

A Study of the Challenges Facing the Devolved Governments in Kenya (The Case of Kiambu County Government)

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Abstract:-The purpose of the study was to examine the commitment by the county government in dealing with the challenges facing the implementation of devolved government in Kiambu County, Kenya. The objectives of the study were; to establish the political interference challenges facing the implementation of devolved governments, examine the Administrative challenges, establish how politics and legislation challenges and mismanagement of finances affect the implementation of devolved government in Kiambu County. It further looked into related literature in chapter two and conclusively used descriptive survey research design to investigate the commitment by county government in dealing with these challenges in chapter three. The information collected through simple random sampling was analyzed through various techniques used in descriptive data analysis. The targeted area of study was Kiambu County because it was negatively hitting the headline news immediately after promulgation of the 2010 Constitution of Kenya. A population of 2000 members of the community residing in Kiambu grouped into County Administrators, MCAs and selected members of public such as women groups, youth groups and business people were considered in the study. A sample of 51 members of the groups was used. In conducting this research, the information was collected using questionnaires, interview guide and document analysis. The independent variables included political interference challenges, County Administrative challenges, policies and legislation challenges and mismanagement of finances. The study was guided by Agency and Stewardship Theories. The findings it is hoped would be used to improve the governance methods of Kiambu County and other counties in Kenya. The study found out that politicians were not in support of devolved governance in Kiambu County and that Party affiliations affected decisions being passed by the county assembly. The study further concludes that mismanagement of finances affected implementation of devolved government in Kiambu County. Further demand for huge salaries and allowances by MCAs and public servants, Unhealthy rivalry and poor attitude amongst county leaders, resistance to change and Shortage of qualified human resources were the County Administrative Challenges. The study made the following recommendations: that proper management practices should be effected, politicians should forge unity so as to work together, the government should be more aggressive in the fight against corruption, and finally regulation and legislation should be strengthened to guide on the functions of devolved governments.

I. INTRODUCTION

The purpose of the study was to examine the role of the county government in Kenya in dealing with the challenges facing the implementation of devolved government in Kiambu County, Kenya. Since the adoption of devolution which created 47 Counties in Kenya, many counties have found themselves entangled in various problems due to their governance styles. This is due to the fact that the devolution did not train the county administrators on efficient governance styles. This has landed many leaders in all governance issues discussed in this study. Kiambu county being one of the largest and richest of the 47 has been cited as a case.

1.1 Background of the Study

Kenya government adopted the devolved system of governance in 2010. The new system has been faced with many challenges since its introduction. The challenges faced have been based on the political and ideological, ethnic and strategic and performance based differences of policy makers. The other challenges have been experienced through the process and methods of disbursing funds, ethical issues such as transparency and accountability and moral conduct of officials controlling various sectors of the County government County Administrative challenges and mismanagement of finances to run the counties. Devolution is the statutory granting of powers from the central government of a sovereign state to government at a sub national level, such as a regional, local, or state level (Nyanjom, 2011). Devolution can be mainly financial; giving areas a budget which was formerly administered by central government. However, the power to make legislation relevant to the area may also be granted. According to Muia, (2005) decentralization may be conceptualized as the transfer of public authority and resources including personnel from the national to sub-national jurisdiction. Rondinelli, (2006) on the other hand defines decentralization as the transfer or delegation of legal or political authority to plan, make decisions and manage public functions from central government and its agencies to subordinate units of government, semi-autonomous public corporations, area wide or regional development authorities, functional authorities and local government. According to Stoker, (2009) of critical importance is the transfer of

decision-making power and management of affairs to a subordinate entity, often a sub-national entity. According to the World Bank, when governments devolve functions, they transfer authority for decision-making, finance, and management to quasi-autonomous units of local government with corporate status (Tendler, 2007). Devolution usually transfers responsibilities for services to municipalities that elect their own mayors and councils raise their own revenues and have independent authority to make investment decisions. In a devolved system, local governments have clear and legally recognized geographical boundaries over which they exercise authority and within which they perform public functions (Wallace, 2010).

Devolution has been successful in other parts of the world, United States of America, India, Nigeria, Sweden, UK and South Africa (Conlan, 2008). In Scotland and Wales, referendums were held in September 1997 and a majority of voters chose to establish a Scottish Parliament and a National Assembly for Wales. In Northern Ireland, devolution was a key part of the Agreement, sometimes referred to as the Good Friday Agreement or the Belfast Agreement, supported by voters in a referendum in May 1998 (Bader, 2008). A study on devolution in Latin America shows that devolution does not necessarily lead to more locally appropriate services, innovation, greater accountability, community participation and ownership of services or better management. Although governments in Bolivia, Mexico, and Brazil allocated funds for the devolved units based on the numbers of people in those segments, this did not produce greater equity especially in the health sector (World Bank, 2006). South Africa is a country that has a devolved system of government having regional governments headed by a premier (Mawhood, 2009). The national government retains supervisory and oversight roles. However the national congress has representation from the regional (provincial) governments both in the cabinet and assembly. Gauteng is one of the nine provinces of South Africa experiencing high population growth rate but is considered the economic hub of South Africa which contributes heavily in the financial, manufacturing, transport and telecommunication (Krishnan, 2010). What has made this province successful is that it has done zoning and proper use of local resources within the various devolution levels. It has also identified key, unique municipal strengths and their use and has had a strategy for municipalities to align development plans, avoid competitive behavior, share resources and encourage idea generation to reduce poverty (Lawrence, 2009)

