IMPLEMENTATION OF DEVOLUTION AS A SYSTEM OF GOVERNANCE IN KENYA: A CASE OF KAJIADO COUNTY

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DECLARATION

This proposal is my original work and has not been presented for a degree in any other university

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ABSTRACT

New systems and institutions must experience challenges as they take root and especially if they have been tried before and failed, there is need to study these systems. The purpose of this study to identify the challenges facing the implementation of the devolved system of government in Kenya with particular reference to Kajiado County. The specific objectives of the study include establishing the effect of human resource capacity, resource allocation, accountability and strategic management of county resources on devolved system of government descriptive research design was used by the study. Both primary and secondary data was collected and analyzed using descriptive and inferential statistics. The study established that the county is faced by lack of training and development opportunities for staff which affect the implementation of devolution as a system of governance; the county faces the challenge of defining county strategic goals or objectives and the resources required to achieve those goals, facilitating effective equitable allocation of resources for various purposes and in ensuring that the allocated resources are efficiently utilized; adhering to the highest financial probity, complying with the various regulation and policies of the central government, submitting itself to oversight by other constitutional mandated oversight bodies and in adhering to the highest ethical consideration in its operations and that county governments face the challenge of strategically facilitating the coordination of organization functions; facilitating the development of necessary managerial capabilities that each departmental functions require to meet both departmental and organizational objectives. The study recommends that the county governments need to undertake the process of staff rationalization and redeployment so as to reduce overlap and redundancy at the county; allocate and manage resources by optimizing some objective function such as minimizing cost function, cost performance function and meeting objectives; policy based resource allocation and dynamically allocate resources to high priority areas; ensure the implementation of a clear roles, responsibilities and accountabilities and that decision making focuses on efficiency and effectiveness of the county operations in both the short and long term and that the county governments need to focus on the design of work practices management style; and the process for selection, socialization, and development of human capital.
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DEDICATION

This research is dedicated to my children Randy Perianto Sinkeet, Shyne Sinet Solonka and Ian Koileken Solonka
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ABBREVIATIONS AND ACRONYMS

CRA  Commission on Revenue Allocation
GoK  Government of Kenya
ILO  International Labor Organization
MCAs Members of County Assembly
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DEFINITION OF OPERATIONAL TERMS

Decentralization
A process through which powers; functions, responsibilities and resources are transferred from central to local Governments and/or to other decentralized entities (Kauzya, 2005).

Devolution
Devolution is defined as transfer or allocation of authority from a central government to regional governments or particular interests (East Africa Centre for Law and Justice, 2011).

Government
Refers to the set of political systems and institutions that make up the organization of a specific government. States are served by a continuous succession of different governments (Flint & Taylor, 2007)
1.1 Background to the Study

Devolution involves the transfer of functions, resources and power to sub-national levels. These levels, for example local Government assumes full responsibility and accountability for the specified functions (Omari, Kaburi & Sewe. 2012). Devolved governance contributes positively to the processes of citizen participation and management which is effective, responsive and accountable to the stakeholders. This is because devolved governance policies enable citizens to take part in the decisions that affect their livelihoods, allows experimentation and innovation and has better response to citizen preferences, and county government control enhances policy making (Winchester & Storey, 2008). Among the more prominent arguments for devolved system of governance is the issue of efficiency: devolved governance is more than ever regarded as a means of achieving greater efficiency in a globalized environment (O’Brien, Pike & Tomaney, 2003). The greater the degree of autonomy, the stronger the scope for enhanced efficiency in public spending leads to efficient public service delivery (Winchester & Storey, 2008).

According to Osburne and Gables (1992) equalization of resources and efficiency through devolution’ argument has been at the heart of most devolution proponents discourses. In fact Ronald Reagan resorted to it in his ‘new federalism’ initiative as a way to justify transfers of powers to the states (Staeheli, Janet & Collin, 1997). This argument can be justified by various devolved systems; for instance Los Angeles County comprises of 88 cities within the state of California. This county has succeeded through federalism and has had various benefits which has led to development of complex rail roads in the country that helped to open up areas as nurture entrepreneurship development of the Hollywood film industry (Donahue 1997). The Northern Italian Leagues have founded their devolutionary discourse on the inefficiency of the Italian central government (Giordano 2000), as is increasingly the case with nationalist and regionalist parties in Spain (Keating 2001) or even, to a lesser extent, with the Zapatista movement in Mexico (Morton 2002). The UK government is making use of the supposed
greater economic efficiency of devolution as the main justification of a possible devolution to the English regions (Morgan 2002).

South Africa has a devolved system of government having regional governments headed by a premier. The national government retains supervisory and oversight roles. It is considered the economic hub of South Africa which contributes heavily in the financial, manufacturing, transport and telecommunication. Nigeria runs a federal system divided into thirty regional states headed by executive governors, regional assemblies and government. This country has had many governments and coups inspired by unequal use of their natural resources (Linder 1990). Among the most notable successful devolution initiatives are the United States of America, with two centuries of experience, and India, with 60 years’ experience, the Ethiopian constitution of 1994, which has a provision for secession that only its former province of Eritrea ever exploited. Among the most notable global devolution failures is that of the former Union of Soviet Socialist Republics where the 1980s political liberalization (glasnost and perestroika) opened a Pandora’s box of ethnic grievances, resulting in the breakup of the union first into 13 separate countries, some of which subsequently divided up further (O’Brien, Pike & Tomaney, 2003).

The Kenyan constitution 2010 opened a new window of change of moving from the central governance to the devolved government. The Government thereafter committed itself to rapid transfer of devolved functions to the counties. This position marked by an allocation of funding to counties and phased transfer of functions. Now devolved governments are in charge of the new local administrations to oversee functions such as agriculture, health facilities, sanitation, transport and trade licences, as well as the responsibility to generate revenue for the county. The national government remains in charge of education, security, foreign policy, and national economic policy and planning (Omari, Kaburi & Sewe, 2012).

The devolved system of governance faces a number of challenges such as: the governors having overarching responsibilities across sectors as a consequence of transfer of functions from the national government implying that they should rely on dedicated staff., however many county governments, if not all, lack the capacity to absorb all such
functions and accompanying powers for now because of the scarcity of trained and experienced manpower to adequately cater for the 47 counties. A rushed transition could set up counties to fail by giving them responsibilities before they have the capacity to carry them out as counties start from very different positions.

The devolved system has pushed the need for rational resource allocation down through the administrative chain to the point at which services are delivered. This has forced managers at every level to focus on best way to allocate these resources to the various functions, projects and administrative units within the counties. The allocations of resources need to take into consideration government's objectives, to prudently manage the risks and to become more responsive to the requirements of the recipients of their services (Mwenda, 2010). Given the dynamic environment, competitiveness, resource constraints and the bureaucratic process characteristic of most county governments, leaders are constrained to manage county resources strategically by focusing to the future at the same time linking the institution to its environment. This implies that county managers go beyond performance of routine management tasks and consider in a systematic way a long-term county vision, government institution, resources and the environment over a long period (De Toni & Tonchia, 2003).

1.1.2 Overview of Devolution in Kenya

On March 4, a significant control and executive decision-making was devolved to local administrations. The challenge then was on the ability of the devolved structure to stem the country's widening inequalities, the provision of education, health, infrastructure, water and other crucial services, across the counties as well as to fight poverty (Omari, Kaburi & Sewe, 2012). A report by the World Bank (2012) showed that Kenya's poverty levels have oscillated between 44 and 46 per cent over the past six years. However, this represents an improvement from 12 years ago when the poverty level stood at 56 per cent before falling to 46 per cent in 2005. Experts warned it will take time for Kenyans to understand how the new government will work, and without skillful management both at national and county levels, the central promise of the country's new Constitution could end up being stillborn (Mulwa & Wekhuyi, 2010).
Kenya’s devolution project is particularly ambitious as it is one of few in the world that shifts power from the centre to entirely new local administrations set up from scratch. Previously, the country was divided into eight provinces and over 100 districts, but executive power was largely vested in the central government headquartered in Nairobi. Now, 47 governors with their respective county assemblies will be in charge of the new local administrations to oversee functions such as agriculture, health facilities, sanitation, transport and trade licences, as well as the responsibility to generate revenue for the county likely to be in the form of various taxes (Mwenda, 2010a). The national government remains in charge of education, security, foreign policy, and national economic policy and planning (Mwenda, 2010).

The Commission on Revenue Allocation (CRA) has drafted a formula of sharing funds under the Equalisation Fund provided for in the Constitution to boost development in marginalised areas. A schedule CRA released on February 29 showed less than a third of the 47 counties will benefit from the Ksh3 billion ($35.29 million) Equalisation Fund with Turkana taking the largest share in the next three years. CRA said it considered its own internal survey of how counties were marginalised, came up with a County Development Index and analysed historical injustices to arrive at the 14 counties that would draw from the fund (Omari, Kaburi & Sewe, 2012).

1.2 Statement of the Problem

The recent wave of devolutionary initiatives across the world has been in part fueled by an important change in the devolutionist discourse. Whilst the traditional discourse heavily relied on issues of national or regional identity, such as ethnicity, language, religion, culture, or history, the ‘new regionalism’ is increasingly based on functional demands (Tomaney 2002). Devolution is more than ever regarded as a means of achieving greater efficiency in a globalized environment hence the greater the degree of autonomy, the stronger the scope for enhanced efficiency and performance. devolution and the decentralization is not only seen as a way to preserve and promote regional identity and culture, but also as a step towards achieving economic change, contributing
to the growing perception that devolution brings about an ‘economic dividend’ (Morgan 2002).

Counties in Kenya now face a challenge in capacity building, accountability, resource mobilization and utilization and even where the resources are available allocation has proved to be critical (Omari, et al, 2012). Hence there have been poor resource allocation decisions with much of the resources being wasted or remaining unutilized (Mwenda, 2010a). Unfortunately county institutions have been slower to respond. This is due to the financial constraints and the bureaucratic process characteristic of most of these institutions. However, a new approach, which incorporates strategic allocation of resources, is necessary for most of these county government institution may it be at so as to achieve improved performance and overall service quality. Metter (2000), Soss, Schrame, Vanitarian and O Brian (2001) and Winston (2002) also contend that little is currently known about ramification of the devolution of policy making power by an upper level of government (authorizes) to a lower level of government (The recipient). This problem is even worse because there is little that is known particularly with regard to second order devolution (The transfer of power from the county government to sub country and other lower levels Kipkorir (2009).

