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**DETERMINANTS OF EFFECTIVE IMPLEMENTATION OF DEVOLUTION SUPPORT PROGRAMME:
A CASE OF KERICHO COUNTY GOVERNMENT, KENYA.**

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ABSTRACT

Devolution, as a system of governance holds the principle of subsidiary which advocates for the transfer of responsibilities and decision-making powers from the central government to the local governance units. Despite the above aspirations, devolution in Kenya is yet to be celebrated by the citizenry to the levels that were expected. This study investigated the influence of provision of adequate resources, legislation and employee capacity building on the effective implementation of devolution support program in Kericho County, Kenya. The study adopted descriptive survey research design. The target population was 280 respondents. Cluster and purposive sampling techniques were employed in the study to determine a sample size of 84. Questionnaires were used to collect quantitative data which was analyzed through descriptive and inferential statistics. It was established that availability of resources and employee capacity building significantly enhance implementation of devolution. However, prevailing laws and regulations do not. The study recommends the county government to enact laws that would promote mobilization of local resources and revenue collection to boost its income so as to meet the expectation of the people. Also, the county assembly should expedite the time it takes to develop necessary legislation so as to encourage investment.

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For any organization to succeed, training of staff is a key requirement. The county government should have a training policy and a budget to facilitate training of staff in order to equip them with the relevant knowledge to effectively offer services to the population. Relation with donors should be improved to encourage any investment in the region. External donors could help in such areas as capacity building and direct foreign investment. The county key resource areas should be clearly identified in the strategic plan of the county to make it easy for potential investors to bring investment to the county.

Key Words: *Provision of Adequate Resources, Legislation, Employee Capacity Building, Implementation of Devolution Support Program in Kericho County, Kenya*

BACKGROUND OF THE STUDY

Devolution is one among several forms of decentralization, which is a characteristic of all governments globally. One analyst distinguishes vertical decentralization, which offers a vote, from horizontal decentralization, which also offers voice (Kauzya, 2017). Thus, it is not whether governments decentralize, but rather, how and why they do considerations that are significant for the choice between alternative modes of decentralization. Devolution is the transfer of power from a central government to sub national (state, regional, or local) authorities. Devolution usually occurs through conventional statutes rather than through a change in a country 's constitution; thus, unitary systems of government that have devolved powers in this manner are still considered unitary rather than federal systems, because the powers of the sub national authorities can be withdrawn by the central government at any time (Britannica, 2018).

Throughout history, there has been a tendency for governments to centralize and hold on absolute power over everything with all decisions affecting the whole country being made at one central place. However, in recent history people in both federal and unitary systems have increasingly sought to reduce the power of central governments by devolving power to local or regional governments in what is called decentralization or devolution. For example, supporters of the state rights in the United States favored diffusing power away from Washington, D.C., toward state and local governments. This trend was also experienced throughout the world, though perhaps the two most notable instances of devolution occurred in France in the 1980s and the United Kingdom in the late 1990s. National governments have responded in many ways. Some have reformed to become more democratic and tolerant to divergent opinions. Twenty-five years ago, only one-third of the world's countries held competitive elections but today, 60 percent do (IMF 2019). Governments are also decentralizing—shifting responsibilities and resources to sub national units of government. Both measures provide a means of maintaining political stability and conceding political power within a formal, rule-bound decision-making system that is acceptable to all.

Devolution has been successful in other parts of the world; USA, India, Nigeria, Sweden, UK and South Africa are some of the countries where devolution has delivered the expected results in terms of political stability and development. (Omari, Kaburi, and Sewe2012). In the late 1980s the French government undertook the process of decentralization and created regions and set up elected regional assemblies. Together with the departmental councils these new bodies are charged with responsibility for infrastructure spending and maintenance (schools and highways) and certain social spending. They collect revenues through property taxes and various other taxes. In addition, a large part of spending is provided by direct grants to such authorities. Africa has been called the most centralized continent, in terms of how power is concentrated in its capital cities (Mwenda 2010).



Recently Africans have started to react to the centralizing impulse, and there has been a wave of decentralization in many African countries. Many central governments are now willing to delegate work to regional authorities. Some are prepared to go further and assign financial and human resources to their regions, also letting them decide how to carry out their work. In Africa devolution is practiced in South Africa, Uganda, Ethiopia, Tanzania, Nigeria, Ghana and now, Kenya among many others. In Uganda devolution is practiced through kingdoms while in Tanzania devolution is through Jimbos (Omari, Kaburi, and Sewe 2012). In Kenya devolution is through the 47 counties. There are three main types of decentralization used by African countries: de-concentration, devolution and federalism (Mwenda 2010). Most governments prefer de-concentration, which involves the transfer of responsibilities to staff working in the regions – rather than transferring decision-making, finance and management to local units with some degree of autonomy

Devolution in Kenya is traced back to 1963 when the country got its independence. However; this was short-lived due to lack of substantive founding in the philosophies of either KADU or the KANU party which was responsible of implementing it (SID 2011). The Constitution of Kenya, 2010 created a decentralized system of government wherein two of the three arms of government; namely the Legislature and the Executive are devolved to the 47 Political and Administrative Counties as provided for under Article 6. The primary objective of decentralization was to devolve power, resources and representation down to the local level. Devolution was seen to be the key to unlocking Kenya’s economic potential through distribution of responsibilities.