The promulgation of Kenya's new Constitution on the August 27th 2010 marked a big change in the system of government and governance from the unitary government to a two tier devolved structure (ROK, 2010). This brought on board the National government and created forty seven county governments. This number is based on the delineation of administrative districts as created under the Provinces and Districts Act of 1992. This has surmounted to change

dilemma because of such a drastic change in the structure of the government that had been in place for the last 37 years (Burugu, 2010). Burugu (2010) contends that implementing devolution which is statutory granting of powers from the central government of a sovereign state to government at a Sub national level as a regional, local or state level is a major challenge that Kenyans will be engaged in for the next few years. The structure of county government includes: County Assemblies, County Executive Committees and County Public Service. The Constitution also provides for the sources of funds for the county governments (Orodho, 2013). In Kenya, the approach to devolution is explicitly integrated, incorporating strong administrative, fiscal and political elements in the reform process. In the Kenyan situation, devolution carries the promise of a more equitable model of development, almost the magic bullet. The prevailing feeling is that investments and services have been spread unequally across the country, often following political and tribal affiliations, thus fueling resentment (Nyanjom, 2011). In Kenya for example, Nantondo (2013) has identified the cost implication of service delivery and lack of commitment by county government officials as some of the main causes of the failure to realize effective and meaningful implementation of County Governments. The promulgation of Kenya's new Constitution on the August 27th 2010 marked a big change in the system of government and governance from the unitary government to a two tier devolved structure (ROK, 2010). This brought on board the National government and created forty seven county governments. This number is based on the delineation of administrative districts as created under the Provinces and Districts Act of 1992. This has surmounted to change dilemma because of such a drastic change in the structure of the government that had been in place for the last 37 years (Burugu, 2010). Burugu (2010) contends that implementing devolution which is statutory granting of powers from the central government of a sovereign state to government at a Sub national level as a regional, local or state level is a major challenge that Kenyans will be engaged in for the next few years. The structure of county government includes: County Assemblies, County Executive Committees and County Public Service. The Constitution also provides for the sources of funds for the county governments (Orodho, 2013). In Kenya, the approach to devolution is explicitly integrated, incorporating strong administrative, fiscal and political elements in the reform process. In the Kenyan situation, devolution carries the promise of a more equitable model of development, almost the magic bullet. The prevailing feeling is that investments and services have been spread unequally across the country, often following political and tribal affiliations, thus fueling resentment (Nyanjom, 2011). In Kenya for example, Nantondo (2013) has identified the cost implication of service delivery and lack of commitment by county government officials as some of the main causes of the failure to realize effective and meaningful implementation of County Governments.

The the new Constitution of Kenya 2010 that created 47 county Governments was a big win for Kenyans who felt that they would be able to access services easily. However, politicking and disagreements by politicians on essential bills in parliament has caused delays in passing major legislation as required by the new constitution thus delaying activities (Kimani, 2013). The situation in Kenya is as described by Nantondo (2013) who has identified a lack of commitment by county government officials as the main cause of the failure to realize effective and meaningful implementation of County Governments. Studies have pointed out that where the design and implementation was not properly conceived, central government bureaucracies and inefficiencies have been transferred to the County levels and the accompanying lack of accountability has stifled the aspired service delivery by the County Governments. No study has been carried out to establish the cause of lack of commitment in dealing with challenges facing implementation of devolved governments in Kiambu County. Questions arise as to whether the challenges faced were too difficult to handle as compared to the benefits of devolved governments or what was causing the lack of commitment. The researcher set out on an empirical study within Kiambu County to establish what was the reason behind this phenomena.

II. LITERATURE REVIEW

Introduction

2.1 Most of the challenges faced in structuring the new administrative units bordered on factors related to lack of training on governance methods, governance principles, lack of financial management, lack of training on accountability practices and lack of training on inclusivity and transparency practices. The new ecountries found themselves embroiled in squabbles over expenditure at the expense of service delivery.

It has been noted that the implementation of a new governance world over is not an easy task. Every country introducing a new system of governance is usually met with challenges on ethics practices. An undertaking of such profound importance faces challenges that can be classified as Administrative, financial, political and policy or regulation related. For instance decentralization of power in Constituency Development Funds (CDF) has also seen devolution of corruption, nepotism, conflicts and misappropriation of funds (Kipkorir, 2008).

Therefore devolution is just one of the techniques of creating a multi-level government which encompass sharing of authority across levels of government for easier representation and distribution of resources (Angel, 2010). This is not a new phenomenon in Africa. More countries have constitutionally entrenched multi-level forms of government. These include Uganda (1995) Ethiopia (1994) Nigeria (1999) South Africa (1996) Kenya (2010). For South Africa, there is a fusion of strong central government and strong provincial government (Dudley, 2012).

Finally, if decentralization has to be successful it needs to be conceived as the transfer of power and authority to the people and not only to local governments. This requires innovative ways of structuring and institutionalizing the interface between the people and their local governments. (Fukuyama, 2007).

2.1.1 The County Management Challenges

Attitude change, owing to longstanding governance structures and public service practices propped by the previous Constitution, many individuals both in government and amongst the citizenry continue to hold a certain conservative mindset towards reform (Cherop, 2010). Development of change management strategy to ensure that the whole nation moves forward as one is very important. According to Chitere (2013) some public service functions such as health services being devolved from national to county government have become a big challenge due to lack of capacity by the counties in form of infrastructure and remuneration issues.

