and linguistic characteristics. The local unit

could be a country in its own right with capacity for self-reliance or could favour union status with others to reap an advantage of economies of scale (Kibwana, 2002). De Waal (2002) in his study adapted the Management Information System (MIS) questionnaire which assessed three purposes of the MIS use: decision support, work integration, and customer services. Later, his principle component analysis results revealed that the use of PM systems can be categorized into three dimensions: decision support, work integration, and communication.

The basic characteristics that devolved governments should embody are firstly, that the local units should have autonomy and independence from the centre. Secondly, the units ought to have clear and legally recognized geographical boundaries over which to exercise authority and perform public functions. Thirdly, they should be accorded corporate status and the power to raise sufficient resources to carry out functions. Lastly, the local governments should be perceived by the people as belonging to them. This means that in their provision of services, they satisfy the needs and remain subject to the control, direction and influence of the locals (Oloo, 2006). The Task Force on Devolution in Kenya (TFDK, 2011) recommended a limited role for the Provincial Administration, possibly collecting taxes, supervising law and order, and promoting statehood. Given its history, however, the Provincial Administration could only perform these functions effectively after itself undergoing „radical surgery“ to excise its current ethos. The retraining of public servants already mooted at the Kenya Institute of Administration and related government institutions would need to focus extensively on equipping such officers with the capacity to deliver Articles 1 (Sovereignty of the people) and 10 (National values and principles of governance), and Chapters 4 (Bill of Rights) and 6 (Leadership and Integrity). Local Authorities (LA) are also consigned to the Sixth Schedule, where Article 18 mandates their perpetuation, subject to subsequent legislation that must be enacted within five years (i.e., by 2015). The degree of institutional transformation is perhaps nowhere greater than in Spain where a new regional tier composed of 17 Autonomous Communities was established by the 1978 Constitution. Initially only the „historical nationalities“ of Catalonia, the Basque Country, and Galicia were expected to enjoy the highest degree of self-rule. However, the remaining regions have been closing the autonomy gap ever since (Solé- Vilanova, 1990). Transfers of authority and competences to the regions have been followed by transfers of resources, resulting

in a rise in regional government expenditure from a mere 5% of GDP right after the first stages of devolution in the early 1980s to more than 15% percent in 2001.

In his study on human management systems in Mombasa County, Alande, (2013) posits that systems are still lacking since most Counties do not even have proper offices and therefore Human Resource policies are sparingly absent and the making of decisions based on adhoc compromises. Wamae, (2014) in his study focused on how procurement systems affect the performance of devolved system of government argued that the lack of a well set up procurement system does affect devolution.

#### **2.4 Legislation and its Influence on Effective Implementation of Devolution**

The first stage of the County implementation process comprises the development of policy and legislation. This was done by the Taskforce on Devolved Government (TFDG) under the Ministry of Local Government (MoLG). The TFDG was mandated to make recommendations on necessary legislation and administrative procedures for a smooth transition to county governments. The Taskforce prepared a policy report, a policy sessional paper and six devolution Bills in 2011. Parliament has enacted several of these laws, including the Urban Areas and Cities Act, 2011, the Transition to Devolved Government Act, 2012 and the Intergovernmental Relations Act, 2012 among others. The assignment of responsibilities for public functions is tantamount to the distribution of political power and is consequently important in every devolved system<sup>10</sup>. The Transition to Devolved Government Act, 2012 establishes a framework for the transition to devolved government in accordance with section fifteen(15) of the sixth schedule of the Constitution of Kenya, 2010 (TISA, 2012). Parliament also enacted the Intergovernmental Relations Act, 2012. The Act provides a framework of consultations and cooperation between the national and county governments as well as between county governments themselves. The Act also provides for the resolution of intergovernmental disputes pursuant to Articles 6 and 189 of the Constitution. There are few studies on legislation at the county levels, but are incorporated in political systems of devolved governments.

There is no consensus on the perceived benefits of legally recognized self-government (Belanger, 2008, Alcantara, 2008). There are also conflicting perspectives in the academic realm regarding the desirability and potential consequences of devolution and political decentralization.

Arguments against decentralization fall into two categories, focusing either on national effects or local effects (Azfar et al., 2004). At the national level, scholars have argued that the establishment of sub-national (or sub-provincial/territorial) governments can lead to fiscal deficits, as local government debts are reluctantly absorbed by the central government (Azfar et al., 2004, Treisman, 2007). At the local level, rather than increasing democratic accountability, it has been argued that local elites can benefit disproportionately from devolution, effectively creating “authoritarian enclaves” in local settings (Diamond, 1999, Hutchcroft, 2001).

## **2.5 Staff Training and its Influence on Effective Implementation of Devolution**

Training is very necessary to both employees in the public sector and the locals. Local government training and management is the level of democracy that is closest to the people and allows local populace to actively participate in affairs which affect them directly. Myrna (2009) says effective training is not an isolated event in an organisation. Training must be strategic in that it is designed to improve the knowledge, skills and abilities of employees to help them achieve the organisation’s strategic plan. Effective training is therefore can’t be designed until there is full understanding of the organisation.

Manu (2004), Says that a needs assessment is the systematic process of determining goals, identifying discrepancies between actual and desired conditions and establishing priorities for action. He further says that Ghanaian firm’s to establish a successful training and Development program, the following steps ranging from determining what training is relevant to the employees job, What Training will improve performance, If the Training will make a difference, Differentiating training needs from Organisational problem to improving job performance with organisational goal and bottom line needs to be considered.

He further reiterates that it can only be achieved through SWOT Analysis and a proper understanding of the organisation’s vision and hence creating a competitive advantage.

Training Needs Analysis is also very important to know the training gaps between the employee’s current performance and desired performance level. The locals of the county should be trained on their democratic rights pertaining the public sector services. County government can regulate matters that pertain to their local citizenry using their own knowledge and local expertise. Reddy & Sabelo (1997) have identified five ingredients which they describe as the hallmarks of classical representative county government democracy training as practiced in

many countries. The first is popular consultative; the implication here is that government requires the consent of the citizens whose rights it is bound to respect and protect. The dignity of the individual is best manifested in the determination and control of their own affairs. There must be a constant dialogue between the governors and the governed at all times. Only then can people's views and aspirations be ascertained and taken into account in the policy-making process. The second is popular participation, implying that individual full participation in making societal choices and decisions is a natural outcome of the endowment of individual dignity because it contributes to individual self development. Responsibility for the governing of one's own conduct develops one's dignity. In particular, full individual participation within the local government context contributes to the creation of community solidarity because everyone feels involved in what is going on relative to their welfare. In this regard, on every issue, the views of the majority should prevail. This popular participation may be achieved through meetings in small and large communities, through prayers association, neighbourhood groups and other social and political associations (Reddy & Sabelo, 1997). The third is competition, whereby people with varying political views or ideological standpoints must be allowed to articulate these views and canvass support for them on the platform of the political party of their choice. Within the context of democracy therefore, elections are viewed as an important vehicle for the free exchange of views in which the voter can make a choice. The fourth is freedom of expression. According to Reddy & Sabelo (1997), another consequence of the right to self-determination and popular participation is the necessity for freedom of expression. Indeed there is no way to ascertain the popular will if the individual citizen is not free to express his or her own opinion. The availability of wide-ranging views provides vital information and assists in that popular control of government by creating a well informed citizenry.

The fifth is equality. Equality before the law naturally extends to political equality, as all citizens should have equal access to political power and influence in shaping policy. Ayoade Mni (1992), states that in modern times the notion of equality has been expanded to include equality of opportunity in many important aspects of life. In that respect, equality aims at equality of opportunity in education, employment and social justice for the oppressed, neglected and the disadvantaged. This expansion of the notion of equality is to ensure that each person has an equal opportunity to develop his/her naturally endowed potential to maximum capacity. Alande, (2013)

argues that there exists a lot of skills gap in the County Governments and inherited unskilled and illiterate workforce that can never drive the devolution train to its destination. Training and development needs to be administered to every staff and good budgetary allocations to this end are necessary. Training on the roles of county government relations with the national government and the customer service in delivering services to the County residents should be initiated (Alande, 2013).

## **2.6 Theoretical Framework**

A theory is a set of interrelated principles and definitions that present a systematic view of the phenomena by specifying relationships among variables with the purpose of explaining natural phenomena (Kerlinger, 1986). In effect, a theory includes a set of basic assumptions and axioms as the foundation and the body of the theory is composed of logically interrelated, empirically verifiable propositions. Theoretical frameworks are explanations about the phenomena (Camp, 2001). Theoretical framework provides the research the lens to view the world clearly (Marriam, 2001). The study was based on these theories; Resources Based Theory, Human Capital Theory and McKinsey 7-S Framework.