Decentralization permitted Counties to identify problems, make policies, plan, and collect revenue, execute budget, accounting, auditing, monitoring and evaluation, and citizen participation in decision-making (SID 2011). Article 174 of the Constitution identified several objects of devolution which include giving powers of self-governance to the people and enhance their participation in the exercise of power in making decisions affecting them. The Article also recognized the rights of communities to manage their own affairs and to further their development. The forty-seven County governments came into operation in 2013. This marked a complete departure from the national government system that has been in operation since independence (CRA). The national government was characterized with a myriad of challenges that included marginalization, vast inequalities, and mismanagement of resources and exclusion of many communities from the decisions process.

Institutions as well as policies and regulation were established to enhance the functioning of devolved system of government. For instance, The Commission on Revenue Allocation (CRA) is mandated to recommend the basis for equitable sharing of revenues raised nationally between the national and the county governments. The Commission established under Article 215 of the Constitution of Kenya 2010 plays a significant role of recommending on matters concerning the financing and financial management of both the national government and county governments. The transition to devolved system is a process that will take time as revealed by UNDP (2015). The report identified policy gap both at national and county level. There is need for policy framework to ensure that devolved institutions are functioning well and grounded on strong legal foundations. This and other challenges have impacted on devolution process. Kericho County Government is one of the 47 County Governments in the country established under the Constitution (COK,2010). With the emergence of County Governments, unlike other counties in the country which will have to struggle to generate revenue, Kericho County Government has a head start- thanks to its well-established infrastructure, man power and its high potential in agriculture (SID 2011).



STATEMENT OF THE PROBLEM

Devolution, as a system of governance holds the principle of subsidiary which advocates for the transfer of responsibilities and decision-making powers from the central government to the local governance units. Despite the above aspirations, devolution in Kenya is yet to be celebrated by the citizenry to the levels that were expected. According to World Bank report of November 26th 2019 titled Kenya's Devolution though it praised devolution, pointed out challenges of lack of capacity to manage devolved functions, lack knowledge and resources to deliver devolution effectively particularly in enhancing service delivery of essential services to the citizenry, shared prosperity and prudent management of devolved resources. The Auditor General Edward Ouko, in his 2019 report identified the issues of inadequate capacity building of staff, inadequate financial resources, poor key stakeholder engagement and involvement in project decisions and poor project relevance as the major challenges facing the county government of Kericho (Ouko E., 2019). More so a report by Mrs Agnes Odhiambo, The Controller of Budget titled County Governments Budget implementation review report for first half of 2018/2019 Financial year identified that Kericho County Public Service board did not have an optimal staffing structure to address the escalating wage bill that has hit the roof and that the same Kericho County Government never budgeted for the conditional grants.

Devolution, being the main idea behind decentralization, was envisioned to bring both control and resources nearer to the people and improve the potential of governments to satisfy the needs of its citizens. The above gaps go a long way in hindering realization of the devolution aspirations. Article 203(2) of the 2010 Kenyan constitution stipulates that counties should get a minimum of 15% of total national revenue. The 15% allocation through CRA is meant to be supplementary, with the counties expected to generate the bulk of the wealth locally for their sustainability. It may call for county leaders to engage in strategic management practices in order to attain sustainable economic status (COK,2010). Devolution, being a new phenomenon in Kenya, the level of preparedness of the counties to face up with the identified challenges and potential complexities to ensure that they are managed strategically is a major concern. A number of studies have been conducted on the subject even though most of them identified and suggested further areas of research. It's against this background that the study endeavored to determine the factors that influence effective implementation of devolution in Kenya. More so, it sought the possible solutions that the government can adopt to ensure success.

OBJECTIVE OF THE STUDY

- i. To establish the influence of prevailing laws and regulations on the implementation of devolution support programme in the county of Kericho;
- ii. To examine how employee capacity building influences the implementation of devolution support programme in Kericho County Government.
- iii. To examine the influence of provision of adequate resources on implementation of devolution support programme in Kericho County Government.



THEORETICAL FRAMEWORK

Theoretical framework provides the research the lens to view the world clearly (Marriam, 2001). The study is based on these theories; Resources Based Theory, Human Capital Theory and McKinsey 7-S Framework.

Resource Based Theory

Resource-based theory aspires to explain the internal sources of a firm 's sustained competitive advantage (Kraaijenbrink, Spender, & Groen, 2010). It was Penrose who established the foundations of the resourced-based view as a theory (Roos&Roos, 1997). Penrose first provides a logical explanation to the growth rate of the firm by clarifying the causal relationships among firm resources, production capability and performance. The focus was mainly on efficient and innovative use of resources. It was identified that bundles of productive resources controlled by firms could vary significantly by firm, that firms in this sense are fundamentally heterogeneous even if they are in the same industry (Barney & Clark, 2007).