The other challenge is in the form of general knowledge and understanding of the constitution (Wallace, 2010). A majority of Kenyans display insufficient knowledge of the Constitution. Provisions of the Constitution of Kenya are not well understood and Kenyans are yet to internalize the Constitution. Clear lines of reporting or delegation of duties from national to county public officers is portraying a major challenge especially in the security of the country (Gikonyo, 2013).

Gay (2011) stated that issues of who is to report to who are manifesting themselves quite clearly resulting in disagreements and poor performance of various departments. These call for training and civic education to ensure that, public officers, the private sector and other non-state actors and individuals are well educated on the Constitution and their respective roles in upholding its supremacy (Kantai, 2010).

Robertson (2012) points out at lack of proper delegation throughout the system in county government as a major weakness. There is of course a lot of argument as to where to draw the line between political and administrative issues. There have been many controversies over charges of excessive or insufficient executive branch discretion in developed democracies. But the principle of delegation to an independent administrative realm is fundamental to the working of the system and generates a large literature on agency problems incurred when agents do not do the bidding of principals (Robertson, 2012).

The administrative boundary is much more blurred and the efforts of legislators to reach into the executive realm, weakens the ability of the latter to act cohesively (Claar, 2009). There is of course a chicken-and-egg problem here: part of the reason that politicians get involved in administrative issues in the first place is the fact that bureaucratic capacity was always weak and unable to deliver important services (Conforti, 2008).

Factors such as lack of capacity for monitoring local projects at national level, severe lack of basic administrative capacity and infrastructure at the district and local level government are rampant in remote areas. Devolution of power from the provincial to the district level may lead to services not being provided or a de facto increase in the power of the national MP for the district, and confused and unclear reporting lines between LLG, district, provincial, and national levels of government (Fukuyama, 2007).

With reference to Ghana, Impact analysis proved that decentralization had a positive impact in strengthening local government although limitations were experienced as a result of a lack of capacity in terms of technical expertise and good infrastructure (Owusu, 2012). Furthermore, because the power to make decision is shared among the sub-national governments, where such right is assigned to a particular tier of government, it becomes unclear and difficult to compare or measure impact in order to arrive at a composite measure of decentralization. Citing Bird Triesman (2006) proposed that the central question in the political process of decentralization process remains; "who should decide" as in the case of Ghana and Nigeria the local government still relies on the government at the federal level for budgetary funds. There is need to strengthen ethical values relating to management of county governments.

2.1.2 Political Interference Challenges

Negative politics is the main concern. It has to be affirmed that certain political utterances and actions have presented challenges to the implementation process (Kauzya, 2005). It may be presented in the form of disrespect for, or lack of recognition of Constitutional Institutions, such as courts or independent commissions. The promulgation of the new Constitution of Kenya 2010 was a big win for Kenyans who felt that they would be able to access services easily. However, politicking and disagreements by politicians on essential bills in parliament has caused delay in passing major legislation as required by the new constitution thus delaying activities (Kimani, 2013).

Mungai (2013) stated that motions in parliament are passed not for the benefit of mwananchi, but according to party affiliations. Deployment of Kenya Defence Forces in Somali is causing insecurity issues resulting to retaliatory attacks of our country by the terrorists. Dealing with insecurity and terrorism, and communities fighting for the control of newly discovered oil resources in the Northern region of our country, is another thorn in the implementation process (Mwabu, 2012).

According to Kauzya (2008) there is also lack of political accountability that characterizes the system as a whole, and therefore the relatively weak demand for equitably distributed public goods. Electoral democracy is deeply rooted in, but it is largely seen as a contest over the distribution of rents that are then available for distribution back to the narrow

constituencies that are responsible for electing members of parliament (Kimani, 2013).

In many counties, elections resemble a lottery in which politicians have a small chance of winning big. As a result, the state's failure to provide basic public goods for a large proportion of its citizens is not punished at the ballot box, which in turn gives politicians small incentive to fix problems that do not affect their immediate constituencies. One final observation is that there is fair amount of cynicism among many longtime observers of the political class as a whole, and a belief that virtually all politicians are corrupt or narrowly 'self-interested' (Mwambu, 2012). In Nigerian Federalism the version of Decentralization was adopted as a means of achieving its much needed goal of National integration (Rondinelli, 2004). In essence the federalism adopted was expected to reduce the immensely aggressive inter-ethnic competition and tension and allay the fear of domination by big tribes over the small tribes. It was anticipated that this would bring government nearer to the people and give different groups more opportunities, thereby integrating the country (Rondinelli, 2004). According to Nnoli (2008) the anticipated devolution gains in Nigeria have not been achieved. The case of Nigeria shows that despite adoption of federalism, power instead of being dispersed to the states is still largely concentrated in the central government. The crisis of national integration is still very severe and has thus made Nigerian federalism quite a challenge. There exists serious structural imbalances between the North, East and the west of Nigeria and it has thus shown that Nigeria cannot make any meaningful progress in the absence of unity due to persistent power struggles. Federalism in Nigeria was adopted as a pragmatic instrument for achievement of the goal of national unity. The rationale was to see if there could be unity in diversity and look for ways of bringing diverse ethnic groups into a modern nation. However, amidst all the efforts the goals of national integration are not yet possible owing to the numerous problems inherent in Nigerian federalism (Jinadu, 2009). Kenya can learn a lot of lessons from the Nigerian model. In Rwanda decentralization was to provide a structural arrangement for government and the people of Rwanda to fight poverty at close range and to enhance their reconciliation via the empowerment of local populations following the trauma of the genocide of 1994. The state and municipal governments wield tremendous influence in Rwanda's politics (Mitullah, 2011).