### **Resource Based Theory**

Resource-based theory aspires to explain the internal sources of a firm's sustained competitive advantage (Kraaijenbrink, Spender, & Groen, 2010). It was Penrose who established the foundations of the resourced-based view as a theory (Roos & Roos, 1997). Penrose first provides a logical explanation to the growth rate of the firm by clarifying the causal relationships among firm resources, production capability and performance. The focus was mainly on efficient and innovative use of resources. It was identified that bundles of productive resources controlled by firms could vary significantly by firm, that firms in this sense are fundamentally heterogeneous even if they are in the same industry (Barney & Clark, 2007). Sandholm, (2006) took on a resource perspective to analyze the role of procurement in new products development and ultimately organizational performance and believed that "resources and products are two sides of the same coin" and firms diversify based on available resources and continue to accumulate through acquisition behaviors.



Elgar (2002) also uses the resource-based theory to explain performance as well as performance improvements. To perform is to produce valued results. A performer can be an individual or a group of people engaging in a collaborative effort. Developing performance is a journey, and level of performance describes location in the journey. Current level of performance depends holistically on 6 components: context, level of knowledge, levels of skills, level of identity, personal factors, and fixed factors. Three axioms are proposed for effective performance improvements. These involve a performer's mindset, immersion in an enriching environment, and engagement in reflective practice. In this study this theory relates to research question number 1 and research question number 4

### **Human Capital Theory**

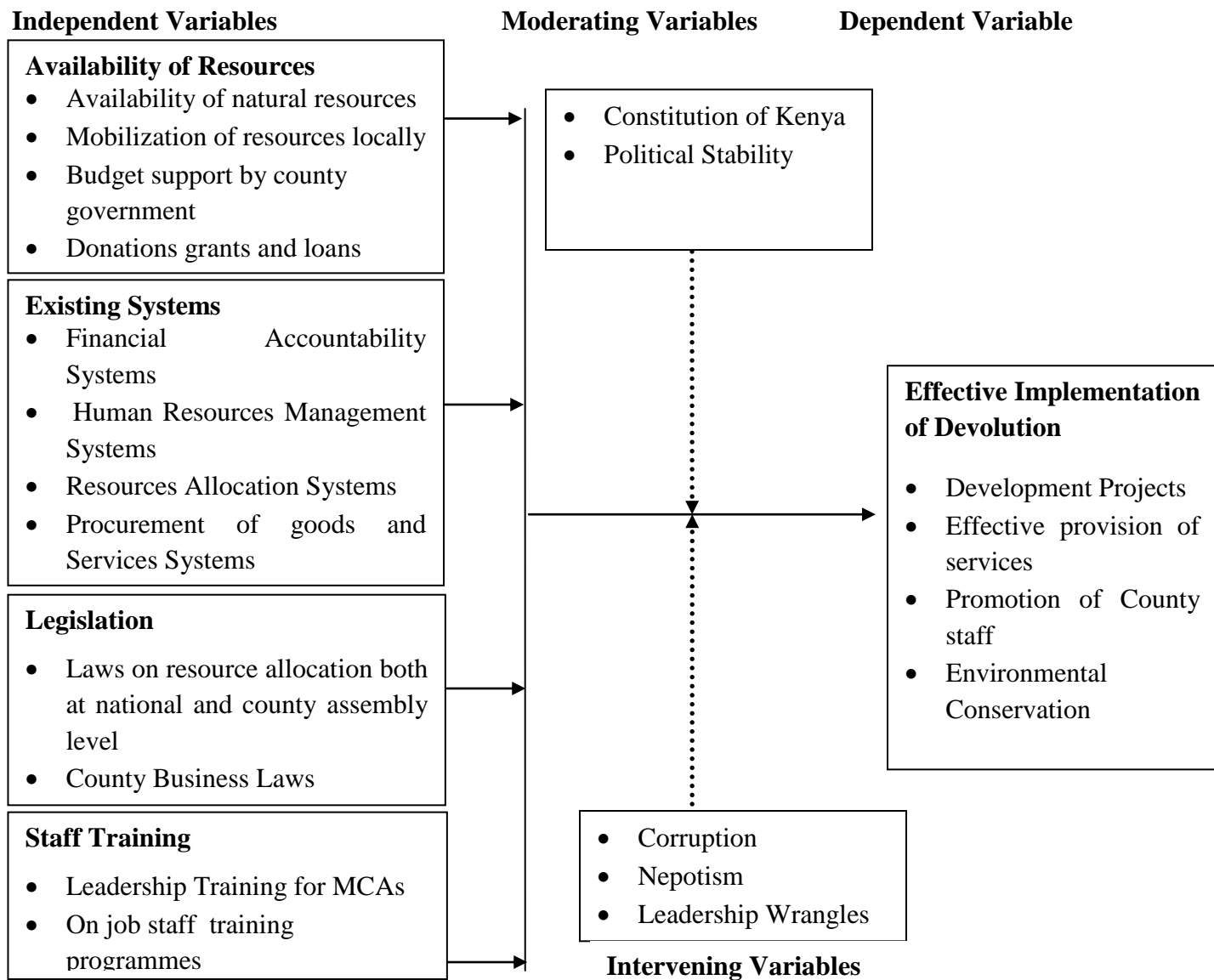
Human Capital theory was proposed by Schultz (1961) and developed extensively by Becker (1964). Schultz (1961) in an article entitled "Investment in Human Capital" introduces his theory of Human Capital. Schultz argues that both knowledge and skill are a form of capital, and that this capital is a product of deliberate organizational growth. The concept of human capital implies an investment in people through education and training. Schultz compares the acquisition of knowledge and skills to acquiring the means of production. The difference in earnings between people relates to the differences in access to education and health. Schultz argues that investment in education and training leads to an increase in human productivity, which in turn leads to a positive rate of return and hence of growth of businesses as well as achievement of organizational objectives. In this theory people are regarded as assets and stresses that investments by organizations in people will generate worthwhile returns. In this study this theory relates to research question 2 and research question 4.

### **McKinsey 7-S Framework**

The McKinsey 7-S framework, which is a qualitative framework, was developed at the McKinsey Consulting Company by Peters and Waterman to analyze seven different aspects of an organization to determine if it is functioning effectively or not. According to Peters & Waterman (1982), the model is based on the premise that an organization is not just structure, but consists of seven critical aspects of an organization which include strategy, structure, systems, style(leadership), skills, staff(people), and shared values(culture) (the 7Ss). Accordingly, systems, staff and skills are the central integrated concepts of how to achieve county objectives. This framework does relate to the studies research questions; 1, 2, 3.

## 2.7 Conceptual Framework

A conceptual framework is a scheme of concepts or variable which the researcher will use in order to achieve set objectives (Oso and Onen (2008)). Basically, it is a diagrammatic presentation of a theory. The effective implementation of devolution by counties in Kenya is influenced by various factors: availability of resources, existing systems, legislation and staff training. These factors were the study's independent variables and their relationship with the study's dependent variable which is Effective implementation of devolution is as illustrated in Figure 1



*Figure 1: Conceptual Framework*

## **2.8 Summary and gaps to be filled by the study**

The adoption of the devolved systems in Kenya through the enactment of a new constitution has brought change in Kenya's system of governance. This governance system is even being watched closely after the 2013 elections; that saw the election of six government leaders. This has shifted attention to regional governments and everyone is watching. Previous studies on Kenya's devolved governance were carried out when the country had a centralized system of governance. This implies that there is quite limited information on her devolved governance. This study has critically looked at the various tiers of governments at the periphery level and its effects on the public sector in Kenya. This has enriched the research bank on Kenya's devolved governance, which is quite limited. As much as the findings of Musgrave (1959) have been acknowledged, the study seeks to find more about the challenges that would hinder Musgrave's findings in devolution in Kenyan Contexts. Furthermore, most studies on devolution focus on case studies. Case studies in Kenya's devolution are quite limited as the transition takes place. The findings on the challenges on this study has thus brought into the picture clear paintings of the challenges the Kenyan counties might be exposed to.

## **CHAPTER THREE**

### **RESEARCH METHODOLOGY**

#### **3.1 Introduction**

This chapter contains the research design used in the study, the target population, sampling procedure and methods of data collection, validity and reliability of the questionnaire which were used for data collection. It also contains the Operationalization table of variables and objectives under study and methods of data analysis plus ethical considerations observed.

#### **3.2 Research Design**

Selltiz et. al. (1976) has defined a research design as the arrangement of conditions for the collection and analysis of data in a manner that aims to combine relevance to the research purpose with economy in procedure. It follows therefore that research designs differ depending on the purpose of the research. In this study, descriptive research design was used.

According to Cooper and Schindler (2009), a descriptive study is concerned with finding out who, what, where and how of a phenomenon without manipulating the subjects being studied in their environment. Descriptive studies have not only been useful in determining the descriptive but also in determining the relationships between variables during the study. This study aims at collecting information from the residents and County Government officials from Meru County.