Sandholm, (2006) took on a resource perspective to analyze the role of procurement in new products development and ultimately organizational performance and believed that —resources and products are two sides of the same coinl and firms diversify based on available resources and continue to accumulate through acquisition behaviors. Elgar (2002) also uses the resource-based theory to explain performance as well as performance improvements. To perform is to produce valued results. A performer can be an individual or a group of people engaging in a collaborative effort. Developing performance is a journey, and level of performance describes location in the journey. Current level of performance depends holistically on 6 components: context, level of knowledge, levels of skills, level of identity, personal factors, and fixed factors. Three axioms are proposed for effective performance improvements.

Human Capital Theory

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

McKinsey 7-S Framework

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



EMPIRICAL LITERATURE REVIEW

Empirical evidence on the impact of devolution depicts mixed results and, in some cases,, it is inconclusive. For example, a study of the federal state of India suggests that decentralization promotes government responsiveness in service delivery, especially if the media is very active at the local level (Besley and Burgess, 2012). Another study of Italy indicates that devolution may exacerbate regional disparities in public spending and economic outcomes (Calamai, 2019). Azfar et al (2001) finds that local officials have limited authority to influence service delivery while citizens' influence at the local level is hampered by limited information. As a result, devolution does not achieve the desired effects of allocative efficiency.

Shackleton et al., (2002) suggest that arguments favouring devolution (specifically in relation to natural resource management) typically amount to little more than rhetoric. We are cautioned that general presumptions in favour of decentralization are “hard to justify” (Treisman, 2017), as it is difficult to identify specific political conditions that will result in positive or negative effects (Treisman). It has been further argued that political decentralization can result in unfulfilled expectations and unanticipated problems (Grindle, 2017), and in some cases, “devolution of legal powers and administrative responsibilities to sub national units of government has left some localities ill-prepared and unequipped to meet the demands placed upon them in the complex intergovernmental system” (McGuire et al, 2014).

When it comes to the economic factor, the key element devolution stands or falls upon is fiscal decentralization. How do the Centre and the devolved units relate to each other when it comes to money? This simple question belies the difficulty of resolving matters close to the heart of 20 devolved states - (i) who has the right to tax citizens and businesses? (ii) On what basis will revenues generated be shared between the Centre and the devolved units, and between the units themselves? (iii) How does the national policy deal with regions and devolved units that generate much more wealth than others? In other words, 'control over (Rao and Singh, 2016)

Prevailing Laws and Regulations

The first stage of the County implementation process comprises the development of policy and legislation. This was done by the Taskforce on Devolved Government (TFDG) under the Ministry of Local Government (MoLG). The TFDG was mandated to make recommendations on necessary legislation and administrative procedures for a smooth transition to county governments. The Taskforce prepared a policy report, a policy sessional paper and six devolution Bills in 2011. Parliament has enacted several of these laws, including the Urban Areas and Cities Act,2011, the Transition to Devolved Government Act, 2012 and the Intergovernmental Relations Act, 2012 among others. The assignment of responsibilities for public functions is tantamount to the distribution of political power and is consequently important in every devolved system¹⁰.The Transition to Devolved Government Act, 2012 establishes a framework for the transition to devolved government in accordance with section fifteen (15) of the sixth schedule of the Constitution of Kenya, 2010 (TISA, 2012). Parliament also enacted the Intergovernmental Relations Act, 2012.



The Act provides a framework of consultations and cooperation between the national and county governments as well as between county governments themselves. The Act also provides for the resolution of intergovernmental disputes pursuant to Articles 6 and 189 of the Constitution. There are few studies on legislation at the county levels, but are incorporated in political systems of devolved governments. There is no consensus on the perceived benefits of legally recognized self-government (Belanger, 2008, Alcantara, 2008). There are also conflicting perspectives in the academic realm regarding the desirability and potential consequences of devolution and political decentralization arguments against decentralization fall into two categories, focusing either on national effects or local effects (Azfar et al., 2004). At the national level, scholars have argued that the establishment of sub-national (or sub-provincial/territorial) governments can lead to fiscal deficits, as local government debts are reluctantly absorbed by the central government (Azfar et al., 2004, Treisman, 2007). At the local level, rather than increasing democratic accountability, it has been argued that local elites can benefit disproportionately from devolution, effectively creating authoritarian enclaves in local settings (Diamond, 1999, Hutchcroft, 2001).