2.1.3 Financial mismanagement challenge

Sharing of funds in the counties is a major challenge with governors and the senators fighting for the control of these development funds (Kauzya, 2007). The general feeling is that the 23% of money allocated by the national government is inadequate and there is push for additional amounts yet the Kiambu county leadership is not accounting for already allocated amounts. Corruption is still a serious problem and it appears as though corruption has been transferred from central government to the devolved counties (Mwabu, 2012). There

is also the problem of lack of accountability and misuse of public funds by governors who are diverting development funds into buying or bribing the MCAs to win their support. For instance in Kiambu county road projects have stalled because the MCA cannot agree on which region to start constructing, whether Kiambu central or Thika and Gatundu regions (Ndungu, 2012). Although the government is taking a number of measures to deal with this problem, rooting out what is perceived as official corruption is a major challenge because of political implication associated with it. Lack of involvement of communities in formulating of county budgets in order to identify their priority projects is also a major challenge in Kiambu. Increasing rates for doing business in this county is causing unrest amongst the residents of Kiambu.

There are many interrelated challenges and constraints associated with decentralization as experienced in Uganda which very much resemble those teething problems of Devolution in Kenya today (Oloo, 2013). Challenge of clash or conflict between elected and appointed officers especially from the central government. According to Waswa Katono (2003) there are other causes of conflicts such as those between councilors, and the executive committee over allowances, tenders, appointments, conflict due to diverse political views; and conflict between councilors and the county officials related to lack of understanding by councilors of the county official role as an accounting officer and as secretary to the district tender board; for instance not understanding when the county official says that there is no money for their allowances or when they fail to win tenders (Ndegwa, 2012). Decentralization has had a lot of political consequences in Uganda (Mutabaha, 2009). It was anticipated and expected that it would open the floodgates of political activity at the national, county, and sub-county levels and that political groups would engage in political cooperation as well. Cases cited include diversion of funds, non-remittances of statutory shares of revenue collection, embezzlement, etc (Muia, 2008). Audit weaknesses are partly to blame for this scenario. It has also been noted that the audit department is too small and inadequately funded to supervise all the government projects and programs both at the district and all the sub-counties. Perhaps the Uganda experience can be a pointer to the challenges and opportunities awaiting Kenya and have started to be experienced (Mitullah, 2011).

2.2.4 Policies and Legislation Challenges

Kenya is yet to pass many bills on policies. Legislation is taking off at a slow pace to a near point of grounding operations (Olowu, 2012). Introduction of and formulation of new laws by Kiambu county government is becoming very expensive for people to do business. There is need for formulating of regulation to guide on charging of uniform rates in all counties by the central government. In line with this, sharing and control of natural resources like forests, minerals, water bodies and land is also portraying a big challenge. Communities fight for control of their county boundaries as there is no clear legislation as yet on how to

share the natural resources between the national government and the county government in regard to resources discovered in various counties (Omolo, 2013).

Without clear legislation in place counties hands remain tied, as is the case in Mexico where in 2000, power was devolved to the delegaciones (Municipal Districts), though limited: residents could now elect their own "heads of borough government", but the delegaciones do not have regulatory powers and are not constituted by a board of trustees (Pauly, 2013). Nigeria has had many governments and coups inspired by unequal use of their natural resources. It is witnessed that rulers tend to allocate themselves ownership of the exploitation of natural resources like oil whenever they are in power fuelling upheavals and unrest due to lack of clear legislations on management of natural resources (Burugu, 2010). One study of the state in the poor northern region of Rwanda has demonstrated that even the most underdeveloped sub-national governments can produce important policies to promote industrial investment, employment, and social services (Muia, 2008). In Uganda, there occurs the difficulty associated with managing the interrelationship between policy formulation and policy implementation; the overlap of roles between the Resident District commissioner and the District chairperson which very much resembles Kenya's clash of roles between the County Commissioners and Governors (Oyugi, 2012).

2.3 Theoretical Framework

The study adopted Agency Theory by Donaldson (2005) which argues that managers will not act to maximize returns to shareholders unless appropriate governance structures are implemented to safeguard the interests of shareholders. The study was also guided by Stewardship Theory by (Dunphy, 2003). Which argues that successful organizations are judged by their ability to add value for all their stakeholders. Therefore, 'Devolution' leaders have to consider the claims of stakeholders when making decisions (Blair, 1995) and conduct business responsibly towards the stakeholders (White, 2009).

III. RESEARCH METHODOLOGY

The study adopted a quantitative and qualitative research method. It adopted descriptive survey research design to achieve the study's objectives. The research was conducted within Kiambu County which has the following constituencies; Gatundu South, Gatundu North, Thika Town, Lari, Juja, Kikuyu, Githunguri, Kabete, Limuru, Ruiru, Kiambu and Kiambaa. The study covered the period between May 2013 and May 2015

Target Population

The study targeted a population of 2000 members of the community residing in Kiambu County. Grouped them into County Administrators, MCAs, selected members of public such as women groups, youth groups and business people for the study.

Sample Size A sample of 200 entities was used in the study. Probability sampling method was used following Mugenda and Mugenda’s formula of using 10% of the population.

Research Instruments

Both primary and secondary data were used in the study. Questionnaires and interviews were used to collect data from two hundred participants.