Both primary and secondary sources of data will be used. Primary sources of data include questionnaires and interviews. Secondary sources include journal articles, Government reports, theses and dissertation, and books.

#### **3.3 Target population**

Meru County government has nine sub counties hosting a total of 391 staff in the categories of public servants and elected members. The target population for this study was therefore 280 county staff, 61 elected officials and 50 county ward administrators.

This was summarized in Table: 3.1 on target population

**Table 3.1: Target Population**

| <b>Respondents</b> | <b>Locale</b>    | <b>Target Population</b> |
|--------------------|------------------|--------------------------|
| Employees          | North Imenti     | 100                      |
| Elected Officials  | Buuri Sub County | 100                      |
|                    | Central Imenti   | 54                       |
|                    | Tigania East     | 26                       |
|                    | Igembe South     | 24                       |
|                    | Igembe Central   | 20                       |
|                    | South Imenti     | 17                       |
|                    | Tigania West     | 25                       |
|                    | Igembe North     | 25                       |
| <b>Total</b>       |                  | <b>391</b>               |

### **3.4 Sample size and sampling procedure**

Mugenda and Mugenda (2003) recommend that a sample size of at least 10% of the target population is convenient in a descriptive study. Kombo and Tromp (2005) add on by pointing out that the sample population should have at least 30 respondents in order to have an accurate analysis.

Determination of the sample was be guided by the need to obtain a sample that is, as far as possible, representative of the population as a whole. Since the target population involves individuals of different cohorts, stratified random sampling was employed to select 84 respondents from the categories of sub-counties.

This sampling technique should be used when the population of interest is not homogeneous; in this particular case the population of interest is composed of various carders of employee groups, is above 10% of the target population and exceeds 30 elements. For the above target population of 391 a sample size of 20% will be taken. This is as indicated in table 3.2 below.

**Table 3.2 Sampling Design**

| <b>Respondents</b> | <b>Locale</b>    | <b>Target Population</b> | <b>Sample Size</b> |
|--------------------|------------------|--------------------------|--------------------|
| Employees          | North Imenti     | 100                      | 20                 |
| Elected Officials  | Buuri Sub County | 100                      | 20                 |
|                    | Central Imenti   | 54                       | 12                 |
|                    | Tigania East     | 26                       | 5                  |
|                    | Igembe South     | 24                       | 5                  |
|                    | Igembe Central   | 20                       | 7                  |
|                    | South Imenti     | 17                       | 5                  |
|                    | Tigania West     | 25                       | 5                  |
|                    | Igembe North     | 25                       | 5                  |
| <b>Total</b>       |                  | <b>391</b>               | <b>84</b>          |

### **3.5 Methods of Data Collection**

The data for this study was collected through questionnaires and an interview guide. A research questionnaire is a research tool composed of a set of questions for the purpose of gathering information from respondents (Mugenda & Mugenda 2003). The researcher intended to use this method because questionnaires are free from the bias of the interviewee; respondents had adequate time to give well thought out answers and a large sample could be made use of and thus results could be more reliable and dependable.

The questionnaires in this study were used to get information from the county staff, elected officials and county ward administrators.

### **3.6 Validity of Research Instruments**

Validity is the ability of an instrument to measure what it is designed to measure. Kothari, (2006) states “validity is the most crucial criterion and indicates the degree to which an instrument measures what it is supposed to measure. In other words, validity is the extent to which differences found with measuring instrument reflect true differences among those being tested”. To enhance validity, a pilot test of the questionnaire was done and was also reviewed with the help of the researcher’s supervisor on its relevance to the topic under study. To ensure content validity, the researcher specified the domain of indicators which are relevant to the topic under study and used expert opinion of the supervisor to determine if the content that the research instruments contain was adequate in addressing the research questions.

The researcher used results from the pilot study to address any deficiencies in the research instruments.

### **3.7 Instrument Reliability**

According to Mugenda and Mugenda (2003), reliability is a measure of the degree to which a research instrument yields consistent result on data after repeated trials. A reliable instrument is one that produces consistent results when used more than once to collect data from the sample randomly drawn from the sample population (Mulusa1990).

To enhance reliability of the instrument, the researcher employed split-half technique. This method was used to estimate internal consistency by dividing the scale into halves, and then correlating the scores on these two halves. A high correlation indicates that the two sets yield consistent information (Hayes, 2008). In employing the split-half technique the researcher followed these steps:

The researcher first sampled items from the domain indicators in the table of operationalizational of variables that provide a measure for the variables under study; the researcher then administered the total test to an appropriate group; the researcher then computed each subject’s total score from the two groups of items; Finally scores from the two groups of items for all the subjects were then be correlated.

To calculate the reliability coefficient the researcher used the Spearman-Brown formula as suggested by (Mugenda and Mugenda 2003):

$$r_{\alpha'} = \frac{n \times r}{(n - 1)r + 1} = \frac{2 \times 0.06}{(2 - 1)0.06 + 1}$$

$$r_n = 0.11$$

Where: r = the original reliability

$r_n$  = reliability of the test n items long

n = number of items in the instrument

Gay (1992) says that any research instrument with a split half coefficient of between 0.8 and 1.00 are acceptable and reliable enough. The data collection instrument used for this study had a coefficient of 0.97; thus it was reliable for the purposes of conducting the study.

### 3.8 Data Analysis

The researcher did sort, edit, coded and analyzed primary data that was collected so as to ensure that errors and points of contradiction are eliminated. The purpose of coding was to classify the answers to different questions into meaningful categories so as to bring out their essential patterns. The researcher also tabulated quantitative data for each research question. This process gave a comprehensive picture of how the data looked like and it also assisted the researcher in identifying the patterns. To ensure that data is entered correctly, scores were high or low and how many in each category, the researcher constructed frequency and percent distribution using SPSS version 21.0. SPSS was used because it helps to spot data entry errors or unusual data points and has full set of statistical tests. The researcher also analyzed the data to be collected to get statistical measures such as correlations among different variables, mean and standard deviations for easy interpretation of the study. The analysis helped the researcher to make valid inference on the topic of study.



### 3.9 Operational of variables

**Table 3.3 Operationalization Table of Variables**

| Objectives  | Variable   | Indicator (s)   | Measurement Scale | Data Collection Method | Data Analysis          |
|---|--|---|-------------------|------------------------|------------------------|
| To determine the influence of availability of resources on the implementation of devolution in Meru County. | <u>Independent Variable</u><br>Availability of Resources | Number of politicians reporting that the county has sufficient natural resources.<br>Number of respondents reporting that the county is able to raise financial resources locally.<br>Respondents reporting that the county is raising resources through donations and grants | Nominal           | Questionnaire          | Descriptive statistics |
|   |  |   | Nominal           | Questionnaire          | Descriptive statistics |
|   |  |   | Nominal           | Questionnaire          | Descriptive statistics |
|   |  |   | Nominal           | Questionnaire          | Descriptive statistics |
| To examine how existing systems influence the implementation of devolution in Meru County.                  | <u>Independent Variable</u><br>Existing Systems          | Number of ward administrators reporting the county has human resource systems.<br>Number of procurement officers reporting that they know to operate the e-procurement system.<br>Number of county accountants reporting the existence of a financial system.                 | Nominal           | Questionnaire          | Descriptive statistics |
|   |  |   | Interval          | Questionnaire          | Descriptive statistics |
|   |  |   | Nominal           | Questionnaire          | Descriptive statistics |
| To establish the influence of legislation on the implementation of devolution in the county of Meru.        | <u>Independent Variable</u><br>Legislation               | Respondents reporting that environmental laws are enacted in the county.<br>Respondents reporting that business laws are enacted in the county.   | Nominal           | Questionnaire          | Descriptive statistics |
|   |  |   | Interval          |                        | Descriptive statistics |
| To examine how staff training influences the implementation of devolution in Meru County.                   | <u>Independent Variable</u><br>Staff Training            | Number of staff reporting that they have received on job training.<br>Number of civic leaders reporting that they have received leadership training.  | Interval          | Questionnaire          | Descriptive statistics |
|   |  |   | Nominal           | Questionnaire          | Descriptive statistics |

### **3.10 Ethical Considerations**

Consent was sought from the participants to indicate the willingness to participate; the researcher also ensured anonymity when it came to answering the study questionnaire. The researcher ensured that the information was used for research purposes only. To conduct this study, the researcher also sought a permit from the National Commission for Science, Technology and Innovation.

## CHAPTER FOUR

### DATA ANALYSIS AND PRESENTATION OF RESULTS

#### 4.1 Introduction

This chapter looks at the results obtained from the field using the primary data collection instrument. The results are presented in tables according to the questions. The research also tried to fulfill all the objectives of the study.