Employee Capacity Building

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

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

He further reiterates that it can only be achieved through SWOT Analysis and a proper understanding of the organization's vision and hence creating a competitive advantage. Training Needs Analysis is also very important to know the training gaps between the employee 's current performance and desired performance level. The locals of the county should be trained on their democratic rights pertaining the public sector services. County government can regulate matters that pertain to their local citizenry using their own knowledge and local expertise. Reddy & Sabelo (1997) have identified five ingredients which they describe as the hallmarks of classical representative county government democracy training as practiced in many countries. The first is popular consultative; the implication here is that government requires the consent of the citizens whose rights it is bound to respect and protect. The dignity of the individual is best manifested in the determination and control of their own affairs. There must be a constant dialogue between the governors and the governed at all times. Only then can people 's views and aspirations be ascertained and taken into account in the policy-making process.



The second is popular participation, implying that individual full participation in making societal choices and decisions is a natural outcome of the endowment of individual dignity because it contributes to individual self-development. Responsibility for the governing of one 's own conduct develops one 's dignity. In particular, full individual participation within the local government context contributes to the creation of community solidarity because everyone feels involved in what is going on relative to their welfare. In this regard, on every issue, the views of the majority should prevail. This popular participation may be achieved through meetings in small and large communities, through prayers association, neighborhood groups and other social and political associations (Reddy &Sabelo, 1997).

The third is competition, whereby people with varying political views or ideological standpoints must be allowed to articulate these views and canvass support for them on the platform of the political party of their choice. Within the context of democracy therefore, elections are viewed as an important vehicle for the free exchange of views in which the voter can make a choice. The fourth is freedom of expression. According to Reddy &Sabelo (1997), another consequence of the right to self- determination and popular participation is the necessity for freedom of expression. Indeed, there is no way to ascertain the popular will if the individual citizen is not free to express his or her own opinion. The availability of wide- ranging views provides vital information and assists in that popular control of government by creating a well-informed citizenry.

The fifth is equality. Equality before the law naturally extends to political equality, as all citizens should have equal access to political power and influence in shaping policy. AyoadeMni (1992), states that in modern times the notion of equality has been expanded to include equality of opportunity in many important aspects of life. In that respect, equality aims at equality of opportunity in education, employment and social justice for the oppressed, neglected and the disadvantaged. This expansion of the notion of equality is to ensure that each person has an equal opportunity to develop his/her naturally endowed potential to maximum capacity. Alande, (2013) argues that there exists a lot of skills gap in the County Governments and inherited unskilled and illiterate workforce that can never drive the devolution train to its destination. Training and development need to be administered to every staff and good budgetary allocations to this end are necessary. Training on the roles of county government relations with the national government and the customer service in delivering services to the County residents should be initiated (Alande, 2013).