Pilot study

To ensure the effectiveness of the questionnaire, a pretest was carried out. Pilot study examined 10 residents who were not included in the sample of the study. This enabled the researcher to know whether the instrument used in research produced the expected results. 3.7 Validity and reliability were assured through the pilot study. 3.8 Data data was analysed using Content analysis for qualitative data and SPSS tool for quantitative data.

IV. THE STUDY FINDINGS WERE AS FOLLOWS

4.1 Data Analysis

The demographic data were as follows:

4.1.1 Participants Gender

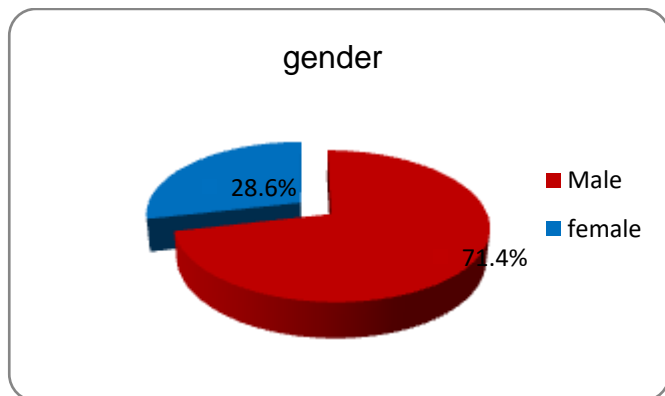


Figure 4.1: Participants' Gender

The study sought to determine whether participants were of female or male gender. From the findings majority of the respondent as shown by a percentage of 71.4% of the participants were male whereas 28.6% of the participants were female. This is an indication that both genders were involved in the study and shows a significant relationship.

4.1.2 Political Interference Challenges on implementation of Devolved Government

Table 4.1.2 Politicians are not in support of devolved government

Politicians are not in support of devolved government	Frequency	Percentage
Yes	152	77.5
No	48	22.5
Total	200	100.0

The study sought to determine the extent to which the Participants agreed with the above statement relating to the political interference challenge. From the findings majority of the participants agree that politicians are not in support of devolved government as indicated by a percentage of 77.5% of the responses.

Table 4.1.3 Party affiliations

Party affiliations affect decisions being passed by the county assembly.	Frequency	Percentage
Yes	111	55.5
No	89	44.5
Total	200	100.0

The study sought to determine the extent to which the Participants agreed with the above statement about party affiliation affecting decisions being passed relating to political challenge. From the findings majority of the participants agree that party affiliation was affecting decisions being passed as indicated by a percentage of 55.5% of the responses.

Table 4.1.4 Selfishness and infighting

Selfishness and infighting derail implementation of devolved government.	Frequency	Percentage
Yes	132	66.0
No	68	34.0
Total	200	100.0

The study sought to determine the extent to which the Participants agreed with the above statement about selfishness and infighting on implementation of Devolved government relating to political challenge. From the findings majority of the participants agreed that selfishness and infighting was negatively affecting implementation of Devolved government as indicated by a percentage of 66.% of the responses.

Table 4.1.5 Politicians and Integrity

Integrity is the main problem facing politicians	Frequency	Percentage
Yes	127	63.5
No	73	36.5
Total	200	100.0

The study sought to determine the extent to which the Participants agreed with the above statement about Integrity being the main challenge facing politicians in implementation Devolved government relating to political challenge. From the findings majority of the participants agreed that selfishness and infighting was affecting implementation of Devolved government as indicated by a higher percentage of 63.5% of the responses.

Table 4.2: Most Politicians buy their way into parliament through bribes

Politicians and bribes	Frequency	Percentage
Yes	112	56
No	88	44
Total	200	100.0

The study sought to find out whether most Politicians buy their way into parliament through bribes, from the study findings majority of the respondents as shown by 56.% of the participants agreed that most politicians buy their way into parliament through bribes whereas 44% of the participants were of the contrary opinion. This implies that most politicians buy their way into parliament through bribes.

Table 4.3: Politicians commitment to the promises they give to the electorates

Politicians commitment	Frequency	Percentage
Yes	156	78
No	44	22
Total	200	100.0

The study sought to find out whether Politicians are never committed to the promises they give to the electorates, from the study findings majority of the participants as shown by 78% of the participants agreed that politicians are never committed to the promises they give to the electorates whereas 23.8% of the respondents were of the contrary opinion. This indicated that indeed Politicians are never committed to the promises they give to the electorates

Table 4.4: Members of County Assembly understandability of the issues pertaining to devolution management

Devolution issues	Frequency	Percentage
Yes	77	38.5
No	123	61.5
Total	200	100.0

The study sought to find out whether members of County Assembly understand the issues pertaining to devolution management, from the study findings majority of the participants as shown by 61.5% of the participants indicated that Members of County Assembly do not understand the issues pertaining to devolution management while as 38.5% of the participants did not agree with the statement. This implies that Members of County Assembly did not understand the issues pertaining to devolution management for lack of prior plans to change into new devolved governance system which relatively new in Kenya.

Table 4.5: Civic education would assists in understanding devolution better

Civic education	Frequency	Percentage
Yes	200	100
Total	200	100

The study sought to find out whether civic education would assist in understanding devolution better, from the study findings all of the participants as shown by 100% responses indicated that civic education would assist in understanding devolution better. This implies that civic education was very important in ensuring that citizens understood matters pertaining to devolution. This would have been possible if change management strategies were introduced before adopting devolution.