A number of authors have discussed devolved system of government, for instance Rodríguez-Pose and Bwire (2003) assesses the horizontal link between devolution and regional economic growth in six national contexts and established that contrary to the expectations of devolutionists, the degree of devolution is in most cases irrelevant for economic growth and, when it matters it is linked to lower rather than greater economic efficiency. While Omari, Kaburi and Sewe (2012) focused on structural adjustment through devolution in Kenya and found out that that in most government departments’ officers were not aware of how to approach the change that has been as a result of devolution. Najeebullah and Kundi (2011) sought to establish the relationship between devolution and political accountability and established that citizen’s participation in election is unequivocally greater after devolution and the transparency level of the system is not up to the mark. Although much has been written about devolution, less has been documented on the many issues raised by the adoption of devolved system of governance
especially on the challenges currently facing devolved system of governance. It is within this context that this study seeks to investigate the challenges facing the implementation of devolution as a system of governance in Kenya.

1.3 Objectives of the Study

The main purpose of this study is to investigate challenges facing the implementation of devolution as a system of governance in Kenya. A case of Kajiado County

1.3.1 Specific Objectives

The following specific objectives will guide the study

i) To investigate the challenge of human resources capacity on the devolved system of Governance in Kajiado County

ii) To investigate the challenge of resource allocation on the devolved system of Governance in Kajiado County

iii) To explore the challenge of accountability on the devolved system of Governance in Kajiado County

iv) To identify the challenge of strategic management of resources in the devolved system of Governance in Kajiado County

1.4 Research Questions

i) What are the effects of the challenge of human resources capacity on the devolved system of Governance in Kajiado County?

ii) To what extent does resource allocation challenge affect devolved system of Governance in Kajiado County?

iii) How does accountability challenge affect devolved system of Governance in Kajiado County?

iv) How does the challenge of strategic management of resources affect the devolved system of Governance in Kajiado County?
1.5 Assumptions

i) The study assumes that the implementation of the devolution will continue to in the country

ii) The study assumes that the study respondents will answer questions in the study instrument honestly, however anonymity and confidentiality of the study participants will be preserved and that the respondents may withdraw from the study at any time and with no ramifications.

1.6 Significance of the Study

The findings of this study would be of benefit to Kajiado County leaders as it will be able to indicate the challenges facing the county and facilitate them to take necessary action to address the challenges facing the count. The study will also be of value to other counties as they will be able to identify the challenges that are affecting the smooth implementation of devolved governance in their respective counties and take appropriate action aimed at ensuring the smooth implementation of devolved system of governance.

The study findings will be of importance to central government as it will furnish it with crucial information that can lead to formulation of policies, rules, regulations and goals to facilitate the implementation of devolved system of governance. The study will make theoretical, practical and methodological contributions aimed at extending existing knowledge in strategic management. Academia and business researchers may also borrow from the findings of this research to support literary citations as well as develop themes for further research.

1.7 Scope and Limitation of the Study

The study was limited to investigating the challenges facing the implementation of devolution as a system of governance in Kenya with particular reference to Kajiado County. The geographical scope of the study will be limited to Kajiado County. The research study focused on the study variables of human resource capacity, resource
allocation, accountability and strategic management of county resources. The research study covered the period between 2013 - 2014.
CHAPTER TWO: LITERATURE REVIEW

2.1 Introduction

In this chapter, literature, which is related to and consistent with the objectives of the study, is reviewed. Important theoretical and practical problems are brought out; relevant literature on the aspects pertaining to the challenges facing the implementation of devolution as a system of governance in Kenya.

2.2 Decentralization Theory

Decentralization theory will underpin the study as they are relevant and provide the background to the study variables and aspects related to and to be addressed by the study especially the challenges affecting the devolved system of Governance in Kenya.

Devolution is understood from the broader concept of decentralization. Decentralization Theory relies on Richard Musgrave’s (1959), Wallace Oates (1972) notion on “Fiscal federalism” which contends that the Central Government should have the basic responsibility for the macroeconomic stabilization function and income redistribution in the form of assistance to the poor. According to Musgrave, there are three economic functions that should be assigned to the Government: stabilization, distribution and allocation (1989). In public finance theory, the stabilization function is assigned to the Central Government.

According to Oates (1991), the distribution task should be the responsibility of the central or sub-central levels of Government. Furthermore, allocation function, the provision of public goods and services is best placed with local Government organs. Oates (1991) formulated the decentralization theorem which confirms the inefficiency of uniform service provision by central Government. He argues that if there are no economies of scale from centralized provision, welfare can be maximized by diversifying services in accordance with local needs. Therefore, decentralized levels of Government have their raison d’être in the provision of goods and services whose consumption is limited to their own jurisdictions. Tailoring outputs of such goods and services to the particular
preferences and circumstances of their constituencies, decentralized provision increases economic welfare above that which results from the more uniform level of such services that are likely under national provision.

From the foregoing, decentralization is regarded as a process through which powers; functions, responsibilities and resources are transferred from central to local Governments and/or to other decentralized entities (Kauzya, 2005). It is a mechanism for bringing Government closer to the governed and helps to improve public administration by empowering counties to be the planning and decision-making bodies and thereby enhancing the capacity of Government to achieve local participation.

Organizational theorists such as Rondinelli (1981) and Faltas (1982) view devolution as decentralization and describe the decentralization model as an administrative design which serves to achieve the goals and objectives of the organisation. Devolution is thus conceptualized as a means to attain particular ends. Rondinelli (1981) argues that as an administrative strategy, devolution is best viewed as the extension of the arms of central authorities, through which the centre establishes the administrative field units at the locus of action. However such practice only deconcentrates administrative responsibilities and thus continues to maintain centralised decision-making power. The institution of administrative units and officers only serves to implement at the provincial and local (village) levels policy-decisions which are made by authorities and officers at the central level. Rondinelli (1981) further contends that the decentralization model thus implies that legislative and legal powers belong to the central authorities; and that these powers could only be delegated to provincial authorities which are mainly either autonomous or semi-autonomous bodies. It suggests that these powers could only be exercised in line with the policies, procedures and general guidelines as laid down by the national authorities and their agencies.

In contrast, the social democratic model demands a real shift in power to the people in the making of the decisions that affect their lives. The social democratic view is based on recognition of the potential for cooperation all human beings have (Rizvi, 1993). The social democratic model of devolution thus proposes the widest possible opportunities for
people to engage in the processes of decision-making. It suggests that new structures of participation are needed to give people the power to have a real say in the matters that affect their lives. Devolution is thus assumed to be necessary to ensure the creation of caring participatory communities based on democratic values, and social relationships that are personal and reciprocal (Rizvi, 1993).

The market view of devolution is about the rights, protection and security, of individuals. It is based on the assumption that the notion of the individual person is of paramount importance. This model (Chubb & Moe, 1990) advocates the right of individuals to make decisions about issues which affect their lives. It is thought that individuals know best what they want and therefore should decide their own destiny without, or with limited interference from, the State. Individuals are responsible for controlling their lives and accountable for their own actions. This is because there is so much bureaucratic red-tape and dominance by the bureaucracy which has limited individuals' choices and participation in decision-making.

2.2.1 Devolved Governance

The shift from centralized regulation to decentralized system of Governance is a defining event in Kenya governance system. Devolved governance compels managers to move from a passive compliance mentality to an active management mentality. The contractual emphasis in the devolution model pushes the need for intelligent decisions on resource allocation down through the administrative chain to the point at which services are delivered (Mwenda, 2010). This forces managers at every level to focus on the Government's objectives, to manage the risks to those and to become more responsive to the requirements of the recipients of their services. Freedom of information legislation, introduced prior to the reforms, was instrumental in changing attitudes to the value of information, and in improving the volume and quality of information about government. Decisions at all levels are now based on better information, better budgeting processes and a longer time frame (Mulwa, & Wekhuyi, 2010).

The process of clarifying objectives and then demanding good quality information on their achievement illuminates what public servants actually do and assist decisions
around resource allocation, notably during a period in which government is being reduced in size. However, there are limits to the gains to be had through specification and monitoring. While the devolution reforms made government more manageable, they did not in themselves ensure that decisions affecting the longer-run interests of government as a whole were properly balanced against the particular interests of the component parts (World Bank 2012). The devolved management system tends to obscure the fact that government is a single enterprise, which should be unified around commonalties of purpose, behaviour, management standards and reputation. The trigger for a strategic approach to managing government is the realisation that effective public governance now requires the capacity to design and execute long-term solutions to complex problems, often with fuzzy boundaries and both international and inter-generational consequences (Mc Cathy et al., 2010)

2.2.2 Challenge of Human Resources Capacity in the Implementation of Devolution

Devolution is hinged on the desire for locals to set their own economic, political and social agenda and to move away from the bureaucratic processes of the Central governments. However the success of this depends on the various key functions of Human resource management namely training and development, performance management, recruitment and selection, change management and human resource planning (World Bank, 2012). Indeed training and development has a direct relationship with effectiveness of the devolution of counties in Kenya. When the county Executive and Assembly are well trained and thoroughly developed they will deliver the agenda of their respective County Governments and hence there exists this kind of relationship (Mulwa & Wekhuyi, 2010).

However, counties have less professional cadres as compared to support staff at a ratio of one professional to four support staff at best (O’Brien, Pike & Tomaney, 2003). Notwithstanding, attitudinal challenges among staff, counties have un-standardized remuneration policies, lack of training opportunities, performance management mechanisms among others which hinder effective human resources performance at the county levels (Mwenda, 2010). The county governments need to undertake the process
of staff rationalization and redeployment so as to reduce overlap and redundancy at the county. Level is necessary in order to attain lean public services characterized by the ability to deliver in an efficient and effective manner. Counties must therefore adopt performance management systems by which standards are established and recognized, outcomes and performance are measured and reward schemes institutionalized. They should further create conducive environment that would encourage entrepreneurship and investment through creativity and innovation in order to increase economic output and create more jobs within the counties (Mulwa & Wekhuyi, 2010).

Every member of the County Government requires to be subjected to a performance Management process to establish how well they are achieving their pre-set performance standards and it's through this only that the County governments can hold their employees accountable and question their preparedness in delivering on their key performance indicators hence there is a relationship between performance management and devolution (Mwenda, 2010a). For the County governments to have it right and deliver their agenda they need to have in place the right people at the beginning and ensure its staff are employed based on their various competencies and not any other considerations if the devolution train has to reach its destination. To effectively run the Counties there is need to have very clear human resource policies that are also in line with the various labour legislations, ILO standards and Kenyan Constitution for the success of the devolution (Omari, Kaburi, & Sewe, 2012).

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. 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. Lack of clear policies on the various aspects of Human resource management in Counties negatively affect decision making and results in incidences of inconsistencies and unfairness in handling staff issues. Most of the County officers lack training both Technical and experiential since most of them have been brought on board as politically correct individuals hence it becomes hard to apprehend them in the event of
failure to perform. If the recruitment process is wrong then there becomes a big problem in managing them daily to make them have any contribution. (Mwenda, 2010).

Hiring of County staff should be clear, transparent and meritorious and issues of nepotism, tribalism and other considerations during the recruitment and selection process should be avoided. A fully empowered Human Resource Department is necessary to ensure the people management are done competently and the delinking of the political wing of the management of the Counties from the Human Resource Department. Have in place Clear and simple Human resource Policies and procedures to handle the issues of Human resources and this will ensure efficiency, fairness and industrial harmony. The policies should govern the recruitment and selection of staff, Training and development, Remuneration, Employee relations among other human resource management issues (Omari, Kaburi, & Sewe, 2012).