#### 4.2 General information

The respondents' genders were as shown in table 4.1

##### Table 4.1 Respondents gender

The respondents' gender sought to know and to understand the composition of employees in terms of gender.

|              | Frequency | Percentage |
|--------------|-----------|------------|
| Male         | 50        | 59.5       |
| Female       | 34        | 40.5       |
| <b>Total</b> | <b>84</b> | <b>100</b> |

From the data obtained 59.5% of the respondents are male while 40.5% are female. This means that the female gender is still lagging behind in elective posts as well as professional jobs within the county.

#### 4.21 Respondents' age distribution

It was critical to know the age distribution of the employees in the county in order to determine whether they are still productive or not.

The respondent's ages were as shown in table 4.2

**Table 4.2 Respondents Age Distribution**

|                  | Frequency | Percentage |
|------------------|-----------|------------|
| 24 yrs and below | 12        | 14.3       |
| 31-34 yrs        | 8         | 9.5        |
| 41-44 yrs        | 43        | 51.2       |
| 45 -50           | 15        | 17.9       |
| 50+              | 6         | 7.1        |
| <b>Total</b>     | <b>68</b> | <b>100</b> |

Majority of the respondents, 51.2% are of 41- 44 years with those above 51 years being the least at 7.1%. This shows that they are of productive age and they are likely to work for the county for long before retirement. 9.5% are between at the age of 31-34 years, this implies that there are few youths in employment posts in the county. Those at the age of 45-50 are at 17.9%, this implies that the county have few employees heading towards retirement but still have some years to over productive service as they train the newly employed since they have experience.

#### 4.22 Respondents' academic qualification

The level of education determines one's reasoning capacity and conceptual ability. This contributes to an individual's ability to be more effective on their job. The level of education therefore was sought to know whether the staff in the county are able to conceptualize when delivering services to the people living in the county.

For this study the respondents' academic qualifications were as shown in table 4.3

**Table 4.3 Respondents' Academic Qualification**

|              | <b>Frequency</b> | <b>Percentage</b> |
|--------------|------------------|-------------------|
| Primary      | 6                | 7.1               |
| Secondary    | 8                | 9.5               |
| Certificate  | 9                | 10.7              |
| Diploma      | 31               | 36.9              |
| Degree       | 24               | 28.6              |
| Postgraduate | 6                | 7.1               |
| <b>Total</b> | <b>84</b>        | <b>100</b>        |

From the findings shown in table 4.3, a total of 72.6% the respondents and staff have academic qualification above diploma level. Those with certificate level and below carry a small percentage which is 27.4% of the respondents. This is an indicator that staff has adequate academic qualification to implement devolution agenda.

#### **4.23 Years of services**

The years one has served in the office were important as it affect the kind of information collected. The respondents' years of service in the locale of the study were as shown in table 4.4

**Table 4.4 Respondents' Years of Service**

|              | <b>Frequency</b> | <b>Percentage</b> |
|--------------|------------------|-------------------|
| 1-10 yrs     | 72               | 85.7              |
| 10-20 yrs    | 6                | 7.1               |
| 30 and above | 6                | 7.1               |
| <b>Total</b> | <b>84</b>        | <b>100</b>        |

From the findings shown in table 4.4, it was deduced that 85.7% of the respondents have served for 10 years and below. This is mainly because devolution is a new system altogether.14.1% have served for 10 years and above meaning that some served previously in local government system.

#### **4.23 Has activities been devolved**

It was significant to find out whether the activities have been devolved to the county or not. This assisted in the research on whether devolution has worked out.

The responses were shown in table 4.5

**Table 4.5 Activities Devolved To County Government**

|              | <b>Frequency</b> | <b>Percentage</b> |
|--------------|------------------|-------------------|
| None         | 10               | 11.9              |
| Slightly     | 56               | 66.7              |
| Moderate     | 11               | 13.1              |
| High         | 4                | 4.8               |
| Very High    | 3                | 3.6               |
| <b>Total</b> | <b>84</b>        | <b>100</b>        |

79.8% of the respondents felt that activities have been devolved slightly or moderately.11.9% felt that there is none which has been devolved .A very small percentage believed that activities have highly or very highly devolved. This implies that residents are yet to reap and feel the benefit of devolution as enshrined in the new constitution.

#### **4.3 Availability of Resources and how they influence Effective implementation of Devolution**

##### **4.3.1 Availability of natural resources**

It was important to find out the availability of natural resources in the county. This helped in knowing whether devolution has been successful since adequate resources help in the smooth delivery of public services.

The responses were shown in table 4.6

**Table 4.6 Availability Of Natural Resources**

|              | <b>Frequency</b> | <b>Percentage</b> |
|--------------|------------------|-------------------|
| None         | 3                | 3.6               |
| Slightly     | 7                | 8.3               |
| Moderate     | 8                | 9.5               |
| High         | 17               | 20.2              |
| Very High    | 49               | 58.3              |
| <b>Total</b> | <b>84</b>        | <b>100</b>        |

A total of 78.5% felt that availability of resources in the county is very high and high. This implies that the county is rich in resources hence there will be smooth delivery of services if allocated well. There was a small verdict of a total of 11.9% of both none and slight resources which imply that the county is well endowed with resources to effectively carry out the devolution agenda.

#### **4.3.2 Mobilization of resources**

It was critical for the researcher to find out whether the resources can be mobilized from within the county. This is because mobilization of resources from within the county leads to realizing the potential of the natural resources available in the county.

Respondents' answers were as shown in table 4.7

**Table 4.7 Mobilization Of Natural Resources**

|              | <b>Frequency</b> | <b>Percentage</b> |
|--------------|------------------|-------------------|
| None         | 9                | 10.7              |
| Slightly     | 43               | 51.2              |
| Moderate     | 21               | 25.0              |
| High         | 8                | 9.5               |
| Very High    | 3                | 3.6               |
| <b>Total</b> | <b>84</b>        | <b>100</b>        |

The findings in table 4.7 show that 61.9% of the respondents felt that the mobilization of resources are none and slightly which means that it does not fully realize the potential of the natural resources available in the county.3.6% felt that mobilization is very high which is a very minimal percentage. The respondents who felt mobilization is just high are 9.5%, which is still a low percentage.

#### **4.3.3 Budget support by central government**

It was necessary to find out whether there is a budget support from the central government or not since this is critical for the effective devolution.

The responses were shown in table 4.8

**Table 4.8 County Government Budget Support By Central Government**

|              | <b>Frequency</b> | <b>Percentage</b> |
|--------------|------------------|-------------------|
| None         | 4                | 4.8               |
| Slightly     | 16               | 19.0              |
| Moderate     | 53               | 63.1              |
| High         | 7                | 8.3               |
| Very High    | 4                | 4.8               |
| <b>Total</b> | <b>84</b>        | <b>100</b>        |



It was established in table 4.8 that 4.8% of the respondents gave a verdict of none budget support by the central government, 19% felt that the budget support is slightly, while 63.1% feel that the central government has given moderate support to the county in devolving the services to the population .A total of 13.1% feel that the support by the central government to budget is high and very high. This means that the government has not fully given support to devolution of services.

#### **4.3.4 Injection of resources by donors**

It was important to find out whether there are resources from donors e.g. grants, loans, as this can tell adequacy of resources in the county for the effective delivery of services to the population. This is because injection of resources from donors shows a support for devolution.

The responses were shown in table 4.7

**Table 4.9 Injection of Resources by Donors**

|              | <b>Frequency</b> | <b>Percentage</b> |
|--------------|------------------|-------------------|
| None         | 8                | 9.5               |
| Slightly     | 45               | 53.6              |
| Moderate     | 20               | 23.8              |
| High         | 8                | 9.5               |
| Very High    | 3                | 3.6               |
| <b>Total</b> | <b>84</b>        | <b>100</b>        |

It was established in table 4.9 that 9.5% of the respondents feel that there are no injections at all, 53.6% feel that there are slight donations, 23.8% gave a verdict of moderate injections by donors and a small number of 3.6% feel that the injections are very high. This means that there is very little donor support to the county government.

#### **4.3.5 Donations by profit organizations**

It was significant to find out whether there were donations from profit organizations since this really boost the efficiency of devolving services.

The findings are as shown in Table 4.10

**Table 4.10 Donations By Non- Profit Organizations**

|              | <b>Frequency</b> | <b>Percentage</b> |
|--------------|------------------|-------------------|
| None         | 16               | 19.0              |
| Slightly     | 48               | 57.1              |
| Moderate     | 10               | 11.9              |
| High         | 7                | 8.3               |
| Very High    | 3                | 3.6               |
| <b>Total</b> | <b>84</b>        | <b>100</b>        |

The results produced in table 4.10 and figure 4.10 above indicate that 19% say there are no donations, 57.1% feel that there is a slight donation, 11.9% feel that there is moderate donations from profit organisations, 8.3% feel that there is high donations and only 3.6% feel that there is very high donations from profit organizations. This shows that profit organizations have put some effort in supporting the county government.