Table 4.6: Financial Mismanagement challenge on implementation of devolved Governments

Financial Mismanagement	YES	%	NO	%	PARTICIPANTS
Diverting public funds to non-priority projects	121	60.5	79	39.5	200
Lack of accountability by politicians of public funds.	133	66.5	77	33.5	200
Corruption amongst county officials	191	95.5	4.5	9	200
Lack of public involvement in the process of budget	176	88	24	12	200

The study sought to determine the extent to which the participants agreed with the above statements relating to financial mismanagement challenge on implementation of Devolved Government in Kiambu County. from the research findings majority of the participants agreed that; corruption amongst officials was the biggest challenge on the implementation of Devolved Governments as shown by a percentage of 95.5%. The lowest among the challenges was diverting of public funds to non-priority projects in Kiambu County as shown by a response of 60.5%. Lack of accountability by politicians of public funds was the second lowest challenge facing the implementation of Devolved Government in Kiambu County as shown by 66.5% response. While Lack of public involvement in the process of budget was a challenges in the implementation of Devolved Government in Kiambu County as shown by a 88% response. It is clear from the above findings that Anti-corruption measures need to be strengthened to check mismanagement of finances in Kiambu County and other counties as indicated by Mwabu (2012) who stated that Corruption is still a serious problem and it appears as though it has been transferred from central government to the devolved counties.

Table 4.7: Funds allocated to the county spent for the proposed projects

Proposed projects	Frequency	Percentage
Yes	75	37.5
No	125	62.5
Total	200	100.0

The study sought to find out whether funds allocated to Kiambu County were spent for the proposed projects, from the study findings majority of the respondents as shown by

62.5% of the participants indicated that funds allocated to Kiambu County were not spent for the proposed projects whereas 37.5% disagreed. This implies that funds allocated to Kiambu County were not spent for the proposed projects as stated by Ndungu (2012) stated that governors are diverting development funds into buying or bribing MCAs to win their support.

Table4. 8 Natural resources that can generate income within Kiambu County

Natural resources	Frequency	Percentage
Yes	143	71.5
No	57	28.5
Total	200	100.0

The study sought to find out whether there are any natural resources that can generate income within Kiambu County, from the study findings majority of the respondents as shown by 71.5% of the participants indicated that there were natural resources that can generate income within Kiambu County whereas 28.5% of the participants were of a contrary opinion. This implies that there were natural resources that could generate income within Kiambu County as indicated by the responses received such as agricultural land, forests, minerals (Carbicide), man-made lakes (Ruiru Dam) and tourist cites.

4.1.4 Policies and Legislation Challenges

Table 4.9: Policies and legislation effect on implementation of devolution

Policies and legislations	YES	%	NO	%	PAR TICI PAN TS
Leaders’ lack understanding and knowledge of the newly promulgated Constitution.	121	60.5	79	39.5	200
Delay in passing bills regulating business operations is affecting business in Kiambu County.	133	66.5	77	33.5	200
Newly introduced county rules on licensing are frustrating business operations in Kiambu County.	191	95.5	4.5	9	200
Unclear legislation is affecting utilization of county natural resources hence grounding operations.	176	88	24	12	200

The study sought to determine the extent to which the participants agreed with the above statements relating to policies and legislation challenge on implementation of devolved government in Kiambu County, from the research findings majority of the respondents agreed that unclear legislation is affecting utilization of county natural resources hence grounding operations as indicated by 88% response. Delay in passing bills regulating business operations was affecting business in Kiambu County as shown by 66.5%.

Newly introduced county rules on licensing were frustrating business operations in Kiambu County as shown by a mean of 1.90. The lowest was that Leaders’ lack understanding and knowledge of the newly promulgated Constitution as shown by 60.5% response. This is clear that there was need to strengthen legislation because without which counties hands remain tied as is the case in Mexico where power was devolved to the municipal districts but limited (Pauly, 2013).

Table 4. 2 Knowledge of any license to start a business in Kiambu

Knowledge on Licences	Frequency	Percentage
Yes	155	77.5
No	45	22.5
Total	200	100.0

The study sought to find out whether the respondents knew of any license required before one can start a business in Kiambu, from the study findings majority of the respondents as shown by 71.4% of the respondents agreed that they knew of some license required before one can start a business in Kiambu whereas 28.6% of the respondents were of the contrary opinion. This shows that the respondents knew of some license required before one can start a business in Kiambu.

Table 4.11: Procedure for getting the license difficultness

License getting procedures	Frequency	Percentage
Yes	9	42.9
No	12	57.1
Total	21	100.0

The study sought to find out whether procedure for getting the license was difficult, from the study findings majority of the respondents as shown by 57.1% of the respondents agreed that procedure for getting the license is not difficult whereas 42.9% of the respondents were of a contrary opinion. This implies that the procedure for getting the license in Kiambu County was not difficult.

Table 4.3 County government impose high taxes on businesses

County Government Taxes	Frequency	Percentage
YES	148	74
No	52	24
Total	200	100.0

The study sought to find out whether county government impose high taxes on businesses, from the study findings majority of the respondents as shown by 74% of the respondents agreed that county government impose high taxes on businesses whereas 24% of the respondents were of a contrary opinion. This implies that the county government

imposes high taxes on businesses confirming Olowu, 2012 statement that there is need to formulate regulation to guide on charging of uniform rates in all counties by the central government.