The Human resource management departments in the various counties should take a lead in managing the change that is devolution. The county budgetary teams need to allocate a big chunk of the budget in building the capacity of the people to carry out the affairs of the counties rather than allocating bigger budgets to the purchasing of luxurious limousines for the top county officials. Training and development needs to be administered to every staff and a good allocation to this in the county budget are necessary. Staff training must also focus on the roles of county government, relations with the national government and the customer service in delivering services to the county residents. (World Bank, 2012)

2.2.3 Challenge of Allocation of Resources and Implementation of Devolution

Resources include revenues, human resources, equipment, materials, and corporate information. Resources consist of physical and virtual resources (Winchester & Storey, 2008). County government faces constraints over resources which further exacerbated by uncertain environments in which they operate in. Hence this requires effective and efficient allocation of the available resources. The complexity of finding an optimum resource allocation is exponential in devolved governments. Since resource demand and
supply can be dynamic and uncertain, various strategies for resource allocation are essential (World Bank, 2012). The request for resources is described through a set of parameters detailing the processing and needs. Provisioning satisfies the request by mapping resources to physical ones. The physical resources are shared across multiple requests through provisioning based on set criteria by devolved units (Staeheli, Janet & Collin, 1997).

The process of clarifying objectives and then demanding good quality information on their achievement illuminated what county leaders actually do and assisted decisions around resource allocation (Staeheli, Janet & Collin, 1997). While the devolved system of Governance made government more manageable, they did not in themselves ensure that decisions affecting the longer-run interests of government as a whole are properly balanced against the available resources. The devolved system tends to illuminate the fact that government is a single enterprise, which should be unified around commonalties of purpose, behaviour, management standards and reputation which are all determined by efficient resource allocation (O’Brien, Pike & Tomaney, 2003).

The devolved system has pushed the need for rational resource allocation down through the administrative chain to the point at which services are delivered. This has forced managers at every level to focus on the Government's objectives, to prudently manage the risks and to become more responsive to the requirements of the recipients of their services (Mulwa & Wekhuyi, 2010). Kenya’s devolution project is particularly ambitious as it is one of few in the world that shifts power from the centre to entirely new local administrations set up from scratch. Previously, the country was divided into eight provinces and over 100 districts, but executive power was largely vested in the central government. Now devolved governments are in charge of the new local administrations to oversee functions such as agriculture, health facilities, sanitation, transport and trade licences, as well as the responsibility to generate revenue for the county. The national government remains in charge of education, security, foreign policy, and national economic policy and planning (Mwenda, 2010a).
Even though the devolved unit may possess reliable resources, it experiences challenges in allocating and managing resources dynamically across the most areas of the county. Devolved government units allocation of resources may lead to an under-provisioning of resources (Mulwa & Wekhuyi, 2010). To overcome the above mentioned discrepancies, inputs needed from both allocators of resources and users for resource allocation strategies.

Devolved units may allocate and manage resources by optimizing some objective function such as minimizing cost function, cost performance function and meeting objectives (Coen & Maritan, 2010). The objective function is defined as utility resources which are selected based on measures of response time, number of targets met and profit (Poister, 2002a). Results-based approach, where it is first decided what should be done, then cost implications and resource requirements to achieve the agreed objectives are derived (Poister, 2002b).

One of the resource allocation strategies in multi-cluster environment is policy based resource allocation. The most-fit policy allocates resources to clusters, which produces higher distribution, leading to the most number of immediate subsequent job allocations. Most-fit policy has higher time complexities but the time overheads are negligible compared to the system long time operation (Murphy & Paolo, 2007). There are some agencies that dynamically allocate resources to meet objectives by first allocating requests to high priority applications. Given the limited resources available to national, state, and local governments and agencies, policy- and decision-makers require a method for prioritizing the risks faced by society and selecting the most appropriate mitigation strategy. Prioritisation should also take into account the public sector’s capability; in terms of both the financial and human resources at is disposal.

2.2.4 Challenge of Strategic Management of Devolved Resources

The general mood of the public has been that county managers must do more with less the situation that requires strategic thinking in order to ‘reduce wastes (Bana & Shitindi, 2009). The county’s strategic management has its ultimate objective in the development
of its corporate values, managerial capabilities, institutional responsibilities and operational decision making at all hierarchical levels and across all operational and functional lines of authority while taking into consideration the internal and external environmental factors (Wechsler & Berry, 2000). Referring to the US context, Berry (2001) noted that widespread recession of the early 1990s precipitated the need to ‘hold down the size of the government’ thereby forcing political leaders to initiate public sector reform process that takes strategic management to its heart.

Managing strategically implies looking to the future as well as trying to link a county to its environment (Bana & Shitindi, 2009). As Hughes (2003) insists strategic management goes beyond routine management tasks and consider in a systematic way a long-term county mission and vision. The use of strategic management is triggered by the desire to control expenditure via enhanced efficiency, to set a clear mission and direction; a desire to emulate good governance practice and fiscal discipline and the need resolve competing pressure to allocate resources (Berry 2001).

Strategic management consists of three interrelated component processes: Strategic planning to determine institutional goals, objectives and implementation strategies, Resources management to configure and allocate resources among competing functions and needs and control and evaluation to ensure the implementation of the strategies are in accordance to the set development and operational objectives (Stewart, 2004)

The application of strategic management to devolution may increase the operational efficiency, service delivery and in the initiation and implementation of public projects rate by county governments (Winchester & Storey, 2008). On the basis of the information received through analysis of internal and external environment county managers can making a maximum use of the available resources (Halachmi, 2000).

By county managers involving officers and employees in strategic implementation it becomes an important training process for them (Matheson, Scanlan & Tanner, 2004). By this there is a notable increase in efficiency of employees and they get inspiration to work more, while county managers are able to identify the capability and weaknesses of
employees and resources so as to take the necessary steps to improve them, the employees become more alert about their own performance and the county activity (O'Brien, Pike & Tomaney, 2003).

In devolved government, one of the greatest benefits arising from the adoption of a strategic approach to decision-making is the premium it places on identifying and strengthening core competence. Government's essential competence lies in its ability to: make quality long-term decisions; create and distribute knowledge; implement decisions effectively; and mediate amongst competing interests. Other benefits include: strategic co-ordination of function, better information sharing about the intentions and impact of the county government, strategic alignment, commitment to collective interests, future capability and long-run cost effectiveness and cohesion within the county government (De Toni & Tonchia, 2003).

In order to enhance strategic management the county governments need to focus on the design of work practices management style; and the process for selection, socialization, and development of human capital (Bana & Shitindi, 2009). The institution structure needs to focus not only on the fit between the institutions and its environment, but also on the harmony among constituent design elements. The structure should be fluid and flexible, creating an agile institution that is responsive to changes in the market and to stakeholders' customers and employees. As companies gain equal access to capital and as many technologies mature and become widespread, institutions gain a competitive advantage primarily from their ability to deploy and leverage the efforts of the people in the institution (Beryy, 2001).

2.2.5 The Challenge of Accountability in the Implementation of Devolution

Accountability is defined as holding agents to account for meeting standards and expectations of various principals including executives, legislatures, various publics – for the use of financial resources, compliance in meeting legal obligations, efficiency of operations and effectiveness in achieving results and goals. Ideally, accountability systems should provide for transparent reporting of these issues, identification of causes
these representatives are strongly downwardly accountable to the rest of the community governance system of local government, focusing on four core principles: enhancing local democracy; serving the customer better; developing efficiency; and providing proper resources (Mwenda, 2010).

The government collectively, and individual ministers as heads of departments, hold a pivotal position in terms of specifying the performance expected of government departments, offices and agencies and in terms of reporting back on performance to the respective constitutional mandate body. Within government departments, secretaries general now have delegated responsibility for managing their departments, and they in turn can assign specific responsibilities to managers at other levels. Heads of offices similarly have delegated responsibilities. In return for this delegation, civil servants are now more directly accountable for their actions. Thus while ministers must carry the ultimate political accountability for the actions of the civil and public service, secretaries general and heads of offices now have specific accountability for the running of their organisations. Below them, civil servants may have specified accountabilities associated with their specific areas of responsibility.

In order to enhance open and transparent governance, it is essential that there is a free flow of information between Government and those it serves. An open culture with a free flow of information between Government and citizen is essential if confidence is to be maintained in the institutions of State. The county management must ensure implementation of fundamental business processes to provide access to timely, comprehensive, in an agreed format, relevant and reliable financial and operational (non-financial) information.

The accountability of public expenditure is a key plank in moving towards a more responsive and publicly aware system of local government accountability. The visibility of the use of public money is the primary manifestation of the decision making process and prioritisation of local Councils, and should therefore be a priority for public release. By releasing financial information into the public domain, Councils are arguably uncovering the most important component of the lack of transparency. At first there are
likely to be a number of issues regarding data quality and depth. Translating technical data into something which means something to local residents is also likely to be a significant challenge, and both innovative technologies and better financial accounting methods will begin to address some of these issues.

The visibility of political leadership and their decisions is also a key component of political accountability. This lies at the heart of enhancing representative democracy, by ensuring that local MCAs represent the wishes and demands placed on them by local residents. Increased visibility, representing the concerns of local people and being seen to make a difference are the most important factors which form the basis for increasing the accountability of MCAs. This is something that MCAs themselves must address. However, Councils can support MCAs through initiatives such as devolved ward budgets, or through increased powers to committees, which many MCAs sit on.

The main concern about increased levels of public visibility of elected officials is that it can encourage voting and decision making behaviour based on purely populist grounds. This populism can be fuelled by the national media and unwarranted concerns for, for example, things like ‘postcode lotteries’. There are also concerns that increased attention on local MCAs would prevent people wanting to be MCAs, especially when the remuneration for their work is often perceived as insufficient for the work that they do. Public visibility at the local level could actually be seen as an opportunity to engage in a dialogue with local residents about some of these entrenched views, and begin to question the current way of doing things. Ultimately this may begin to allow counties to do things in different and more interesting ways.

There is a clear case to improve the level of accountability of local representatives over anything from remuneration claims to their voting and attendance record. Again, there are some questions about the level of data and bureaucracy, and there are also questions over the applicability of a standard template between areas. The most sensible starting point is for counties to begin to release all information relevant to the work of MCAs including attendance record, beliefs, vision, declared interests and committees.
Involving residents in the development of long term plans and visions can lead to greater levels of political accountability. There are many ways in which counties can get their residents more directly involved in the daily activities of their wards. This may involve more traditional methods such as surveys and other more innovative methods such as deliberative mapping, participatory appraisals, role plays, stakeholder decision analysis, to mention just a few arguably, it is the issues which matter most to local people which are likely to get more people interested in local affairs, and hence increase local accountability.