CONCEPTUAL FRAMEWORK

Independent Variables

Dependent Variables

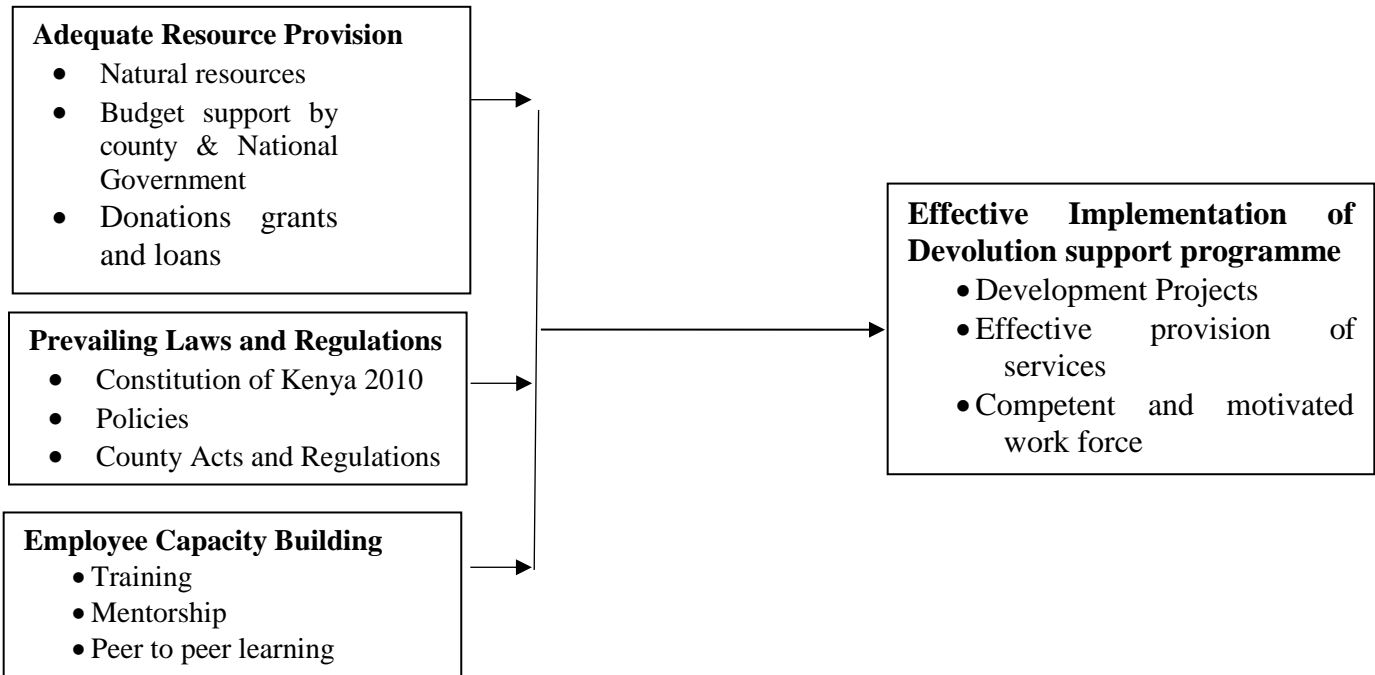


Figure 1: Conceptual Framework

RESEARCH METHODOLOGY

Through a descriptive technique, the study used a quantitative research methodology. The target population for this study was 280 respondents across the 6 Sub-Counties in Kericho constituting of 100 county employees working at the County headquarter doing office staff and 180 elected officials and citizens amongst a total population of 2,779 employees and elected county leadership. Determination of the sample was guided by the need to obtain a sample that is, as far as possible, representative of the population as a whole. Since the target population involves individuals of different cohorts, stratified random sampling was employed to select 84 respondents from the categories of sub-counties.

This sampling technique is to be used when the population of interest is not homogeneous; in this particular case the population of interest is composed of various carders of employee groups, is above 10% of the target population and exceeds 30 elements. For the above target population of 280 a sample size of 30% was taken. Data was collected through structured questionnaires.

The collected data was analyzed by both descriptive and inferential statistics with the aid of the Statistical Package for Social Sciences (SPSS) version 23.1. Descriptive analysis involved frequencies and percentages, means and standard deviations across all variables under consideration. Inferential statistics in form of correlation and multiple regression analysis was employed. The study used the t-test to test the hypotheses at 95% level of confidence ($\alpha=0.05$). In addition,



coefficient of determination (R_2) was used to test the contribution of each independent variable on the dependent variable. The findings of the study are presented in form of statistical tables. This is the regression model that has been employed in the analysis.

$$Y = \beta_0 + \beta_1X_1+ \beta_2X_2+ \beta_3X_3 + \varepsilon$$

Where:

Y represents the dependent Variable, Effective implementation of devolution; β_0 represents Constant; X_1 = Adequate Resource Provision; X_2 = Prevailing laws and regulations; X_3 = Employee Capacity Building; ε is the error term; β_1 , β_2 and β_3 are the regression coefficients

RESEARCH FINDINGS AND DISCUSSIONS

Introduction

Response Rate

This study targeted and issued out 84 questionnaires and all the questionnaires were well responded to giving a response rate of 100%. This response rate is satisfactory given the argument by Lewis et al (2007) that a response rate above 60% is satisfactory to be used in generalizing study findings.

Descriptive Findings on Devolution

The section presents the responses to the questions in regard to devolution. It was important to find out whether the activities have been devolved to the county or not. This assisted in the research on whether devolution has worked out. The responses were shown in Table 1.

Table 1. Activities Devolved to the County Government

	Frequency	Percentage
None	10	11.9
Slightly	56	66.7
Moderate	11	13.1
High	4	4.8
Very High	3	3.6
Total	84	100

The study findings in Table 1 indicated that 79.8% of the respondents felt that activities have been devolved slightly or moderately. Furthermore, 11.9% felt that there is none which has been devolved. A very small percentage believed that activities have highly or very highly devolved. This implies that residents are yet to reap and feel the benefit of devolution as enshrined in the constitution.

Descriptive Findings on Availability of Resources

It was important to find out the availability of natural resources in the county. This helped in knowing whether devolution has been successful since adequate resources help in the smooth delivery of public services. The responses for the question on availability of resources are presented in Table 2.



Table 2. Availability of Resources

	Frequency	Percentage
None	3	3.6
Slightly	7	8.3
Moderate	8	9.5
High	17	20.2
Very High	49	58.3
Total	84	100

The study findings indicated that a total of 78.5% respondents felt that availability of resources in the county is very high and high. This implies that the county is rich in resources hence there was smooth delivery of services if allocated well. There was a small verdict of a total of 11.9% of both none and slight resources which imply that the county is well endowed with resources to effectively carry out the devolution agenda. The study further established the extent of resource mobilization in the county. It was critical for the researcher to find out whether the resources can be mobilized from within the county. This is because mobilization of resources from within the county leads to realizing the potential of the natural resources available in the county. Respondents' responses are as shown in Table 3.

Table 3. Resources Mobilization

	Frequency	Percentage
None	9	10.7
Slightly	43	51.2
Moderate	21	25.0
High	8	9.5
Very High	3	3.6
Total	84	100

The findings in table 3 show that 61.9% of the respondents felt that the mobilization of resources is none and slightly which means that it does not fully realize the potential of the natural resources available in the county. 3.6% felt that mobilization is very high which is a very minimal percentage. The respondents who felt mobilization is just high are 9.5%, which is still a low percentage. The study further interrogated the extent of budgetary support from the national government. It was necessary to find out whether there is a budget support from the central government or not since this is critical for the effective devolution. The responses were shown in Table 4.