#### **4.3.6 County programmes are adequately funded**

It was essential to find out whether the county programmes are adequately funded since adequate funds is a sign that nothing will hamper the delivery of public sector services. If there no funds delivery of public sector services will be very poor.

The findings are as shown in Table 4.11

**Table 4.11 Funding of County Programmes**

|              | <b>Frequency</b> | <b>Percentage</b> |
|--------------|------------------|-------------------|
| None         | 34               | 40.5              |
| Slightly     | 27               | 32.1              |
| Moderate     | 13               | 15.1              |
| High         | 7                | 8.3               |
| Very High    | 3                | 3.6               |
| <b>Total</b> | <b>84</b>        | <b>100</b>        |

The research findings from table 4.11 indicates that 40.5% strongly disagree that county programmes are adequately funded, 32.1% disagree, 15.5% are not sure, 8.3% do agree and a very small percentage of 3.6% strongly agree .This show that the county programmes are not a adequately funded, something that will hamper the implementation of devolution of public sector services in the county.

#### **4.4 Existing Systems and Their Influence on Effective Implementation of Devolution**

##### **4. 4.1 System linking the county with the central government**

It was important to find out whether there was a clear system linking the county government with the central government. This is because clear system is good for smooth devolution.

The findings are as shown in Table 4.12

**Table 4.12 Existing System Linking County and National Government**

|                   | <b>Frequency</b> | <b>Percentage</b> |
|-------------------|------------------|-------------------|
| Strongly Disagree | 6                | 7.1               |
| Disagree          | 32               | 25.0              |
| Neither           | 6                | 7.1               |
| Agree             | 21               | 38.1              |
| Strongly Agree    | 19               | 22.6              |
| <b>Total</b>      | <b>84</b>        | <b>100</b>        |

From table 4.12 it was established that 22.6% strongly agree that there is a system linking county government with the national government, 38.1% agree. This brings the total of those who agree to be 60.7%. 7.1% are not sure, 25.0% disagree and 7.1% strongly disagree .About 32.1% disagree meaning that even though there could be system in place, they are not adequate to fully link the county government with the national government.

##### **4.4.2 System channeling resources to all sub counties**

It was essential to find out whether systems channeling resources to all sub counties are in place. This was sought because clear system for channeling resources shows that there successful delivery of services. The findings are as shown in Table 4.13

**Table 4.13 Existing System Channeling Resources to Sub-Counties**

|                   | <b>Frequency</b> | <b>Percentage</b> |
|-------------------|------------------|-------------------|
| Strongly Disagree | 5                | 6.0               |
| Disagree          | 27               | 32.1              |
| Neither           | 40               | 47.6              |
| Agree             | 7                | 8.3               |
| Strongly Agree    | 5                | 6.0               |
| <b>Total</b>      | <b>84</b>        | <b>100</b>        |

It was established as tabulated in table 4.13 that 47% returned a neither response. 38.1% gave a verdict of strongly disagree and disagree. The distribution of responses is such that it is impossible to conclusively say as to whether there is a good system in place or not. Majority of the respondents either did not understand ways of channeling resources or the system is poor. A small figure of 6% strongly agrees and 8.3% agree that there are systems for channeling resources.

#### **4.4.3 System for posting staff**

It was critical to find out whether there is system for posting staff since this will show a well functioning devolved government. The findings are as shown in Table 4.14

**Table 4.14 Existing System for posting staff**

|                   | <b>Frequency</b> | <b>Percentage</b> |
|-------------------|------------------|-------------------|
| Strongly Disagree | 27               | 32.1              |
| Disagree          | 36               | 42.9              |
| Neither           | 6                | 7.1               |
| Agree             | 9                | 10.7              |
| Strongly Agree    | 6                | 7.1               |
| <b>Total</b>      | <b>84</b>        | <b>100</b>        |

32.1% of the respondents strongly disagree while 42.9% disagree that there is a good system for posting of staff in the county. 7.1% are not sure whether there is system for posting staff or not, 10.7% agree and 7.1%. This implies that the population is not happy with the current system and therefore need to be reformed to get a clear one.

#### 4.4.4 System for delivery of services

It was necessary to find out whether there is a clear system for the delivery of services. This was sought because clear system of delivering services shows the population receive services comfortably.

The findings are as shown in Table 4.15

**Table 4.15 Existing System for Delivery of services**

|                   | <b>Frequency</b> | <b>Percentage</b> |
|-------------------|------------------|-------------------|
| Strongly Disagree | 39               | 46.4              |
| Disagree          | 22               | 26.2              |
| Neither           | 14               | 16.7              |
| Agree             | 9                | 10.7              |
| <b>Total</b>      | <b>84</b>        | <b>100</b>        |

From the findings in table 4.15, one can deduce that 46.4% of the study's respondents strongly disagree, 26.2% disagree, 10.7% agree and none of the respondents strongly agree that there systems for delivery of services. 16.7% are not sure. On this majority of the respondents returned an overwhelming verdict at 72% of either strongly disagree and disagree that there is a good system for delivery of services. This implies service delivery is yet to meet the expectation of the respondents.

#### 4.4.5 System for procurement of all needed resources

It was necessary to find out whether there exists system for procurement of all needed resources. This is because clear system of procurement of resources makes it easy to deliver services.

The findings are as shown in Table 4.16

**Table 4.16 Existing Procurement System**

|                   | <b>Frequency</b> | <b>Percentage</b> |
|-------------------|------------------|-------------------|
| Strongly Disagree | 34               | 40.5              |
| Disagree          | 33               | 39.3              |
| Neither           | 5                | 6.0               |
| Agree             | 10               | 11.9              |
| Strongly Agree    | 2                | 2.4               |
| <b>Total</b>      | <b>84</b>        | <b>100</b>        |

40.5% and 39.3% felt that that procurement system in the county is not yet effectively operational. Only 2.4% and 11.9% of the respondents agree that there is good procurement system. This means that the procurement system needed to be aligned so as to meet the population expectations.

#### **4.4.6 System connecting the county with the population**

It was necessary to find out whether there is a clear system connecting the county with the population because clear systems connecting population with the county means good delivery of services. The findings are as shown in Table 4.17

**Table 4.17 Existing System Connecting County to Population**

|                   | <b>Frequency</b> | <b>Percentage</b> |
|-------------------|------------------|-------------------|
| Strongly Disagree | 37               | 44.5              |
| Disagree          | 25               | 29.8              |
| Neither           | 11               | 13.1              |
| Agree             | 4                | 4.8               |
| Strongly Agree    | 7                | 8.3               |
| <b>Total</b>      | <b>84</b>        | <b>100</b>        |

It was established as represented in table 4.17 that a higher population of 44% of the respondents strongly disagrees and 29.8% disagree that there is a good system connecting the county government with the population. 13.1% returned a verdict of neither. 4.8% agree that there is a system and 8.3% strongly agree that there is a system connecting the county with the population. This implies that there exists a gap or a disconnection between the population and the county government.

#### **4.5 Legislation and its Influence on Effective Implementation of Devolution**

##### **4.5.1 Government has enacted sound by laws for levying local taxes**

It was very significant to find out whether there are sound by laws for levying local taxes in the county government. This is because with sound by laws local taxes will be collected efficiently hence increasing the county's income. Again with sound by laws shows that the county is fully devolved and delivering public services efficiently.

The responses were shown in table 4.18

**Table 4.18 Laws on Levying Enacted**

|              | <b>Frequency</b> | <b>Percentage</b> |
|--------------|------------------|-------------------|
| None         | 46               | 40.5              |
| Slightly     | 16               | 39.3              |
| Moderate     | 13               | 6.0               |
| High         | 7                | 11.9              |
| Very High    | 2                | 2.4               |
| <b>Total</b> | <b>84</b>        | <b>100</b>        |

From the findings in table 4.18, 54.8% of the respondents felt that there are no by laws for levying taxes, 19% feel that there are slightly, 15.5% say that the bylaws are moderately enacted, 8.3% gave a verdict that they are highly enacted and a small number of the respondents of 2.4%

felt the bylaws for levying taxes are very highly enacted. This means that very little has been done in enacting bylaws for levying taxes.

#### 4.5.2 Sound laws for traffic control

It was important to find out whether there are sound laws for traffic control. This is because traffic control in the county shows that it delivering services to its population hence devolution has been fully embraced.