According to Melese et al. (2004) a key element of good governance is the requirement for the management to achieve legal and ethical compliance. It’s commonly acknowledged that at the base of good governance is a predictable, equitable, effective, and efficient legal system. However, the regulatory systems are uncoordinated, very fragmented, and is spread under different legislation thus creating a lot of conflict and overlaps in the management of the county. In addition the government regulatory agencies are not well resourced to enforce the existing regulations; thus are lax in enforcing laws, guidelines and standards that govern the quality of healthcare services in the country. The sanctions for noncompliance to the existing laws, standards and regulations are inadequate and not sufficiently deterrent to potential offenders. This encourages contravention of the laws since the penal consequences are not stiff and there is a high probability of evading punishment due to corruption within the enforcement machinery (Mwenda, 2010). The sanctions for noncompliance to the existing laws, standards and regulations are inadequate and not sufficiently deterrent to potential offenders. This encourages contravention of the laws since the penal consequences are not stiff and there is a high probability of evading punishment due to corruption within the enforcement machinery. Thus, achieving complete compliance with the disclosure mandates would be a herculean task within the counties (Omari, Kaburi & Sewe, 2012)

Effective and efficient management of public resources is an issue of concern in many countries. Melese et al. (2004) argue that public entities are increasingly being held more accountable for their performance and are therefore expected to operate efficiently and
effectively. This means that public entities have to search for ways to improve on their activities. Notable approaches include the use of performance contracts. Similarly, activity based management practices can increase transparency and efficiency when conducting government activities thereby assisting public entities achieve their objectives (Baird, 2007).

2.3 Conceptual Framework
The decentralization theory and devolution model indicates the challenges affecting the implementation of devolved system of governance. Based on the above theories the study can be conceptualized in a framework explaining the relationship between the independent variables (factors) which include, human resource capacity, resource allocation, strategic management of devolved resources and accountability and how devolved system of governance which is the dependent variables (outcomes) as shown in the schematic diagram below 2.2
Independent Variable

Challenges Facing Devolution

**Human Resource Capacity**
- Training and development,
- Performance management,
- Recruitment and selection,
- Human Resource Planning

**Resource Allocations**
- Revenues,
- Human resources,
- Equipment,
- Information

**Strategic Management of Resources**
- Objectives
- Managerial capabilities,
- Institutional responsibilities
- Operational decision making
- Functional lines of authority
- Internal & external environment

**Accountability**
- Resource allocation,
- Financial probity
- Regulation,
- Oversight

---

Dependent Variable

**Devolved System of Governance**
- Participation
- Efficiency
- Accountability
- Transparency
- Equity

**Intervening Variable**
- Political Environment
- Economic Environment

Figure 2.3: Conceptual Framework
2.4 Summary and Research Gap

The devolved system has pushed the need for intelligent decisions on resource allocation down through the administrative chain to the point at which services are delivered. This forced managers at every level to focus on the Government's objectives, to manage the risks to those and to become more responsive to the requirements of the recipients of their services. Freedom of information legislation, introduced prior to the reforms, was instrumental in changing attitudes to the value of information, and in improving the volume and quality of information about government. Decisions at all levels are now based on better information, better budgeting processes and a longer time frame.

Keraro, Gakure, Katuse, Orwa and Cheluget (2014) examined the influence of governance systems in resources development for the strategic management of the devolved public sector in Kenya. The study adopted exploratory and descriptive research design, which required in depth analysis on the role of governance systems in the strategic management of counties in Kenya. The population of the study was the forty-seven (47) counties in Kenya. Cluster and purposive sampling techniques were employed in the study. A major result of the study was that resources endowments, both natural and human play a significant and deterministic role of the level of economic growth achievable by any government. Human resource capacity, in particular, has a direct and significant impact on the strategic management of counties.

In his study Wamae (2014) examined the role of procurement function in enhancing performance in devolved government. Therefore one of the key issues is to identify the role of procurement function in enhancing performance in the newly formed county governments the key factors namely, technology, staff competency, stakeholder influence and government policy; that enhances this performance was presented. This study adopted a descriptive survey design. A descriptive research design determines and reports the way things are. The target population consisted of 800 staff working at the Machakos county government offices. The study utilized 10% of the target population which was selected using a stratified random sampling technique giving a sample size of 80 respondents. Regression models were used to examine the role of procurement function in enhancing performance in devolved government in Kenya. The study found that
jointly, the independent have a great positive influence on the performance in devolved
government.

The research study of Najeebullah and Kundi (2011) sought to establish the relationship
between devolution and political accountability in District Dera Ismail Khan. It
examines the extent of political accountability through the gates of popular participation
in elections, level of transparency in decision making process and accessibility of general
public to public information at grass roots level. The main findings of this paper were two
fold. First, citizen’s participation in election especially in local body’s election 2005 is
unequivocally greater after devolution; however the genuine voter choice is restricted by
the dominating elite class, especially in rural areas of the country where majority of the
people are uneducated and poor. Second, the transparency level of the system is not up to
the mark. The present devolution plan provides mechanisms of transparency by
declaring citizens’ right to information thereby forcing the district government to display
public information but the present study reveals limited transparency regarding the
business of local governments.

Rodriguez-Pose and Bwire (2003) assesses the horizontal link between devolution and
regional economic growth in six national contexts and established that contrary to the
expectations of devolutionists, the degree of devolution is in most cases irrelevant for
economic growth and, when it matters it is linked to lower rather than greater economic
efficiency. While Omari, Kaburi and Sewe (2012) focused on structural adjustment
through devolution in Kenya and found out that that in most government departments’
officers were not aware of how to approach the change that has been as a result of
devolution. Although much has been written about devolution, less has been documented
on the many issues raised by the adoption of devolved system of governance especially
on the challenges currently facing devolved system of governance. Although much has
been written about devolution, less has been documented on the challenges currently
facing devolved system of governance. Hence this study seeks to investigate the
challenges facing the implementation of devolution as a system of governance in Kenya.
effects of applying strategic management to devolved system of Governance in Kenya
with particular reference to Kajiado County
CHAPTER THREE: RESEARCH METHODOLOGY

3.1 Introduction
This section presents the different methods that the researcher will use to collect, analyze, present and discuss the findings of the study. This includes details on the research strategy, the different categories of respondents and how the data will be collected during fieldwork. Also the ways through which the different data sets will be analyzed and presented is discussed.

3.2 Site of the Study
Kajiado County is a county in the Rift Valley Province of Kenya. It has a Total Population of 687,312; Households and covers an area of 19600 km² (CBS, 1981). It is roughly triangular, and is bordered by the Nairobi-Mombasa railway to the north-east, the border with Tanzania to the south, and the western wall of the Rift Valley to the west. The eastern boundary is formed by the Chyulu Range and western limit of Tsavo National Park. Kajiado is divided into four ecozones: the Rift Valley, the upland Athi Kapiti Plains, the Central Hills, and the Amboseli Plains (GoK, 2012).

Research Design
The study will use a descriptive survey approach in collecting data from the respondents. Descriptive survey research portrays an accurate profile of persons, events, or account of the characteristics, for example behaviour, opinions, abilities, beliefs, and knowledge of a particular individual, situation or group (Burns and Grove 2003). The descriptive survey method was preferred because it ensured complete description of the situation, making sure that there is minimum bias in the collection of data (Kothari, 2008).

3.3 Target Population
Population is a group of people or objects from which the sample for statistical measurement is going to be taken (Mugenda & Mugenda, 2003). The target population will be drawn from the eighteen (18) department in Kajiado County and will consist of eighteen head of departments and their deputies making it a total of thirty six
respondents as indicated by the population frame availed by Kajiado country human resource department. The choice of the head of Departments and their deputies is hinged on the fact that they hold the relevant information as they are directly in charge of County operations hence have first-hand information on the challenges facing devolution

3.4 Sample size and Sampling techniques

Sampling technique is the procedure a researcher uses to gather people, places or things to study (Orodho & Kombo, 2002). And in this case it refers to the procedure the researcher uses to select the final sample to study.

The study will undertake census survey which will involve the use of the entire target population of thirty six (36) respondents consisting of departmental heads and their deputies as a sample. A census is attractive for small populations. Census eliminates sampling error and provides data on all the individuals in the population (Kothari, 2003).

3.5 Research Instruments

The study will use questionnaires to collect primary data. Questionnaires to be used in collecting data will consist of close ended questions. As an instrument of data collection questionnaires are appropriate because they are easy to analyze, and are cost effective (Streubert & Carpenter, 2003). The questionnaire will be used to capture data on dependent variable (Devolved system of governance) and independent variables (human resource capacity, resource allocation, accountability and strategic management of county resources)

3.6 Validity and Reliability of the Research Instrument

3.6.1 Validity of the Research Instrument

Validity can generally be described as "the extent to which the research findings accurately reflect the phenomena under study (Munro, 2005). The validity of research instruments determines the quality of data collected and hence that of the whole research (Bartlett, Kotrlik & Higgins, 2001). The research instrument will be discussed with the peers and then expert opinion from the supervisor will be sought.
3.6.2 Reliability of the Research Instrument

Reliability is the ability of an instrument to measure something consistently and repeatedly (Munro, 2005). The research instrument will be pre-tested on seven respondents from Kajiado County who will not be included in the final sample. The questionnaires will be administered to the group and thereafter the feedback will be obtained through debriefing them individually and comparing the results. The results of the pilot study will then be analysed using Cronbach alpha with a set lower limit of acceptability of Cronach alpha 0.6. From the responses, comments and results of the analysis, the entire questionnaire will be refined and improved to take care of the observed shortcomings if any.

3.7 Data collection Procedure

The questionnaires will be self-administered and each respondent will receive the same set of questions in exactly the same way. Self-administered method is preferred because the potential anonymity of the respondent can lead to more truthful or valid responses, it is inexpensive and allows the respondents to complete the questionnaire at a convenient time. A cover letter explaining the purpose of the study will be attached to the questionnaires.

3.8 Data Analysis and Procedure

Quantitative data, which will be collected using closed ended questions in the questionnaires, will be chronologically arranged with respect to the questionnaire outline to ensure that the correct code is entered for the correct variable. Data cleaning will then be done and tabulated. The study will use descriptive statistics to analyze demographic characteristics of the respondents, while multiple linear regression analysis will be done so as to determine the relationship between independent and dependent variables with aid of Statistical Package for Social Sciences (SPSS) Version 21.0. The regression model that will be used by the study will be:

\[ Y = a + b_1X_1 + b_2X_2 + b_3X_3 + b_4X_4 + \epsilon \]
Where; \( Y = \text{Dependent Variable (Devolution as a System of Governance)} \)

\( \alpha = \text{constant} \)

\( b_{1-4} = \text{Regression Coefficients;} \)

\( X_{1-4} = \text{Independent Variable (Human Resource Capacity;} X_2 = \text{Resource Allocation;} X_3 = \text{Accountability;} X_4 = \text{Strategic Management of County Resources}) \)

\( \varepsilon = \text{error term} \)

For the purpose of communicative effectiveness to ultimate users, findings will be presented using tabular representations.