Table 4.13 : Money collected as tax used to benefit the people of Kiambu County

Tax collection	Frequency	Percentage
Yes	161	80.5
No	39	19.5
Total	200	100.0

The study sought to find out whether money collected as tax was used to benefit the people of Kiambu County, from the study findings majority of the respondents as shown by 80.5% of the respondents agreed money collected as tax was used to benefit the people of Kiambu County whereas 19.5% of the respondents were of a contrary opinion. This implies that the money collected as tax was used to benefit the people of Kiambu County.

4.1.5 I County Administrative Challenges

Table 4.15: County Administrative challenges on implementation of devolved Government

Statements	YES	%	NO	%	PAR TICIP ANT S
Unhealthy rivalry and poor attitude amongst county officials	121	60.5	79	39.5	200
Shortage of qualified human resources	133	66.5	77	33.5	200
Resistance to change	191	95.5	4.5	9	200

The study sought to determine the extent to which the participants agreed with the above statements relating to County Administrative challenge on implementation of devolved Government in Kiambu County, from the research findings majority of the respondents agreed that; Unhealthy rivalry and poor attitude amongst county officials was affecting implementation of devolved Government in Kiambu County as shown by 60.5%, Resistance to change was the main cause of delay in implementing devolved Government in Kiambu County and the major challenges as shown by 95.5% of responses received from the participants and that Shortage of qualified human resources was affecting implementation of devolved Government in Kiambu County as shown by 66.5%. This confirms the statement by Cherop (2010) that many individuals amongst the citizenry continue to hold a certain conservative mindset towards reforms. There is therefore need to develop change management strategy to ensure that the whole nation moves forward as one.

V. SUMMARY OF FINDINGS

The study concluded that, with regard to political interference effect on implementation of devolution in Kiambu County the study established that selfishness and infighting between senators and governors derail implementation of devolved governance in the county as indicated by a mean of 1.74. On financial challenges effect on implementation of devolution in Kiambu County the study findings established that diverting public funds to non-priority projects was affecting development in Kiambu County. Lack of accountability by politicians of public funds was affecting implementation of devolution in Kiambu county

In relation to policies and legislation effect on implementation of devolution in Kiambu County, the study findings were that delay in passing bills regulating business operations was affecting businesses in Kiambu County. Newly introduced county rules on licensing were frustrating business operations in Kiambu County, unclear legislation was affecting utilization of county natural resources hence grounding operations and that leaders lacked understanding and knowledge of the newly promulgated Constitution Concerning.

In relation to internal county management effect on implementation of devolution in Kiambu County, the study found out that demand for huge salaries and allowances by MCAs and public servants was burdening the tax-payers affecting operations of county governance. Also unhealthy rivalry and poor attitude amongst county leaders was affecting implementation of devolution in Kiambu County. Shortage of qualified human resources and resistance to change was found to be the main cause of delay in implementing devolution in Kiambu County. The study further established that administrators were appointed competitively for the jobs giving consideration to gender balance although it was found out that leaders appointed were not trained on devolution management issues. There was need for development of change management strategy to enable the country move forward as one.

Conclusions

- The study concludes that politicians were not in support of devolved governance system in Kiambu County, in the beginning and also integrity was the main problem facing politicians and affecting Implementation of devolution in Kiambu, management. It was concluded that civic education would assist in understanding devolution issues better.
- The study further concludes that financial challenges affect implementation of devolution in Kiambu County through diverting public funds to non-priority projects and corrupt activities; lack of accountability of public funds.

The study concludes that funds allocated to Kiambu County were adequate but not spent for the proposed projects, there were natural resources that could generate income within Kiambu and the income generated from these resources was utilized within Kiambu County.

Further, that the policies and legislation affect implementation of devolution in Kiambu through delay in passing bills regulating business operations and that newly introduced county rules on licensing were frustrating business. Unclear legislation and Leaders' lack of understanding and knowledge of the newly promulgated Constitution was also a challenge.

The study concludes that unhealthy rivalry and poor attitude amongst county leaders, resistance to change and Shortage of qualified human resources were the main County Administrative Challenges.

Recommendations were as follows:

- i. County political leaders including the governors and county Assembly Members should forge unity and work together for the interest of the development of Kiambu County and for other counties also.
- ii. The national government should be more aggressive in the fight against corruption in Counties so as to safeguard public finances in the counties and control the mismanagement.
- iii. The regulations and legislation guiding the functions of the devolved governments should be strengthened and monitored carefully by the national government in order to curb any abuses by the of devolved governments.
- iv. The national government should devise uniform strategies to assist the county governments in the process of implementing the newly create government systems. This will involve training on change management methods so that the country can move together in implementing the devolved system successfully, there is need for development of change management strategies to ensure that the whole nation and counties work together in implements moves forward as one.

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APPENDIX 2: QUESTIONNAIRE FOR MCAS, ADMINISTRATORS AND SELECTED MEMBERS OF PUBLIC POLITICAL INTERFERENCE CHALLENGES

The following question is intended to answer how political interference affects implementation of devolved government in Kiambu County. Please fill in with a tick [√] to answer how much you agree or disagree with the statements. The choices given are; strongly disagree (SD), disagree (D), Not sure (NS), Agree (A) and strongly agree (SA).

NO.	Statement	SD	D	NS	A	SA
1.	Politicians are not in support of devolved governance in Kiambu county.					
2.	Party affiliations affect decisions being passed by the county assembly.					
3.	Selfishness and infighting between senators and governors derail implementation of devolved governance in county.					
4.	Integrity is the main problem facing politicians that is affecting Implementation of devolution in Kiambu county.					