The responses were shown in table 4.19

**Table 4.19 Sound By-laws for Traffic Control Enacted**

|              | <b>Frequency</b> | <b>Percentage</b> |
|--------------|------------------|-------------------|
| Slightly     | 12               | 14.3              |
| Moderate     | 17               | 20.2              |
| High         | 14               | 16.7              |
| Very High    | 41               | 48.8              |
| <b>Total</b> | <b>84</b>        | <b>100</b>        |

From the findings in table, 4.19 it can be deduced that that 16.7% returned a high opinion that bylaws are there for traffic control, 48.8% returning an opinion of very high, 20.2% feels that the enactment of traffic laws is moderate whereas 14.3% gave a verdict of slightly. With a verdict of over 60 % returning a high or very high opinion it shows that traffic laws enacted are adequate to oversee smooth operation of traffic in the county.

#### 4.5.3 Sound laws for business licences

It was necessary to find out whether there are sound laws for business licences. This is because a county is successfully delivering its services when it can control the businesses in its territory and it also encourages investment. The responses were shown in table 4.20



**Table 4.20 Business Laws Enacted**

|              | <b>Frequency</b> | <b>Percentage</b> |
|--------------|------------------|-------------------|
| None         | 12               | 14.3              |
| Slightly     | 36               | 42.9              |
| Moderate     | 19               | 22.6              |
| High         | 13               | 15.5              |
| Very High    | 4                | 4.8               |
| <b>Total</b> | <b>84</b>        | <b>100</b>        |

From the findings in table 4.20, it is clear that the highest percentage of the respondents which is 42.9% feel that bylaws controlling business have been slightly enacted, 22.6% shows that there is moderate enactment, 15.5% gave a response that they are highly enacted, 4.8% felt that they are very highly enacted and those who have not felt any laws for controlling businesses are 14.3%. This implies that proper bylaws have not been developed to encourage investment.

#### **4.5.4 Sound by laws for town parking**

It was essential to find out whether there are sound bylaws for town parking since proper parking is a one way of delivering services to the population. The responses were shown in table 4.21

**Table 4.21 Sound By-laws for Tonw Parking**

|              | <b>Frequency</b> | <b>Percentage</b> |
|--------------|------------------|-------------------|
| None         | 17               | 20.2              |
| Slightly     | 20               | 23.8              |
| Moderate     | 35               | 41.7              |
| High         | 3                | 3.6               |
| Very High    | 9                | 10.7              |
| <b>Total</b> | <b>84</b>        | <b>100</b>        |

The research findings from table 4.21 reveal that 14.3% feels that the parking laws have been enacted, 41.7% feel that the enactment is moderate, 23.8% feel that they are slightly enacted whereas 20.2% say that no laws have enacted. This means that there could be some laws enacted but not adequate solve issues of parking.

#### 4.5.5 Sound by laws for environmental protection

It was critical find out whether there are laws for environmental protection because well protected environment is conducive for investment and one way of effectively delivering services to the population. The findings are as shown in Table 4.22

**Table 4.22 Environmental Protection Laws Enacted**

|                   | <b>Frequency</b> | <b>Percentage</b> |
|-------------------|------------------|-------------------|
| Strongly Disagree | 21               | 25.0              |
| Disagree          | 32               | 38.1              |
| Neither           | 20               | 23.8              |
| Agree             | 2                | 2.4               |
| Strongly Agree    | 9                | 10.7              |
| <b>Total</b>      | <b>84</b>        | <b>100</b>        |

From the findings in table 4.22, indicate that 10.7% strongly agree that there exist sound bylaws for environmental protection, 2.4% agree that exist laws protecting environment, 23.8% do not know whether there are laws or not, the highest rate of 38.1% disagree that there are laws and 25% strongly disagree that there exist laws for environmental protection. With a total of 63.1% disagreeing, which above half, this implies that county government has not given adequate attention to environmental issues which then brings down the delivery of services.

#### 4.5.6 County assembly is fully operational

It was important to find out whether the legislating body is fully operational in the county. This is because a fully operational county assembly makes it easy for bylaws to be passed which then leads to efficient delivery of services. The findings are as shown in Table 4.23

**Table 4.23 A fully Operational County Assembly**

|                   | <b>Frequency</b> | <b>Percentage</b> |
|-------------------|------------------|-------------------|
| Strongly Disagree | 8                | 9.5               |
| Disagree          | 20               | 23.8              |
| Neither           | 5                | 6.0               |
| Agree             | 44               | 52.4              |
| Strongly Agree    | 7                | 8.3               |
| <b>Total</b>      | <b>84</b>        | <b>100</b>        |

Results from table 4.23 indicate a high percentage, 52.4% of the respondents agree that the county assembly is fully operational, 8.3% strongly agree bringing the percentage of those who agree to be 60.4%. 23.8% disagree and 9.5% strongly disagree bringing the rate of those who disagree to 32.3% which implies that there are some laws which are passed while some of the respondents feel that the assembly is yet to be fully operational.

#### 4.5.7 Take short time to enact laws

It was significant for the researcher to find out whether the county assembly takes short time to enact laws. This is because taking short time means passing several laws within a short time hence embracing faster implementation of devolution. Taking too long slows down the delivery of services to the population within the territory of the county.

The findings are as shown in Table 4.24

**Table 4.24 Laws Are Enacted In Shortest Time**

|                   | <b>Frequency</b> | <b>Percentage</b> |
|-------------------|------------------|-------------------|
| Strongly Disagree | 19               | 22.6              |
| Disagree          | 48               | 57.1              |
| Neither           | 7                | 8.3               |
| Agree             | 7                | 8.3               |
| Strongly Agree    | 3                | 3.6               |
| <b>Total</b>      | <b>84</b>        | <b>100</b>        |

#### **4.6 Staff Training and how it Influences Effective Implementation of Devolution**

##### **4.6.1 Training has been initiated**

It was necessary to find out whether training has been initiated. This is because training is a very crucial tool in delivering public sector services.

The responses were shown in table 4.25

**Table 4.25 Training of Staff has commenced**

|              | <b>Frequency</b> | <b>Percentage</b> |
|--------------|------------------|-------------------|
| None         | 42               | 50.0              |
| Slightly     | 29               | 34.5              |
| Moderate     | 9                | 10.7              |
| High         | 2                | 2.4               |
| Very High    | 2                | 2.4               |
| <b>Total</b> | <b>84</b>        | <b>100</b>        |

The results on table 4.25 show that 50% felt that no meaningful training has been initiated to equip staff with the relevant skills necessary to implement devolution agenda. 34.5% of the respondents returned slightly opinion on the issue of training.10.7 % felt that there is a moderate

training, 2.4% was the percentage for both high and very high verdicts. This means that the training is partially initiated.

#### 4.6.2 Staff sponsored for relevant training

It was critical to find out whether staffs are sponsored for relevant training. This was sought because relevant training equips the staff with relevant knowledge to deliver services efficiently.

The responses were shown in table 4.26

**Table 4.26 Staff Have been sponsored for relevant Training**

|              | <b>Frequency</b> | <b>Percentage</b> |
|--------------|------------------|-------------------|
| None         | 21               | 25.0              |
| Slightly     | 44               | 52.4              |
| Moderate     | 13               | 15.5              |
| High         | 3                | 3.6               |
| Very High    | 3                | 3.6               |
| <b>Total</b> | <b>84</b>        | <b>100</b>        |

From the findings shown in table 4.26 we can deduce that there has been no significant sponsorship for staff training as shown by the research. Only 3.6% of the respondents feel that training is highly sponsored, 3.6% felt that sponsoring staff to training is very high. 25% say there is no sponsorship, 52.4% feel there is slightly form of sponsorship and 15.5% feel that there has been moderate form of sponsorship for training.

#### 4.6.3 There is on job training

It was critical to find out whether on job training is there since it helps staff build the know how in delivering services.

The responses were shown in table 4.27

**Table 4.27 Existence of an on-job Training Programme**

|              | <b>Frequency</b> | <b>Percentage</b> |
|--------------|------------------|-------------------|
| None         | 6                | 7.1               |
| Slightly     | 33               | 39.3              |
| Moderate     | 33               | 39.3              |
| High         | 5                | 6.0               |
| Very High    | 7                | 8.3               |
| <b>Total</b> | <b>84</b>        | <b>100</b>        |

Results produced on table 4.27 and figure 4.27 indicates that 39.3% of the respondents feel that there has been slight on job training initiated in the county with another similar 39.3 % giving a moderate verdict. 6% feel the on job training is high, 8.3% feel that it very high. This indicates that the county government is not equipped in manpower development which is necessary to carry out its functions effectively.

#### **4.7.2 Staff appointed to committees and their contributions acknowledged**

It was significant to find out whether the staffs are appointed to committees and their contributions acknowledged. This is because appointing staff to committees and acknowledging their contributions is actually empowering them to deliver services.