3.9 Data Management and Ethical Considerations

Prior Informed consent will obtained from each respondent before the interview schedule is dispatched. Confidentiality of information will also be assured to the respondents and will be observed by ensuring that unauthorized persons will have no access to the data collected. The respondents will be informed of the purpose of the study and letter of introduction letter from the university will be attached to each of the questionnaires.
CHAPTER FOUR

4.0 DATA ANALYSIS AND INTERPRETATION OF RESULTS

4.1 Introduction

This chapter presents the analysis of study findings on the challenges facing the implementation of devolution as a system of governance in Kenya based on specific objectives which included the effects of human resources capacity, resource allocation, accountability and strategic management of resources on implementation of devolution as a system of governance.

4.2 Presentation of the Findings

4.2.1 Response Rate

Out of the 36 issued questionnaires, 33 questionnaires representing 91.6% of the total questionnaires distributed were returned fully completed, while 3 questionnaires were not returned representing 8.4% of the total questions distributed to the respondents. It can be inferred that the response rate was good. According to Mugenda and Mugenda (2003) a response rate of 70% and over is excellent for analysis and reporting on the opinion of the entire population.

Table 4.1: Response Rate

<table>
<thead>
<tr>
<th>Response</th>
<th>Frequency</th>
<th>Percentage %</th>
</tr>
</thead>
<tbody>
<tr>
<td>Filled in questionnaires</td>
<td>33</td>
<td>91.6</td>
</tr>
<tr>
<td>Unreturned questionnaires</td>
<td>3</td>
<td>8.4</td>
</tr>
<tr>
<td>Total</td>
<td>36</td>
<td>100</td>
</tr>
</tbody>
</table>
4.2.2 Performance Indicators of Devolved System of Governance

The study on table 4.2 below shows the personal opinions of the respondents regarding the following statements on the devolved system of governance based on the rating scale of 1-5, where 1- Strongly Agree (SA), 2- Agree (A), 3. Neutral (N), 4 Disagree (D) and 5. Strongly Disagree (SD).

<table>
<thead>
<tr>
<th>Performance Indicators</th>
<th>SA</th>
<th>A</th>
<th>N</th>
<th>D</th>
<th>SD</th>
</tr>
</thead>
<tbody>
<tr>
<td>Devolved system of governance ensures transparency of</td>
<td>F</td>
<td>7</td>
<td>19</td>
<td>3</td>
<td>2</td>
</tr>
<tr>
<td>government operations</td>
<td>%</td>
<td>21.2</td>
<td>57.6</td>
<td>9.1</td>
<td>6.1</td>
</tr>
<tr>
<td>Devolved system guarantee people participation in decision</td>
<td>F</td>
<td>6</td>
<td>15</td>
<td>4</td>
<td>6</td>
</tr>
<tr>
<td>making</td>
<td>%</td>
<td>18.2</td>
<td>45.5</td>
<td>12.1</td>
<td>18.2</td>
</tr>
<tr>
<td>Devolved system of governance ensure efficient and effective</td>
<td>F</td>
<td>9</td>
<td>11</td>
<td>8</td>
<td>3</td>
</tr>
<tr>
<td>public services delivery</td>
<td>%</td>
<td>27.3</td>
<td>33.3</td>
<td>24.2</td>
<td>9.1</td>
</tr>
<tr>
<td>Devolved system facilitates equitable distribution or</td>
<td>F</td>
<td>7</td>
<td>15</td>
<td>2</td>
<td>6</td>
</tr>
<tr>
<td>allocation of resources</td>
<td>%</td>
<td>21.2</td>
<td>45.5</td>
<td>6.1</td>
<td>18.2</td>
</tr>
</tbody>
</table>

Field Data, (2014)

According to table 4.2 above majority of the respondents agreed and strongly agreed respectively that the devolved system of governance: ensures transparency of government operations (57.6%); guarantee people participation in decision making (45.5%); ensure efficient and effective public services delivery, (33.3%) and facilitates equitable distribution or allocation of resources (45.5%).
From the study, it can be concluded that devolved system of governance ensures transparency of government operations; guarantee people participation in decision making; ensure efficient and effective public services delivery and facilitates equitable distribution or allocation of resources. The findings agree with the views of Mwenda, (2010) and Mboga (2009) that devolved system of governance pushes the need for intelligent decisions on resource allocations down through the administrative chain to the point at which services are delivered and lead to efficient provision of effective and efficient services

4.2.3 Human Resource Capacity

Human resource capacity was the first objective of the study hence its necessary to establish whether the Human resources in terms of numbers and the skill levels affect the implementation of devolved system of governance. The study analysis was based on the scale of Strongly Disagree (SD), Disagree (D), Neutral (N), Agree (A) and Strongly Agree (SA) as shown on table 4.3 below
Table 4.3 Human Resource Capacity

<table>
<thead>
<tr>
<th>Statement</th>
<th>SA</th>
<th>A</th>
<th>N</th>
<th>D</th>
<th>SD</th>
</tr>
</thead>
<tbody>
<tr>
<td>County is faced by lack of Training and development opportunities for staff</td>
<td>F</td>
<td>8</td>
<td>11</td>
<td>8</td>
<td>2</td>
</tr>
<tr>
<td></td>
<td>%</td>
<td>24.2</td>
<td>33.3</td>
<td>24.2</td>
<td>6.1</td>
</tr>
<tr>
<td>County does not have effective mechanism to manage employees performance</td>
<td>F</td>
<td>8</td>
<td>17</td>
<td>2</td>
<td>4</td>
</tr>
<tr>
<td></td>
<td>%</td>
<td>24.2</td>
<td>51.5</td>
<td>6.1</td>
<td>12.1</td>
</tr>
<tr>
<td>County has a poor Recruitment and selection structures resulting</td>
<td>F</td>
<td>10</td>
<td>19</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>%</td>
<td>30.3</td>
<td>57.6</td>
<td>3.0</td>
<td>3.0</td>
</tr>
<tr>
<td>County does not undertake human resource planning</td>
<td>F</td>
<td>7</td>
<td>18</td>
<td>3</td>
<td>2</td>
</tr>
<tr>
<td></td>
<td>%</td>
<td>21.2</td>
<td>54.5</td>
<td>9.1</td>
<td>6.1</td>
</tr>
</tbody>
</table>

Study findings shown on table 4.3 above indicate that majority of the respondents agreed and strongly agreed respectively that: the county is faced by lack of Training and development opportunities for staff hence affecting governance (33.3%); the county does not have effective mechanism to measure and manage employees performance (51.5%); the county has a poor recruitment and selection structures resulting in the recruitment of unqualified staff (57.6%); the county does not undertake human resource planning and at it ends up with skill and capacity gaps which affect the smooth operation of county government (54.5%).

It can be deduced from the findings that the county is faced by lack of training and development opportunities for staff which affect the implementation of devolution as a system of governance; that the county has a poor recruitment and selection structures resulting in the recruitment of unqualified staff, and that it does not undertake human
resource planning ending up with skill and capacity gaps which affect the smooth operation of county government; that the county does not have effective mechanism to measure and manage employees’ performance and this affect the implementation of devolution as a system of governance. These findings are in line with the findings of O’Brien, Pike, and Tomaney (2003) which established that counties have less professional cadres as compared to support staff at a ratio of one professional to four support staff at best, while Mwenda observes that lack of training opportunities, performance management mechanisms among others hinder effective human resources performance at the county levels.

4.2.4 Resource Allocation

Resource allocation was the second objective of the study and consists of finance, human resources, equipment, materials, and corporate information hence it was important to establish whether resource allocation affects the implementation of devolved system of governance. Thus Table 4.4 below sought to establish the effect of resource allocation on the implementation of devolved system of governance based on the rating scale of 1-5, where 1- Strongly Agree (SA), 2- Agree (A), 3. Neutral (N), 4 Disagree (D) and 5. Strongly Disagree (SD)
Table 4.4 Effect of Resource Allocation

<table>
<thead>
<tr>
<th>Statement</th>
<th>SA</th>
<th>A</th>
<th>N</th>
<th>D</th>
<th>SD</th>
</tr>
</thead>
<tbody>
<tr>
<td>County is not involved in the effective equitable allocation of resources</td>
<td>F</td>
<td>19</td>
<td>6</td>
<td>1</td>
<td>3</td>
</tr>
<tr>
<td></td>
<td>%</td>
<td>57.5</td>
<td>13.3</td>
<td>3.0</td>
<td>9.1</td>
</tr>
<tr>
<td>County does not effectively define county strategic objectives and required resources</td>
<td>F</td>
<td>11</td>
<td>6</td>
<td>2</td>
<td>2</td>
</tr>
<tr>
<td></td>
<td>%</td>
<td>33.3</td>
<td>48.5</td>
<td>6.1</td>
<td>6.1</td>
</tr>
<tr>
<td>County does not ensure that the allocated resources are efficiently utilized</td>
<td>F</td>
<td>9</td>
<td>20</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>%</td>
<td>27.3</td>
<td>60.6</td>
<td>3.0</td>
<td>3.0</td>
</tr>
<tr>
<td>County has not effectively reviewed allocated resources so as to identify gaps</td>
<td>F</td>
<td>10</td>
<td>17</td>
<td>2</td>
<td>2</td>
</tr>
<tr>
<td></td>
<td>%</td>
<td>30.3</td>
<td>51.5</td>
<td>6.1</td>
<td>6.1</td>
</tr>
<tr>
<td>County has not effectively distributed revenues to all wards and regions</td>
<td>F</td>
<td>11</td>
<td>13</td>
<td>3</td>
<td>3</td>
</tr>
<tr>
<td></td>
<td>%</td>
<td>33.3</td>
<td>39.4</td>
<td>9.1</td>
<td>9.1</td>
</tr>
<tr>
<td>County has not effectively allocated HR within the operation areas of the county</td>
<td>F</td>
<td>18</td>
<td>5</td>
<td>1</td>
<td>7</td>
</tr>
<tr>
<td></td>
<td>%</td>
<td>54.5</td>
<td>15.2</td>
<td>3.0</td>
<td>21.2</td>
</tr>
<tr>
<td>County has not effectively allocated resources based on need, priority &amp; policy</td>
<td>F</td>
<td>7</td>
<td>16</td>
<td>3</td>
<td>2</td>
</tr>
<tr>
<td></td>
<td>%</td>
<td>21.2</td>
<td>48.4</td>
<td>9.1</td>
<td>6.1</td>
</tr>
<tr>
<td>County has not ensured that information is shared effectively within the county</td>
<td>F</td>
<td>8</td>
<td>15</td>
<td>2</td>
<td>6</td>
</tr>
<tr>
<td></td>
<td>%</td>
<td>24.2</td>
<td>45.5</td>
<td>6.1</td>
<td>18.2</td>
</tr>
</tbody>
</table>

Field Data, (2014)
The results of the analysis on table 4.4 above shows that majority of the respondents strongly agreed and agreed respectively with the following statements: the county is not involved in the effective equitable allocation of resources for various purposes in the county (57.5%); the county does not facilitates the definition of county strategic goals or objectives and the resources required to achieve those goals (48.5%); the county has not ensured that the allocated resources are efficiently utilized (60.6%); the county rarely facilitates the review of the allocated resources with the goal of identifying gaps (51.5%); the county has not effectively distributed revenues to all wards and regions within the county (39.4%); the county has not effectively allocated human resources within the operation areas of the county (54.5%); the county has been unable to effectively allocate equipment and other material within the county based on need, priority and policy (48.4%) and that the county has not ensured that information is shared effectively within the county (45.5%).