Table 4. County Government Budget Support by National Government

	Frequency	Percentage
None	4	4.8
Slightly	16	19.0
Moderate	53	63.1
High	7	8.3
Very High	4	4.8
Total	84	100

It was established in table 4. that 4.8% of the respondents gave a verdict of none budget support by the central government, 19% felt that the budget support is slightly, while 63.1% feel that the central government has given moderate support to the county in devolving the services to the population. A total of 13.1% feel that the support by the central government to budget is high and very high. This means that the government has not fully given support to devolution of services. The study further interrogated the extent to which donors injected resources in the county. It was important to find out whether there are resources from donors e.g. grants, loans, as this can tell adequacy of resources in the county for the effective delivery of services to the population. This is because injection of resources from donors shows a support for devolution. The responses were shown in table 5.

Table 5. Injection of Resources by Donors

	Frequency	Percentage
None	8	9.5
Slightly	45	53.6
Moderate	20	23.8
High	8	9.5
Very High	3	3.6
Total	84	100

It was established in table 5 that 9.5% of the respondents feel that there are no injections at all, 53.6% feel that there are slight donations, 23.8% gave a verdict of moderate injections by donors and a small number of 3.6% feel that the injections are very high. This means that there is very little donor support to the county government. It was also significant to find out whether there were donations from profit organizations since this really boost the efficiency of devolving services. The findings are as shown in Table 6.



Table 6. Donations by Non- Profit Organizations

	Frequency	Percentage
None	16	19.0
Slightly	48	57.1
Moderate	10	11.9
High	7	8.3
Very High	3	3.6
Total	84	100

The results produced in table 6 above indicate that 19% say there are no donations, 57.1% feel that there is a slight donation, 11.9% feel that there is moderate donations from profit organisations, 8.3% feel that there is high donations and only 3.6% feel that there is very high donations from profit organizations. This shows that profit organizations have put some effort in supporting the county government. The study further established whether the county programmes are adequately funded since adequate funds is a sign that nothing hampered the delivery of public sector services. If there no funds delivery of public sector services was very poor. The findings are as shown in Table 7.

Table 7. Funding of County Programmes

	Frequency	Percentage
None	34	40.5
Slightly	27	32.1
Moderate	13	15.1
High	7	8.3
Very High	3	3.6
Total	84	100

The research findings from table 4.11 indicates that 40.5% strongly disagree that county programmes are adequately funded, 32.1% disagree, 15.5% are not sure, 8.3% do agree and a very small percentage of 3.6% strongly agree. This show that the county programmes are not a adequately funded, something that hampered the implementation of devolution of public sector services in the county. These findings agree with those of Imendi, (2009) which show that the lack of financial resources hinder the effective implementation of devolution. As well, the study established that the national government does not fully support budgetary needs of the devolved units. The findings agree with those of a study done by Rao and Singh, (2006) that argue that there is always a conflict between devolved units and their central government on which level is to take which tax; a conflict that eventually leads to minimal financial support to the devolved units by the central government.



Descriptive Findings on Prevailing laws and regulations

The study sought to find out whether there are sound by laws for levying local taxes in the county government. This is because with sound by laws local taxes was collected efficiently hence increasing the county 's income. Again, with sound by laws shows that the county is fully devolved and delivering public services efficiently. The responses were shown in table 8.

Table 8. Laws on Levying Enacted

	Frequency	Percentage
None	46	40.5
Slightly	16	39.3
Moderate	13	6.0
High	7	11.9
Very High	2	2.4
Total	84	100

From the findings in table 8, 40.5% of the respondents felt that there are no by laws for levying taxes, 39.3% feel that there are slightly, 6.0% say that the bylaws are moderately enacted, 11.9% gave a verdict that they are highly enacted and a small number of the respondents of 2.4% felt the bylaws for levying taxes are very highly enacted. This means that very little has been done in enacting bylaws for levying taxes. In addition, there was a need to find out whether there are sound laws for traffic control. This is because traffic control in the county shows that it delivering services to its population hence devolution has been fully embraced. The responses were shown in table 9.

Table 9 Sound By-laws for Traffic Control Enacted

	Frequency	Percentage
Slightly	12	14.3
Moderate	17	20.2
High	14	16.7
Very High	41	48.8

From the findings in table 9, it can be deduced that that 16.7% returned a high opinion that bylaws are there for traffic control, 48.8% returning an opinion of very high, 20.2% feels that the enactment of traffic laws is moderate whereas 14.3% gave a verdict of slightly. With a verdict of over 60 % returning a high or very high opinion it shows that traffic laws enacted are adequate to oversee smooth operation of traffic in the county. It was also necessary to find out whether there are sound laws for business licensees. This is because a county is successfully delivering its services when it can control the businesses in its territory and it also encourages investment. The responses were shown in table 10.