The responses were shown in Table 4.28

**Table 4.28 Staff and County Committee Appointments**

|              | <b>Frequency</b> | <b>Percentage</b> |
|--------------|------------------|-------------------|
| None         | 21               | 25.0              |
| Slightly     | 37               | 44.0              |
| Moderate     | 8                | 9.5               |
| High         | 9                | 10.7              |
| Very High    | 9                | 10.7              |
| <b>Total</b> | <b>84</b>        | <b>100</b>        |

It was established that 25% of the respondents strongly disagree, 44% disagree that the staffs are appointed to committees and their contributions acknowledged. 10.7% strongly agree, 10.7% agree that staffs are appointed to committees and their contributions acknowledged. 9.5% neither agree nor disagree meaning that they are not sure or not aware of such appointments. This implies that there is little empowerment of staff in the county.

#### 4.7.3 Staff identifies and implements projects

It was important to find out whether staff can identify and implement. The ability of staff to identify projects and implement is a show that devolution agenda is being implemented.

The findings are as shown in Table 4.29

**Table 4.29 Project Identification and Implementation by County Staff**

|                   | <b>Frequency</b> | <b>Percentage</b> |
|-------------------|------------------|-------------------|
| Strongly Disagree | 20               | 23.8              |
| Disagree          | 40               | 47.6              |
| Neither           | 4                | 4.8               |
| Agree             | 18               | 21.4              |
| Strongly Agree    | 2                | 2.4               |
| <b>Total</b>      | <b>84</b>        | <b>100</b>        |

From the findings in table 4.29, we can deduce that those who strongly disagree are 23.4% and those who just disagree are 47.6%. 21.4% agree and only 2.4% strongly agree. This implies that it is still very rare for the county staff to implement projects which they might have identified. This research proves that there is still a challenge in empowerment of staff. It also reveals that 4.8% are not sure or not aware about any implementation.

## 4.7 Regression Analysis

In this study, a multiple regression analysis was conducted to test the influence among predictor variables. The research used statistical package for social sciences (SPSS V 21.0) to code, enter and compute the measurements of the multiple regressions

### Model Summary

| Model | R     | R Square | Adjusted R Square | Std Error of the estimate | Change statistics |          |     |     |               |
|-------|-------|----------|-------------------|---------------------------|-------------------|----------|-----|-----|---------------|
|       |       |          |                   |                           | R Change          | F change | Df1 | Df2 | Sig. f change |
| 1     | 0.792 | 0.626    | 0.594             | 0.429                     | 0.594             | 3.940    | 4   | 79  | .00574        |

R-Squared is a commonly used statistic to evaluate model fit. R-square is 1 minus the ratio of residual variability. The adjusted  $R^2$  also called the coefficient of multiple determinations is the percent of the variance in the dependent explained uniquely or jointly by the independent variables. 59.4% of the changes in the implementation of devolution could be attributed to the combined effect of the predictor variables.

### Summary of One-Way ANOVA results

| Model |            | Sum of Squares | df | Mean Square | F     | Sig.   |
|-------|------------|----------------|----|-------------|-------|--------|
| 1     | Regression | 2.174          | 4  | 0.544       | 3.940 | .00574 |
|       | Residual   | 10.898         | 79 | 0.138       |       |        |
|       | Total      | 13.072         | 83 |             |       |        |

The probability value of .00574 which is less than 0.05 indicates that the regression relationship was highly significant in predicting how resources, legislation, systems, empowerment and training influenced implementation of devolution. The F critical at 5% level of significance was 3.940. Since F calculated is greater than the F critical (value = 2.4472), this shows that the overall model was significant.



**Table 4.30 Regression Analysis Table**

**Regression coefficients of the relationship between implementation of devolution and the four predictive variables**

| Model | Unstandardized Coefficients |            | Standardized Coefficients |       | t     | Sig.  |
|-------|-----------------------------|------------|---------------------------|-------|-------|-------|
|       | B                           | Std. Error | Beta                      |       |       |       |
| 1     | (Constant)                  | 1.672      | 0.516                     |       | 3.24  | 0.041 |
|       | Resources                   | 0.703      | 0.223                     | 0.146 | 3.152 | 0.032 |
|       | Legislation                 | 0.643      | 0.191                     | 0.126 | 3.366 | 0.027 |
|       | Systems                     | 0.547      | 0.274                     | 0.045 | 1.996 | 0.038 |
|       | Training                    | 0.776      | 0.104                     | 0.459 | 7.462 | 0.033 |

As per the SPSS generated table 4.30, the equation ( $Y = \beta_0 + \beta_1X_1 + \beta_2X_2 + \beta_3X_3 + \beta_4X_4 + \beta_5X_5 + \epsilon$ ) becomes:

$$Y = 1.672 + 0.703X_1 + 0.643X_2 + 0.547X_3 + 0.696X_4 + 0.776X_5$$

The regression equation above has established that taking all factors into account (Availability of resources, legislation, Existing systems and Staff training) constant at zero implementation of devolution will be 1.672. The findings presented also show that taking all other independent variables at zero, a unit increase in the resources would lead to a 0.703 increase in the scores of implementation of devolution and a unit increase in the scores of legislation would lead to a 0.643 increase in the scores of implementation of devolution. Further, the findings shows that a unit increases in the scores of systems would lead to a 0.547 increase in the scores of co

implementation of devolution. The study also found that an increase in the scores of training would lead to a 0.776 increase in the scores of implementation of devolution.

At 5% level of significance and 95% level of confidence, availability of resources had a 0.032 level of significance; legislation showed a 0.027 level of significance, existing systems had a 0.038 level of significance, while training showed 0.033 level of significance hence the most significant factor is empowerment.

Overall, Staff Training had the greatest effect on the implementation of devolution, followed by Availability of Resources, then Staff Training and Legislation while Existing systems had the least effect to the implementation of devolution. All the variables were significant ( $p < 0.05$ ).

## **CHAPTER FIVE**

### **SUMMARY OF FINDINGS, DISCUSSIONS, CONCLUSIONS AND RECOMMENDATIONS**

#### **5.1 Introduction**

This chapter gives the summary of the research and recommendations that can be put in place to improve service delivery to the population living in the county.

#### **5.2 Summary of findings**

There are quite a number of challenges facing the county government of Meru as has been revealed by this research.

##### **5.2.1 Availability of Resources and Devolution**

Funding is still a major issue as both the central government and other donor agencies have only provided the bare minimum of the resources to kick start the development agenda of the county. 63% of the respondents felt that the government has only given moderate funding to the counting while another 51% felt that local resources has not been adequately mobilized to ensure successful implementation of the devolution agenda. This is despite the availability of natural resources within the county that can be tapped to speed up development in the region.

##### **5.2.2 Existing Systems and Devolution**

The link between the population and the county government is not well developed. There seems to be a disconnection of the resident and the government functions as very few people understand the operation of the county government structure. 74% of the respondents felt that the system in place for channeling and linking the population with the county government as well as that between the county and national government at the top is not well developed to facilitate smooth operation and coordination of government functions.

##### **5.2.3 Legislation and Devolution**

Laws to facilitate smooth operation of the county in such areas as revenue collection, traffic laws, parking laws and more so environmental laws are yet to be properly enacted to promote investment and business in the region. 63% felt that environmental laws have not been properly enacted. Another 80% agreed that county assembly takes unnecessarily long to enact laws that

can allow smooth operation of the county government. Where such laws are being enacted it takes long for the county assembly to finish the long process that is required.

#### **5.2.4 Staff Training and Devolution**

Training programme in the county to equip the staff with the necessary knowledge to carry out their mandate is lacking. 84% of the respondents said no meaningful training has been offered to the employees to enable them acquire skills that is required for devolution to succeed. On job training has been offered only at minimum level despite the presence of many qualified colleges and experts within the county. Sponsorship for staff to gain relevant knowledge is needed to spur development in the region. Only 20% of the respondents felt that there has been some form of sponsorship to various training institutions. This could be attributed to lack of enough funding that has even hampered delivery of services to the residents. Empowerment of county staff is very critical as it encourages innovation and creativity apart from motivating the individual worker to help realize the organization objectives. 71% of the respondents felt that the staffs have not been involved adequately in decision making by the county government. Very few have been included in key committees within the county. This has led to low morale among the workers thereby affecting service delivery.

### **5.3 Discussion**

This section sought to discuss the factors that influence effective implementation of devolution with reference to the study locale; Meru County.

#### **5.3.1 Availability of Resources and Devolution**

With regard to availability of resources the study established that the availability of resources and the lack therefore does influence the effective implementation of devolution. These findings agree with those of Imendi, (2009) which show that the lack of financial resources hinder the effective implementation of devolution. As well, the study established that the national government does not fully support budgetary needs of the devolved units. The findings agree with those of a study done by Rao and Singh, (2006) that argue that there is always a conflict between devolved units and their central government on which level is to take which tax; a conflict that eventually leads to minimal financial support to the devolved units by the central government.