From the study results it can be inferred that the county faces the challenge of defining county strategic goals or objectives and the resources required to achieve those goals, facilitating effective equitable allocation of resources for various purposes in the county, and ensuring that the allocated resources are efficiently utilized; that the county faces the challenge of facilitating the review of the allocated resources with the goal of identifying gaps, effectively distributing revenues to all regions within the county; that the county also faces the challenge of effectively allocating human resources equipment and other material within the county based on need, priority and policy and ensuring that information is shared effectively within the county. The findings concurs with the findings of Mulwa & Wekhuyi, (2010) which established that even though the devolved unit may possess reliable resources, it experiences challenges in allocating and managing resources dynamically across the most areas of the county and devolved government units allocation of resources lead to an under-provisioning of resources.

4.2.5 Accountability

Accountability is the third objective of the study and involves holding county managers to account for meeting standards and expectations of various principals including
executives, legislatures, various publics for the use of resources, compliance in meeting legal obligations, efficiency of operations and effectiveness in achieving results and goals. Therefore the study shown on table 4.5 below sought to find out the effect of accountability on the implementation of devolved system in Kenya based on the rating scale of 1-5, where 1- Strongly Agree (SA), 2- Agree (A), 3.Neutral (N), 4 Disagree (D) and 5.Strongly Disagree (SD)
<table>
<thead>
<tr>
<th>Statement</th>
<th>SA</th>
<th>A</th>
<th>N</th>
<th>D</th>
<th>SD</th>
</tr>
</thead>
<tbody>
<tr>
<td>County has not developed control measures of operational functions</td>
<td>F</td>
<td>9</td>
<td>16</td>
<td>3</td>
<td>2</td>
</tr>
<tr>
<td></td>
<td>%</td>
<td>14.6</td>
<td>52.9</td>
<td>5.9</td>
<td>8.8</td>
</tr>
<tr>
<td>County managers have not ensured effective utilization of resources</td>
<td>F</td>
<td>6</td>
<td>20</td>
<td>1</td>
<td>3</td>
</tr>
<tr>
<td></td>
<td>%</td>
<td>20.5</td>
<td>61.8</td>
<td>2.9</td>
<td>5.9</td>
</tr>
<tr>
<td>County management has not allocated resources for monitoring and evaluation</td>
<td>F</td>
<td>6</td>
<td>15</td>
<td>4</td>
<td>4</td>
</tr>
<tr>
<td></td>
<td>%</td>
<td>50.0</td>
<td>17.7</td>
<td>8.8</td>
<td>14.6</td>
</tr>
<tr>
<td>County has not facilitated participation of stakeholders in the control of resources</td>
<td>F</td>
<td>8</td>
<td>18</td>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>%</td>
<td>24.2</td>
<td>54.5</td>
<td>6.1</td>
<td>3.0</td>
</tr>
<tr>
<td>County has not ensured effective and equitable allocation of resources</td>
<td>F</td>
<td>8</td>
<td>19</td>
<td>2</td>
<td>2</td>
</tr>
<tr>
<td></td>
<td>%</td>
<td>24.2</td>
<td>57.6</td>
<td>6.1</td>
<td>6.1</td>
</tr>
<tr>
<td>County does not adhere to the highest Financial probity</td>
<td>F</td>
<td>5</td>
<td>22</td>
<td>3</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>%</td>
<td>15.2</td>
<td>66.7</td>
<td>9.1</td>
<td>3.0</td>
</tr>
<tr>
<td>County does not comply with some regulation of central government</td>
<td>F</td>
<td>12</td>
<td>14</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td></td>
<td>%</td>
<td>36.4</td>
<td>42.5</td>
<td>3.0</td>
<td>6.1</td>
</tr>
<tr>
<td>County does not submit to oversight from mandated oversight bodies</td>
<td>F</td>
<td>8</td>
<td>17</td>
<td>2</td>
<td>4</td>
</tr>
<tr>
<td></td>
<td>%</td>
<td>24.2</td>
<td>51.5</td>
<td>6.1</td>
<td>12.1</td>
</tr>
<tr>
<td>County does not adhere to the highest ethical consideration in its operations</td>
<td>8</td>
<td>18</td>
<td>3</td>
<td>2</td>
<td>2</td>
</tr>
<tr>
<td></td>
<td>%</td>
<td>24.2</td>
<td>54.5</td>
<td>9.1</td>
<td>6.1</td>
</tr>
</tbody>
</table>

Field Data, (2014)
Findings of the study on table 4.5 above indicate that majority of the respondents agreed and strongly agreed respectively that: the county has not facilitated the development of control measures of the various operation functions (52.9%); county managers have not ensured that resources are effectively utilized for the intended purpose (61.8%); county management has not facilitated the allocation of necessary resources to monitor and evaluate the performance of the county (50.0%); county managers have facilitated the development of necessary skills and participation of stakeholders in the monitoring and control of resources (54.5%); county managers have not ensured effective and equitable allocation of resources (57.6%); county does not adhere to the highest financial probity (66.7%); county does not comply with the various regulation and policies of the central government and county in its operations (42.5%); county does not submit to oversight to other constitutional mandated oversight bodies (51.5%) and that the county does not adhere to the highest ethical consideration in its operations (54.5%)

Arising from the study it can be concluded that the county faces the challenge of facilitating the development of control measures of the various operation functions and in ensuring that resources are effectively utilized for the intended purpose. It can be inferred that the county management faces the challenge of facilitating the allocation of necessary resources to monitor and evaluate the performance of the county. It can also be further deduced that the county managers have a challenge in facilitating the development of necessary skills and participation of stakeholders in the monitoring and control of resources and in ensuring that there is effective and equitable allocation of resources; that the county faces the challenge of adhering to the highest financial probity, complying with the various regulation and policies of the central government, submitting itself to oversight by other constitutional mandated oversight bodies and in adhering to the highest ethical consideration in its operations. These findings concurs Mwenda (2010a) with the observations that creating stronger local accountability of local government is critical to rebalancing power between central and local government, and in providing a platform for a devolved system of performance and assessment. It is also in line with the findings of O'Brien, Pike and Tomaney (2003) who established that there are also a whole range of other potential benefits for increased local accountability including:
driving up standards and better decisions by the County; increased trust in politics and politicians; a guard against mismanagement and corruption; increased innovation, and; more people involved in solving local problems

4.2.6 Stakeholder Capacity Building

Stakeholders’ capacity building was the fourth objective of the study focuses on the development of the county awareness, managerial capabilities, institutional responsibilities and operational decision making at all hierarchical levels and across all operational and functional lines of authority while taking into consideration the internal and external environmental factors. Hence the study sought to establish whether stakeholders affect the implementation of the devolved system of governance in Kenya.

Table 4.6 Stakeholder Capacity Building

<table>
<thead>
<tr>
<th>Statement</th>
<th>SA</th>
<th>A</th>
<th>N</th>
<th>D</th>
<th>SD</th>
</tr>
</thead>
<tbody>
<tr>
<td>Management facilitates the coordination of organization functions</td>
<td>F</td>
<td>6</td>
<td>17</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td>%</td>
<td>18.2</td>
<td>51.5</td>
<td>9.1</td>
<td>12.1</td>
<td>9.1</td>
</tr>
<tr>
<td>County has not provided the linkage of department goals with county goals</td>
<td>F</td>
<td>9</td>
<td>18</td>
<td>2</td>
<td>2</td>
</tr>
<tr>
<td>%</td>
<td>27.3</td>
<td>54.5</td>
<td>6.1</td>
<td>6.1</td>
<td>6.1</td>
</tr>
<tr>
<td>County managers have not facilitated the development of necessary capabilities</td>
<td>F</td>
<td>5</td>
<td>22</td>
<td>3</td>
<td>1</td>
</tr>
<tr>
<td>%</td>
<td>15.2</td>
<td>66.7</td>
<td>9.1</td>
<td>3.0</td>
<td>6.1</td>
</tr>
<tr>
<td>County managers have not effectively facilitated participation of stakeholders</td>
<td>F</td>
<td>6</td>
<td>19</td>
<td>1</td>
<td>4</td>
</tr>
<tr>
<td>%</td>
<td>18.2</td>
<td>57.6</td>
<td>3.0</td>
<td>12.1</td>
<td>9.1</td>
</tr>
<tr>
<td>County management has not facilitated the allocation of necessary resources</td>
<td>F</td>
<td>10</td>
<td>15</td>
<td>3</td>
<td>3</td>
</tr>
<tr>
<td>%</td>
<td>30.3</td>
<td>45.5</td>
<td>9.1</td>
<td>9.1</td>
<td>6.1</td>
</tr>
</tbody>
</table>
deployed Institutional responsibilities % 21.2 57.6 3.0 12.2 6.1
County management has not enhanced F 10 17 2 2 2 operational decision making in the county % 30.3 51.5 6.1 6.1 6.1
County managers rarely consider the F 10 19 1 1 2 environment when making decisions % 30.3 57.6 3.0 3.0 6.1
County managers do not effectively avail F 10 17 1 2 2 and share work performance information % 30.3 51.5 3.0 6.1 6.1

Field Data, (2014)