Personal Details

1. Gender: Male Female (Tick as appropriate)
2. Category: MCA Administrator..... Member of public
3. Been a resident of Kiambu County for (Number of years)
5. Most Politicians buy their way into parliament through bribes.
Yes No
6. Politicians are never committed to the promises they give to the electorates
Yes No
7. Do Members of County Assembly understand the issues pertaining to devolution management?
Yes No
8. Do you think civic education would assist in understanding devolution better?
Yes No

FINANCIAL CHALLENGES

The following question is intended to answer how financial challenges affect implementation of devolution in Kiambu County. Please fill in with a tick [√] to answer how much you agree or disagree with the statements. The choices given are; strongly disagree (SD), disagree (D), Not sure (NS), Agree (A) and strongly agree (SA).

NO		SD	D	NS	A	SA
1.						
2.						
3.	Corruption amongst leaders is affecting implementation of devolution in Kiambu County					
4.	Lack of public involvement in the process of budget is affecting implementation of devolution in Kiambu County.					

Statement
Diverting public funds to non-priority projects is affecting development in Kiambu County.
Lack of accountability by politicians of public funds is affecting implementation of devolution in Kiambu County.

5. Do you think funds allocated to Kiambu County are adequate?

Yes No.....

6. Are these funds allocated to the county spent for the proposed projects?

Yes..... No.....

7. Are there any natural resources that can generate income within Kiambu County?

Yes..... No.....

8. Is the income generated from these resources utilized within Kiambu?

Yes..... No.....

POLICIES AND LEGISLATION CHALLENGES

The following question is intended to answer how Policies and legislation affect implementation of devolution in Kiambu County. Please fill in with a tick [√] to answer how much you agree or disagree with the statements. The choices given are; strongly disagree (SD), disagree (D), Not sure (NS), Agree (A) and strongly agree (SA).

NO	Statement	SD	D	NS	A	SA
1	Leaders’ lack understanding and knowledge of the newly promulgated Constitution.					
2	Delay in passing bills regulating business operations is affecting business in Kiambu County.					
3	Newly introduced county rules on licensing are frustrating business operations in Kiambu County.					
4	Unclear legislation is affecting utilization of county natural resources hence grounding operations.					

5. Do you know of any licenses required before one can start a business in Kiambu?

Yes..... No.....

6. Is the procedure for getting the license difficult?

Yes No.....

7. Does the county government impose high taxes on businesses?

Yes..... No.....

8. Is money collected as tax used to benefit the people of Kiambu County?

Yes No

COUNTY INTERNAL MANAGEMENT CHALLENGES

The following question is intended to answer how County Internal Management challenges affect implementation of devolution in Kiambu County. Please fill in with a tick [√] to answer how much you agree or disagree with the statements. The choices given are; strongly disagree (SD), disagree (D), Not sure (NS), Agree (A) and strongly agree (SA).

NO	Statement	SD	D	NS	A	SA
1	Unhealthy rivalry and poor attitude amongst county leaders is affecting implementation of devolution in Kiambu County.					
2	Resistance to change is the main cause of delay in implementing devolution in Kiambu County					
3	Shortage of qualified human resources is affecting implementation of devolution in Kiambu County.					
4	Demand for huge salaries and allowances by MCAs and public servants is burdening the tax-payers affecting operations of county governance					

5. Are administrators appointed competitively for the jobs?

Yes..... No.....

6. Are leaders appointed trained on devolution management issues?

Yes..... No.....

7. Is gender balance considered when appointing public officers?

Yes No.....

END OF QUESTIONNAIRE

THANK YOU

APPENDIX 3: INTERVIEW SCHEDULE FOR MEMBERS OF WOMEN GROUPS AND/OR YOUTH GROUPS

This interview schedule is drafted to assist the researcher to investigate the challenges affecting implementation of devolved government in Kiambu County. You are, thus requested to provide responses which will be used only for this study.

As a resident of Kiambu County, what challenges do you face that hinder development in your area?

.....

Do you know of any resources available in Kiambu County and how they are utilized? Are you aware of any regulations governing their management and control?

.....

Party affiliations are the main cause of wrangles amongst leaders; how do they hinder implementation of devolution in Kiambu County?

.....

Development committees are key in management of counties. Are your members fairly represented in them and what do you think affects the effectiveness of the same?

.....

Are you aware of any government funding available in your county and how easily accessible is it to an interested person?

.....
.....

Devolution means bringing government closer to the people. Do you think the government is committed towards realization of this fact?

.....
.....

END OF INTERVIEW

APPENDIX 4: INTERVIEW SCHEDULE FOR BUSINESSMEN

This interview schedule is drafted to assist the researcher to investigate the challenges facing implementation of devolved government in Kiambu County. You are, thus requested to provide responses which will be used only for this study.

As a businessman in Kiambu County, do you think elected leaders harbor ill feelings for people who do not belong to their party hence affecting implementation of devolution?

.....
.....

The constitution of Kenya (2010) gives more rights to the *mwananchi* under the bill of rights. In your opinion do you think the *mwananchi* understands what this entails?.....

.....

Devolution means sharing of resources in the county government and control of the same from the regions. Has this been achieved in Kiambu County?

.....
.....

Does the *mwananchi* understand his role in management of resources to better their lives and how can you ensures they do?.....

.....

In your opinion do you think the newly introduced rates and levies are contributing to the challenges affecting effective implementation of devolution in Kiambu County?.....

.....

The government is doing everything possible to support implementation of devolution? If not what do you suggest the government should do in order to find solutions for reducing these challenges under devolved governance

.....
.....