Table 10. Business Laws Enacted

	Frequency	Percentage
None	12	14.3
Slightly	36	42.9
Moderate	19	22.6
High	13	15.5
Very High	4	4.8
Total	84	100

From the findings in table 10, it is clear that the highest percentage of the respondents which is 42.9% feel that bylaws controlling business have been slightly enacted, 22.6% shows that there is moderate enactment, 15.5% gave a response that they are highly enacted, 4.8% felt that they are very highly enacted and those who have not felt any laws for controlling businesses are 14.3%. This implies that proper bylaws have not been developed to encourage investment. Additionally, it was essential to find out whether there are sound bylaws for town parking since proper parking is a one way of delivering services to the population. The responses were shown in table 11.

Table 11. Sound By-laws for Town Parking

	Frequency	Percentage
None	17	20.2
Slightly	20	23.8
Moderate	35	41.7
High	3	3.6
Very High	9	10.7
Total	84	100

The research findings from table 12 reveal that 14.3% feels that the parking laws have been enacted, 41.7% feel that the enactment is moderate, 23.8% feel that they are slightly enacted whereas 20.2% say that no laws have enacted. This means that there could be some laws enacted but not adequate solve issues of parking. It was critical find out whether there are laws for environmental protection because well protected environment is conducive for investment and one way of effectively delivering services to the population. The findings are as shown in Table 13.



Table 13. Environmental Protection Laws Enacted

	Frequency	Percentage
Strongly Disagree	21	25.0
Disagree	32	38.1
Neither	20	23.8
Agree	2	2.4
Strongly Agree	9	10.7
Total	84	100

From the findings in table 13, indicate that 10.7% strongly agree that there exist sound bylaws for environmental protection, 2.4% agree that exist laws protecting environment, 23.8% do not know whether there are laws or not, the highest rate of 38.1% disagree that there are laws and 25% strongly disagree that there exist laws for environmental protection. With a total of 63.1% disagreeing, which above half, this implies that county government has not given adequate attention to environmental issues which then brings down the delivery of services. The study also sought to find out whether the legislating body is fully operational in the county. This is because a fully operational county assembly makes it easy for bylaws to be passed which then leads to efficient delivery of services. The findings are as shown in Table 14.

Table 14 A fully Operational County Assembly

	Frequency	Percentage
Strongly Disagree	8	9.5
Disagree	20	23.8
Neither	5	6.0
Agree	44	52.4
Strongly Agree	7	8.3
Total	84	100

Results from table 14 indicate a high percentage, 52.4% of the respondents agree that the county assembly is fully operational, 8.3% strongly agree bringing the percentage of those who agree to be 60.4%. 23.8% disagree and 9.5% strongly disagree bringing the rate of those who disagree to 32.3% which implies that there are some laws which are passed while some of the respondents feel that the assembly is yet to be fully operational. It was significant for the researcher to find out whether the county assembly takes short time to enact laws. This is because taking short time means passing several laws within a short time hence embracing faster implementation of devolution. Taking too long slows down the delivery of services to the population within the territory of the county. The findings are as shown in Table 15.



Table 15. Laws are enacted in Shortest Time

	Frequency	Percentage
Strongly Disagree	19	22.6
Disagree	48	57.1
Neither	7	8.3
Agree	7	8.3
Strongly Agree	3	3.6
Total	84	100

Descriptive Findings on Employee Capacity Building

The study established whether training has been initiated. This is because training is a very crucial tool in delivering public sector services. The responses were shown in table 16.

Table 16 Training of Staff has commenced

	Frequency	Percentage
None	42	50.0
Slightly	29	34.5
Moderate	9	10.7
High	2	2.4
Very High	2	2.4
Total	84	100

The results on table 16 show that 50% felt that no meaningful training has been initiated to equip staff with the relevant skills necessary to implement devolution agenda. 34.5% of the respondents returned slightly opinion on the issue of training 10.7 % felt that there is a moderate training, 2.4% was the percentage for both high and very high verdicts. This means that the training is partially initiated. It was critical to find out whether staffs are sponsored for relevant training. This was sought because relevant training equips the staff with relevant knowledge to deliver services efficiently. The responses were shown in table 17.



Table 17 Staff have been sponsored for relevant Training

	Frequency	Percentage
None	21	25.0
Slightly	44	52.4
Moderate	13	15.5
High	3	3.6
Very High	3	3.6
Total	84	100

From the findings shown in table 17 we can deduce that there has been no significant sponsorship for employee capacity building as shown by the research. Only 3.6% of the respondents feel that training is highly sponsored, 3.6% felt that sponsoring staff to training is very high 25% say there is no sponsorship, 52.4% feel there is slightly form of sponsorship and 15.5% feel that there has been moderate form of sponsorship for training. The study established whether on job training is there since it helps staff build the know how in delivering services. The responses were shown in table 18.