Results of the study shown on table 4.6 above indicate that majority of the respondents agreed and strongly agreed respectively that County management: has not successfully facilitated the coordination of organization functions so as to improve the performance of organization (51.5%); county management has not effectively provided the linkage of department goals with those of the organization (54.5%); county management has not successfully facilitated the development of necessary managerial capabilities that each departmental functions require to meet both departmental and organizational objectives (66.7%); county management has not effectively facilitated the allocation of necessary required by each departmental function to deliver the required performance level to meet the organization objectives (57.6%); county management has not successfully facilitated the deployment of Institutional responsibilities among the various units of the county(45.5); County management has not effectively enhanced operational decision making in the county(57.6%); county management has not enhanced functional lines of authority within the county(51.5%); county managers rarely take into consideration internal & external environment when making operational decisions (57.6%) and that the county management has not effectively ensured that appropriate information for the performance of the organization functions is available and shared (51.5%).
From the study it can be inferred that county government faces the challenge of strategically facilitating the coordination of organization functions; providing the linkage of department goals with those of the organization, facilitating the development of necessary managerial capabilities that each departmental functions require to meet both departmental and organizational objectives. It can also be concluded that devolved systems face the challenge of strategically managing the allocation of necessary resources required by each departmental function to deliver the required performance level to meet the organization objectives; that the counties faces the challenge of strategically managing and facilitating the deployment of institutional responsibilities among the various units of the county; enhancing operational decision making and functional lines of authority within the county and taking into consideration internal & external environment when making operational decisions and in ensuring that appropriate information for the performance of the organization functions is available and shared. The study is in alignment with De Toni and Tonchia, (2003) views that in devolved government, one of the greatest benefits arising from the adoption of a strategic approach to decision-making is the premium it places on identifying and strengthening core competence and in achieving strategic co-ordination of function and better information sharing within the devolved system

4.2.7 Test of Significance

Analysis of Variance (ANOVA) shown on table 4.9 below was used to test the significance of the regression model: \( Y = \beta_0 + \beta_1 X_1 + \beta_2 X_2 + \beta_3 X_3 + \beta_4 X_4 + \varepsilon \), using human resource capacity, allocation of resources, accountability and strategic management of resources (independent variables) to determine if they predict the implementation of devolution as a system of governance (dependent variable).
Table 4.7 ANOVA

<table>
<thead>
<tr>
<th>Model</th>
<th>Sum of Squares</th>
<th>Df</th>
<th>Mean Square</th>
<th>F</th>
<th>Sig.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Regression</td>
<td>20.557</td>
<td>5</td>
<td>3.426</td>
<td>3.761</td>
<td>.001</td>
</tr>
<tr>
<td>1 Residual</td>
<td>23.686</td>
<td>26</td>
<td>.911</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>44.242</td>
<td>31</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

a. Dependent Variable implementation of devolution as a system of governance

Findings on table 4.18 above shows that ANOVA test produced an F-value of 3.761 which was significant at p=0.001. Hence the variation in the independent variables and dependent variable was explained by the smaller significance value of the F value of 0.001 which is smaller than the significance level of 0.05 implying that that human resource capacity, allocation of resources, accountability and strategic management of resources (independent variables) assists in predicting the implementation of devolution as a system of governance (dependent variable) hence the model fits the data hence significant in explaining the deviations in the dependent variable.

The study on table 4.8 below sought to test the goodness-of-fit of the linear regression model in testing the relationship between implementation of devolution as a system of governance (dependent variable) and human resource capacity, resource allocation; accountability and strategic management of resources (independent variables) using goodness-of-fit statistics of coefficient of determination ($R^2$) and adjusted coefficient of determination (adjusted $R^2$). The study used coefficient of determination ($R^2$) for multiple regression to measure the proportion of the variation in the dependent variable that would be explained by variations in the independent variables. It also used adjusted coefficient of determination (adjusted $R^2$) to measure the proportion of the variance in the dependent variable that would be explained by variations in the independent variables. In analyzing the data, the study used significance level (alpha) of 0.05 (95%), degrees of freedom (df) of 5, and two-tailed test.
The degree to which human resource capacity, allocation of resources, accountability and strategic management of resources is related to implementation of devolution as a system of governance is expressed in the positive correlation coefficient \( r = 0.682 \) and coefficient of determination, \( r^2 = 0.465 \) as shown on table 4.8 below.

These findings implies that 46.5% of the total variations in the implementation of devolution as a system of governance can be explained by the linear relationship between human resource capacity, allocation of resources, accountability, strategic management of resources and the implementation of devolution as a system of governance as shown by the regression equation \( Y = \beta_0 + \beta_1X_1 + \beta_2X_2 + \beta_3X_3 + \beta_4X_4 + \epsilon \), while the other 53.5% of the total variation in the implementation of devolution as a system of governance remains unexplained.

On the other hand, the Adjusted \( r^2 \) shows that 34.1% (Adj \( r^2 = 0.341 \)) of the variance in the implementation of devolution as a system of governance can be explained by the linear relationship between human resource capacity, allocation of resources, accountability, strategic management of resources and implementation of devolution as a system of governance, while the other 65.9% of the total variance in the implementation of devolution as a system of governance remains unexplained.

The regression analysis shown on table 4.19 below sought to determine the combined effect of Human Resource Capacity (HRC), Resource Allocation (RA); Accountability (AC) and Strategic Management of Resources (SMR) on the Implementation of the Devolved System of Government (IDSG):
Table 4.9: Regression Coefficients

<table>
<thead>
<tr>
<th>Model</th>
<th>Unstandardized Coefficients</th>
<th>Standardized Coefficients</th>
<th>t</th>
<th>Sig.</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>B</td>
<td>Std. Error</td>
<td>Beta</td>
<td></td>
</tr>
<tr>
<td>(Constant)</td>
<td>1.751</td>
<td>0.421</td>
<td>4.159</td>
<td>0.000</td>
</tr>
<tr>
<td>Human Resource Capacity</td>
<td>0.112</td>
<td>0.557</td>
<td>0.158</td>
<td>2.010</td>
</tr>
<tr>
<td>Resource Allocation</td>
<td>0.308</td>
<td>0.439</td>
<td>0.236</td>
<td>2.068</td>
</tr>
<tr>
<td>Accountability</td>
<td>0.216</td>
<td>0.105</td>
<td>0.217</td>
<td>2.057</td>
</tr>
<tr>
<td>Strategic Management of</td>
<td>0.203</td>
<td>0.125</td>
<td>0.178</td>
<td>2.024</td>
</tr>
<tr>
<td>Resources</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

a. Dependent Variable: implementation of devolution as a system of governance

The results of the study shown on table 4.19 above indicate that human resource capacity, allocation of resources, accountability and strategic management of resources have positive coefficients, implying that these independent variables influence the implementation of devolution as a system of governance. Therefore taking all independent variables (human resource capacity, allocation of resources, accountability and strategic management of resources) at zero implementation of devolution as a system of governance will be 1.751 (17.5%). Therefore a unit increase in: human resource capacity, will lead to 0.112 (11.2%) unit increase in implementation of devolution as a system of governance, allocation of resources will lead to 0.308 (30.8%) unit increase in implementation of devolution as a system of governance; allocation of resources, accountability will lead to 0.216 (21.6%) unit increase in implementation of devolution as a system of governance; allocation of resources, strategic management of resources will lead to 0.203 (20.3%) unit increase in implementation of devolution as a system of governance.

Thus: \[\text{IDSG} = 1.751 + 0.112 \text{HRC} + 0.308 \text{AR} + 0.216 \text{AC} + 0.203 \text{SMR} + \varepsilon\]
The implications of these results are that there is a significant relationship between human resource capacity, allocation of resources, accountability and strategic management of resources and implementation of devolution as a system of governance. These findings agree with the observations of Mulwa and Wekhuyi, 2010) that when the county Executive and Assembly are well trained and thoroughly developed they will deliver the agenda of their respective county governments; Coen & Maritan, 2010) that devolved units may allocate and manage resources by optimizing some objective function such as minimizing cost function, cost performance function and meeting objectives; Berry (2001) that the use of strategic management is triggered by the desire to control expenditure via enhanced efficiency, to set a clear mission and direction; a desire to emulate good governance practice and fiscal discipline and the need resolve competing pressure to allocate resources and Mwenda, (2010) that direct devolution of power to these representatives is likely to become a source of misuse and abuse, unless these representatives are strongly downwardly accountable to the rest of the community

4.3 Summary of the Chapter

Data analysis was done by editing and coding with the goal of highlighting useful information, suggesting conclusions, and supporting interpretations. It involved breaking down factors identified through the data collected into simpler coherent parts in line with the objectives of the study in order to derive meanings. The tabulated data was analyzed quantitatively by calculating various percentages, while descriptive data was analyzed qualitatively by organizing collected data into meaningful notes. The presentation of the results of quantitative analysis was in form of frequency tables, pie-charts and bar graphs so as to highlight the results and to make it more illustrative and easier to understand and interpret, while the results of qualitatively analysis was provided in form of explanatory notes. The data analysis established existence of a correlation between human resource capacity, allocation of resources, accountability and strategic management of resources and implementation of devolution as a system of governance.
CHAPTER FIVE: SUMMARY OF FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

5.1 Introduction

The purpose of this chapter was to discuss and draw conclusions and recommendations on the findings of the main objective of the study which was to analyze the challenges facing the implementation of devolution as a system of governance in Kenya based on specific objectives which included the effects of human resources capacity, resource allocation, accountability and strategic management of resources on implementation of devolution as a system of governance.

5.2 Summary of Findings

The study established that the county is faced by lack of training and development opportunities for staff which affect the implementation of devolution as a system of governance. The study revealed that the county has a poor recruitment and selection structures resulting in the recruitment of unqualified staff, and that it does not undertake human resource planning ending up with skill and capacity gaps which affect the smooth operation of county government. The study found out that the county does not have effective mechanism to measure and manage employees' performance and this affect the implementation of devolution as a system of governance.

The study found out that the county faces the challenge of defining county strategic goals or objectives and the resources required to achieve those goals, facilitating effective equitable allocation of resources for various purposes in the county, and ensuring that the allocated resources are efficiently utilized. The study also revealed that the county faces the challenge of facilitating the review of the allocated resources with the goal of identifying gaps, effectively distributing revenues to all regions within the county. The study found that the county also faces the challenge of effectively allocating human resources equipment and other material within the county based on need, priority and policy and ensuring that information is shared effectively within the county.
The study revealed that the county faces the challenge of facilitating the development of control measures of the various operation functions and in ensuring that resources are effectively utilized for the intended purpose. The study established that the county management faces the challenge of facilitating the allocation of necessary resources to monitor and evaluate the performance of the county. The study found out that county managers have a challenge in facilitating the development of necessary skills and participation of stakeholders in the monitoring and control of resources and in ensuring that there is effective and equitable allocation of resources. The study established that the county faces the challenge of adhering to the highest financial probity, complying with the various regulation and policies of the central government, submitting itself to oversight by other constitutional mandated oversight bodies and in adhering to the highest ethical consideration in its operations.

The study found out that county government faces the challenge of strategically facilitating the coordination of organization functions; providing the linkage of department goals with those of the organization, facilitating the development of necessary managerial capabilities that each departmental functions require to meet both departmental and organizational objectives. The study established that organizations face the challenge of strategically managing the allocation of necessary resources required by each departmental function to deliver the required performance level to meet the organization objectives. The study revealed that the counties faces the challenge of strategically managing and facilitating the deployment of institutional responsibilities among the various units of the county; enhancing operational decision making and functional lines of authority within the county. The study found out that the county government faces the challenge of taking into consideration internal & external environment when making operational decisions and in ensuring that appropriate information for the performance of the organization functions is available and shared.
5.3 Discussion of the Study

The study established that the county is faced by lack of training and development opportunities for staff which affect the implementation of devolution as a system of governance. The study revealed that the county has a poor recruitment and selection structures resulting in the recruitment of unqualified staff, and that it does not undertake human resource planning ending up with skill and capacity gaps which affect the smooth operation of county government. These findings are in line with the findings of O’Brien, Pike, and Tomaney (2003) which established that counties have less professional cadres as compared to support staff at a ratio of one professional to four support staff at best, while Mwenda observes that lack of training opportunities, performance management mechanisms among others hinder effective human resources performance at the county levels.