### **5.3.2 Existing Systems and Devolution**

The study found out that systems in the county are not effective and they do influence how devolution is implemented. It established that the procurement systems are not well set up and this affects how financial resources are utilized in the county. These findings are in line with a study done in Machakos by Wamae, (2014) which concludes that there exists a positive relationship between the existing procurement system and how devolved unit's resources are utilized. Further, the study does agree with a study in Mombasa by Alande, (2013) who argues that the non-existence of human resource management system affects the running of devolved units.

### **5.3.3 Legislation and Devolution**

On this issue, the study established that legislation both at the county assembly level and the national assembly plays a key role in the implementation of devolution. It is legislation that determines how resources are utilized, which systems are to be set up and how they are to be set up.

### **5.3.4 Staff Training and Devolution**

The study found out that the lack of staff training does influence the performance on their jobs which equally affects the running of devolved governments. Further, the study establishes that training for devolved units should be strategic and needs based. These findings agree with Myrna, (2009) who argues that Training must be strategic in that it is designed to improve the knowledge, skills and abilities of employees to help them achieve the organization's strategic plan.

Furthermore, the study established that effective running of devolved units systems relies on the competencies of the staff. Wamae, (2014) in his study on the devolved unit in Mombasa posits that there is a positive correlation between staff competencies and the management of the procurement system at the county government of Mombasa. Alande, (2013) argues that there exists a lot of skills gap in the County Governments and inherited unskilled and illiterate workforce that can never drive the devolution train to its destination.

## **5.4 Conclusions**

On training the research established that for successful implementation of devolution agenda training of staff, either on job training or sponsorship to various training institutions is paramount. Devolution comes with a lot of challenges which can only be dealt with effectively if capacity building is enhanced. Therefore the Meru county government must put up measures that promote manpower development if the county is to achieve vision 2030. On allocation of resources, the research established that unless there is adequate funding either by the county government through mobilisation of local resources, donor support or funding from the central government, devolution will remain a pipe dream for many years to come. The support from the donor community through sensitization of investment opportunities available within the county should be encouraged. It is clear from this research that availability of resources determines to greater extent the implementation of the devolution agenda.

On empowerment this research found out that implementation of devolution largely depends on the level of empowerment given to the leaders, residents as well as the county staff. Involvement of the residents in key decision making enhances good working relations and trust between the county government and the general population. Empowerment therefore directly determines how successful a county government is. On legislation this research established that counties have not enacted laws and where they have done the process takes too long to be completed. No government can carry out its functions effectively without proper laws in place to govern its operations. Enactment of traffic, business and general laws is key to devolution of public sector services in the counties. On systems that links the population with the county government, the data obtained shows existence of a poor system and structure that cannot effectively realise the county goals. The structures in place as currently constituted provide no room for involvement of ordinary citizens in determining or participating in the running of government affairs.

## **5.5 Recommendations**

The county government should enact laws that would promote mobilization of local resources and revenue collection to boost its income so as to meet the expectation of the people. Also the county assembly should expedite the time it takes to develop necessary legislation so as to encourage investment. For any organization to succeed, training of staff is a key requirement.

The county government should have a training policy and a budget to facilitate training of staff in order to equip them with the relevant knowledge to effectively offer services to the population. Relation with donors should be improved to encourage any investment in the region. External donors could help in such areas as capacity building and direct foreign investment. The county key resource areas should be clearly identified in the strategic plan of the county to make it easy for potential investors to bring investment to the county. Employment laws and policies should clearly be defined to make the electorate have confidence with the county authorities. Equal opportunities should be given to all residents regardless of gender and religion but purely on merit.

### **5.6 Suggestion for further research**

The objective of the study was to assess the challenges facing delivery of public sector services at the county level. Further study should be carried out to investigate other challenges outside the scope of this study that could be affecting delivery services in the counties in Kenya. It could also be important to find out the role of elected leaders in promoting devolution of public sector services. This is because it's the elected leaders who actually run and develop the policy to be followed in achieving the vision of the county. Their role can therefore not be wished away.

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## APPENDICES

### Appendix I: Letter Of Transmittal Of Data Collection Instruments

Martin Mutuma Kubai,  
P.O Box 120,  
Meru, Kenya.

Dear Sir/Madam

#### **RE: LETTER TO THE RESPONDENT**

I am a student at The University Nairobi pursuing a Master of Arts Degree in Project Planning and Management. As part of my course work I am supposed to submit a research project on: *Factors Influencing Effective Implementation of Devolution, A Case of Meru County, Kenya.* For the purposes of this study I would like to obtain practical exposure on gathering of data by administering a questionnaire to you.

The result of the report will be used solely for academic purposes.

Thank you

Yours faithfully,

Martin Mutuma Kubai.

L50/ 72144/2014



**APPENDIX II: QUESTIONNAIRE**

I would be glad if you could take a few minutes to complete the questionnaire. All information collected here is strictly for the purpose of analysis. No information of any individual will be disclosed in any form. Dear participants, I would like to take this opportunity to thank you for agreeing to participate in this survey. You will find a few questions included in this survey questionnaire.

**SECTION A: GENERAL**

1. (a)Gender :        Male ( ) Female ( )

(b)Your age bracket (tick where applicable)

24 yrs & below ( )

25-30yrs ( )

31-34 yrs ( )

35-40 yrs ( )

41-44 yrs ( )

45-50 yrs ( )

Over 51 yrs ( )

2) What is your highest education level? (Tick as applicable)

Primary ( )

Secondary ( )

Certificate ( )

Diploma ( )

Bachelors` degree ( )

Others (Specify).....

Years of service / working period (Tick as applicable)

Less than one year ( )

1-10 yrs ( )



10-20 yrs ( )

20-30 yrs ( )

Over 30 yrs ( )

### SECTION B DEVOLUTION

Following the recent changes provided by the new constitution, some activities must be devolved from central government to the counties. In relation to this county have the activities been devolved? (Tick as appropriate)

|      |          |          |      |           |
|------|----------|----------|------|-----------|
| 1    | 2        | 3        | 4    | 5         |
| None | Slightly | Moderate | High | Very high |

### SECTION C: AVAILABILITY OF RESOURCES

| Item   | Scale |          |          |      |           |
|--|-------|----------|----------|------|-----------|
|  | None  | Slightly | Moderate | High | Very high |
| Availability of natural resources                                  |       |          |          |      |           |
| Mobilization of resources locally                                  |       |          |          |      |           |
| Provision of resources for budget supporting by central government |       |          |          |      |           |
| Injection of resources by donors e.g. grants , loans               |       |          |          |      |           |
| Donation by profit organizations in the country                    |       |          |          |      |           |

In general the county programmes are adequately funded (Tick where applicable)

|                 |          |         |       |                |
|-----------------|----------|---------|-------|----------------|
| Strong disagree | Disagree | Neither | Agree | Strongly agree |
|                 |          |         |       |                |

**SECTION E: EXISTING SYSTEMS**

There is a clearly structured system in this county for:

| Item   | Scale             |          |         |       |                |
|--|-------------------|----------|---------|-------|----------------|
|  | Strongly disagree | Disagree | Neither | Agree | Strongly agree |
| Linking the county with the national government                            |                   |          |         |       |                |
| Channeling resources to all sub counties                                   |                   |          |         |       |                |
| Posting staff  |                   |          |         |       |                |
| Delivering services  |                   |          |         |       |                |
| Procurement of needed resources for all the sub counties                   |                   |          |         |       |                |
| Connecting the county government with the members of the county population |                   |          |         |       |                |

**SECTION D: LEGISLATION**

| Item                     | Scale |          |          |      |           |
|--------------------------|-------|----------|----------|------|-----------|
|                          | None  | Slightly | Moderate | High | Very high |
| Levying local taxes      |       |          |          |      |           |
| Traffic control          |       |          |          |      |           |
| Business lincences       |       |          |          |      |           |
| Town parking             |       |          |          |      |           |
| Environmental protection |       |          |          |      |           |

In general,

| Item                                     | Scale             |          |         |       |                |
|--|-------------------|----------|---------|-------|----------------|
|  | Strongly disagree | Disagree | Neither | Agree | Strongly agree |
| The county assembly is fully operational |                   |          |         |       |                |
| Take short time to enact laws            |                   |          |         |       |                |

## SECTION F: STAFF TRAINING

The county government has Staff Training Programme

| Item  | Scale |          |          |      |           |
|---|-------|----------|----------|------|-----------|
|   | None  | Slightly | Moderate | High | Very high |
| Initiated training exercise                                   |       |          |          |      |           |
| Occasionally sponsored staff for relevant training programmes |       |          |          |      |           |
| Offered on the job training on a continuous basis             |       |          |          |      |           |