The study found out that the county faces the challenge of defining county strategic goals or objectives and the resources required to achieve those goals, facilitating effective equitable allocation of resources for various purposes in the county, and ensuring that the allocated resources are efficiently utilized. The findings concurs with the findings of Mulwa & Wekhuyi, (2010) which established that even though the devolved unit may possess reliable resources, it experiences challenges in allocating and managing resources dynamically across the most areas of the county and devolved government units. Allocation of resources lead to an under-provisioning of resources.

The study established that the county faces the challenge of adhering to the highest financial probity, complying with the various regulation and policies of the central government, submitting itself to oversight by other constitutional mandated oversight bodies and in adhering to the highest ethical consideration in its operations. These findings concurs Mwenda (2010a) with the observations that creating stronger local accountability of local government is critical to rebalancing power between central and local government, and in providing a platform for a devolved system of performance and assessment. The study found out that county managers have a challenge in facilitating the development of necessary skills and participation of stakeholders in the monitoring and
control of resources and in ensuring that there is effective and equitable allocation of resources. This is also in line with the findings of O'Brien, Pike and Tomaney (2003) who established that there are also a whole range of other potential benefits for increased local accountability including: driving up standards and better decisions by the County; increased trust in politics and politicians; a guard against mismanagement and corruption; increased innovation, and; more people involved in solving local problems.

The study found out that county government faces the challenge of strategically facilitating the coordination of organization functions; providing the linkage of department goals with those of the organization, facilitating the development of necessary managerial capabilities that each departmental functions require to meet both departmental and organizational objectives. The study is in alignment with De Toni and Tonchia, (2003) views that in devolved government, one of the greatest benefits arising from the adoption of a strategic approach to decision-making is the premium it places on identifying and strengthening core competence and in achieving strategic co-ordination of function and better information sharing within the devolved system.

5.4 Conclusion of the Study

The county has a poor recruitment and selection structures resulting in the recruitment of unqualified staff, besides lack of training and development opportunities for staff which affect the implementation of devolution as a system of governance. In addition the county government does not undertake human resource planning ending up with skill and capacity gaps which affect the smooth operation of county government. The county does not have effective mechanism to measure and manage employees’ performance and this affect the implementation of devolution as a system of governance.

The county faces the challenge of defining county strategic goals or objectives and the resources required to achieve those goals, facilitating effective equitable allocation of resources for various purposes in the county, and ensuring that the allocated resources are efficiently utilized. The county also faces the challenge of facilitating the review of the
allocated resources with the goal of identifying gaps, effectively distributing revenues to all regions within the county, effectively allocating human resources equipment and other material within the county based on need, priority and policy and ensuring that information is shared effectively within the county.

The county faces the challenge of facilitating the development of control measures of the various operation functions and in ensuring that resources are effectively utilized for the intended purpose, allocation of necessary resources to monitor and evaluate the performance of the county; facilitating the development of necessary skills and participation of stakeholders in the monitoring and control of resources and in ensuring that there is effective and equitable allocation of resources and in adhering to the highest financial probity, complying with the various regulation and policies of the central government, submitting itself to oversight by other constitutional mandated oversight bodies and in adhering to the highest ethical consideration in its operations.

The county government faces the challenge of strategically facilitating the coordination of organization functions; providing the linkage of department goals with those of the organization, facilitating the development of necessary managerial capabilities that each departmental functions require to meet both departmental and organizational objectives; strategically managing the allocation of necessary resources required by each departmental function to deliver the required performance level to meet the organization objectives.; managing and facilitating the deployment of institutional responsibilities among the various units of the county and in enhancing operational decision making and functional lines of authority within the county. In addition the county government faces the challenge of taking into consideration internal & external environment when making operational decisions and in ensuring that appropriate information for the performance of the organization functions is available and shared.
5.5 Recommendation for Policy

The county governments need to undertake the process of staff rationalization and redeployment so as to reduce overlap and redundancy at the county. This is necessary in order to attain lean public services characterized by the ability to deliver in an efficient and effective manner. Furthermore Counties managers need to adopt performance management systems by which standards are established and recognized, outcomes and performance are measured and reward schemes institutionalized.

To overcome the challenge of under-provisioning of resources to some sectors during the process of resource allocation, devolved units may allocate and manage resources by optimizing some objective function such as minimizing cost function, cost performance function and meeting objectives; policy based resource allocation and dynamically allocate resources to high priority areas.

County management must ensure the implementation of a clear roles, responsibilities and accountabilities and that decision making focuses on efficiency and effectiveness of the county operations in both the short and long term. It must ensure that appropriate operating policies and procedures are implemented for the organization. County leaders also need to focus on effective performance and the importance of their abiding by the highest standards of fiduciary management in order to assure wealth creation and the long-term development of the county.

In order to enhance strategic management the county governments need to focus on the design of work practices management style; and the process for selection, socialization, and development of human capital. The institution structure needs to focus not only on the fit between the institutions and its environment, but also on the harmony among constituent design elements.

5.6 Suggestion for further research

The study was not possible to carry out a comprehensive research on the challenges facing the implementation of devolution as a system of governance in Kenya due to time and cost limitation. The study only focused on human resources capacity, resource
allocation, accountability and strategic management of resources. Hence there is need to widen the study by including a bigger sample size and to include other variables that have not been covered by this study.
REFERENCES


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Giordano. B., (2000). Italian regionalism or 'Padanian' nationalism - the political project of the Lega Nord in Italian politics Political Geography 19 445-71

Halachmi,A (2000) Strategic Management for Productivity or Is It the Other Way Around? in Rabin et al...(eds) Handbook of Strategic management; Marcel Dekker, New York


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APPENDICES

APPENDIX I STUDY AREA
APPENDIX II: RESEARCH QUESTIONNAIRE

Please answer all the questions as best as you can.

PART 1: Demographic Factors

Please fill appropriately

1. Name: ______________________________ (Optional)

2. County Name ____________________________

PART 1: Devolved System of Governance

Please tick the statement corresponding to your personal opinion for each statement

<table>
<thead>
<tr>
<th>Statement</th>
<th>Strongly agree</th>
<th>Agree</th>
<th>Neutral</th>
<th>Disagree</th>
<th>Strongly disagree</th>
</tr>
</thead>
<tbody>
<tr>
<td>Devolved system of governance ensures transparency of government operations</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Devolved system guarantee people participation in decision making</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Devolved system of governance ensure efficient and effective public services delivery</td>
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<td></td>
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<td></td>
<td></td>
</tr>
<tr>
<td>Devolved system facilitates equitable distribution or allocation of resources</td>
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</tr>
</tbody>
</table>
PART 2: Human Resource Capacity

Please tick the statement corresponding to your personal opinion for each statement

<table>
<thead>
<tr>
<th>Statement</th>
<th>Strongly agree</th>
<th>Agree</th>
<th>Neutral</th>
<th>disagree</th>
<th>Strongly disagree</th>
</tr>
</thead>
<tbody>
<tr>
<td>The county is faced by lack of Training and development opportunities for staff hence affecting governance</td>
<td></td>
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<td></td>
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<td></td>
</tr>
<tr>
<td>The county does not have effective mechanism to measure and manage employees performance</td>
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<td></td>
</tr>
<tr>
<td>The county has a poor Recruitment and selection structures resulting in the recruitment of unqualified staff</td>
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<td></td>
</tr>
<tr>
<td>The county does not undertake human resource planning and at it ends up with skill and capacity gaps which affect the smooth operation of county government</td>
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<td></td>
</tr>
</tbody>
</table>

PART 3: Resource Allocation

Please tick the statement corresponding to your personal opinion for each statement

<table>
<thead>
<tr>
<th>Statement</th>
<th>Strongly agree</th>
<th>Agree</th>
<th>Neutral</th>
<th>disagree</th>
<th>Strongly disagree</th>
</tr>
</thead>
<tbody>
<tr>
<td>The county is involved in the effective equitable allocation of resources for various purposes in the county</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
The county facilitates the definition of county strategic goals or objectives and the resources required to achieve those goals

The county ensure that the allocated resources are efficiently utilized

The county facilitates the review of the allocated resources with the goal of identifying gaps

The county has effectively distributed revenues to all wards and regions within the county

The county has effectively allocated human resources within the operation areas of the county

The county has effectively allocated equipment and other material within the county based on need, priority and policy

The county ensures that information is shared effectively within the county

| PART 4: Accountability |

Please tick the statement corresponding to your personal opinion for each statement

<table>
<thead>
<tr>
<th>The county has facilitate the development of control measures of the various operation functions</th>
<th>Strongly agree</th>
<th>Agree</th>
<th>Neutral</th>
<th>disagree</th>
<th>Strongly disagree</th>
</tr>
</thead>
<tbody>
<tr>
<td>The county managers have ensured that resources are effectively utilized for the intended purpose</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
The county management has facilitated the allocation of necessary resources to monitor and evaluate the performance of the county.

County managers have facilitated the development of necessary skills and participation of stakeholders in the monitoring and control of resources.

The county managers ensure there is effective and equitable allocation of resources.

The county adheres to the highest Financial probity.

The county complies with the various regulations and policies of the central government and county in its operations.

The county submits itself to oversight by other constitutional mandated Oversight bodies.

The county adheres to the highest ethical consideration in its operations.

**PART 5. Strategic Management of Resources**

*Please tick the statement corresponding to your personal opinion for each statement*

<table>
<thead>
<tr>
<th>Statement</th>
<th>Strongly agree</th>
<th>Agree</th>
<th>Neutral</th>
<th>Disagree</th>
<th>Strongly disagree</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strategic management facilitates the coordination of organization functions so as to improve the performance of organization.</td>
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<td></td>
</tr>
</tbody>
</table>
Strategic management provides the linkage of department goals with those of the organization

Strategic management facilitates the development of necessary managerial capabilities that each departmental functions require to meet both departmental and organizational objectives

Strategic management facilitates the allocation of necessary required by each departmental function to deliver the required performance level to meet the organization objectives

Strategic management facilitates the deployment of Institutional responsibilities among the various units of the county

Strategic management enhances operational decision making in the county

Strategic management enhance functional lines of authority within the county

Strategic management takes into consideration internal & external environment when making operational decisions

Strategic management ensures that appropriate information for the performance of the organization functions is available and shared

Thank You for Your Co-Operation