Table 18 Existence of an on-job Training Programme

	Frequency	Percentage
None	6	7.1
Slightly	33	39.3
Moderate	33	39.3
High	5	6.0
Very High	7	8.3
Total	84	100

Results produced on table 18 indicated that 39.3% of the respondents feel that there has been slight on job training initiated in the county with another similar 39.3 % giving a moderate verdict. 6% feel the on-job training is high, 8.3% feel that it very high. This indicates that the county government is not equipped in manpower development which is necessary to carry out its functions effectively. It was significant to find out whether the staffs are appointed to committees and their contributions acknowledged. This is because appointing staff to committees and acknowledging their contributions is actually empowering them to deliver services. The responses were shown in Table 19.



Table 19 Staff and County Committee Appointments

	Frequency	Percentage
None	21	25.0
Slightly	37	44.0
Moderate	8	9.5
High	9	10.7
Very High	9	10.7
Total	84	100

It was established that 25% of the respondents strongly disagree, 44% disagree that the staffs are appointed to committees and their contributions acknowledged 10.7% strongly agree, 10.7% agree that staffs are appointed to committees and their contributions acknowledged. 9.5% neither agree nor disagree meaning that they are not sure or not aware of such appointments. This implies that there is little empowerment of staff in the county. It was important to find out whether staff can identify and implement. The ability of staff to identify projects and implement is a show that devolution agenda is being implemented. The findings are as shown in Table 20.

Table 20 Project Identification and Implementation by County Staff

	Frequency	Percentage
Strongly Disagree	20	23.8
Disagree	40	47.6
Neither	4	4.8
Agree	18	21.4
Strongly Agree	2	2.4
Total	84	100

From the findings in table 20, we can deduce that those who strongly disagree are 23.4% and those who just disagree are 47.6%. 21.4% agree and only 2.4% strongly agree. This implies that it is still very rare for the county staff to implement projects which they might have identified. This research proves that there is still a challenge in empowerment of staff. It also reveals that 4.8% are not sure or not aware about any implementation. Wamae (2014) in his study on the devolved unit in Mombasa posits that there is a positive correlation between staff competencies and the management of the procurement system at the county government of Mombasa.

Alande, (2013) argues that there exists a lot of skills gap in the County Governments and inherited unskilled and illiterate workforce that can never drive the devolution train to its destination. These findings further agree with Myrna, (2009) who argues that Training must be strategic in that it is designed to improve the knowledge, skills and abilities of employees to help them achieve the organization ‘s strategic plan. Furthermore, the study established that effective running of devolved units’ systems relies on the competencies of the staff.



Multiple Regression Analysis

The study used this inferential method to determine the nature of the relationship between availability of resources and implementation of Devolution.

Coefficient of Determination

Table 21 gives the results of the model summary which imply that availability of resources in terms of Legislation, employee capacity building and oversight could predict up to 80.9% of the variations in implementation of devolution. Other than that, the remaining variation can be predicted by other factors.

Table 21: Regression Model Summary

R	R Square	Adjusted R Square	Std. Error of the Estimate
.899	0.809	0.803	0.3521
Predictors: (Constant), Availability of Resources, Prevailing Laws and Regulations, Employee Capacity Building			

Model Fitness

The study also tested whether the regression model linking the variables was significant. As shown in Table 22, it was established that since the F statistic value of 112.68 was significant Sig = 0.000 < 0.05, the model was significant and any conclusions drawn from it, are relevant.

Table 22: ANOVA

	Sum of Squares	Df	Mean Square	F	Sig.
Regression	49.234	3	16.41133	112.6862	0.000
Residual	11.651	80	0.145638		
Total	60.885	83			
Dependent Variable: Implementation					
Predictors: (Constant), Availability of Resources, Prevailing Laws and Regulations, Employee Capacity Building					

Regression Model Coefficients

The regression model coefficients in Table 23 demonstrate that other factors held constant, availability of resources have a positive and significant effect on implementation of Devolution ($\beta = 0.149$; Sig < 0.05). This shows that a unit increase in available resources can lead to a significant increase in implementation of devolution by 0.149 units. The study findings agree with that of Waheduzzaman (2010) who showed that community participation in projects through consultations was associated with enhanced implementation of the projects. The regression model coefficients result also indicated that other factors held constant, employee capacity building has a positive and significant effect on Devolution ($\beta = 0.627$; Sig < 0.05).

This shows that a unit increase in employee capacity building can lead to a significant increase in implementation of devolution by 0.627 units. Musoke (2011) similarly established that partnerships were linked with enhanced project implementation. It was however established that other factors held constant, legislation have a positive but not significant effect on implementation of Devolution ($\beta = 0.072$; Sig < 0.05). This shows that Legislation is not associated with a



significant increase in implementation of Devolution. Kugonza and Mukobi (2016) similarly linked collaborative planning to project success.

Table 423: Regression Model Coefficients

	B	Std. Error	Beta	t	Sig.
(Constant)	0.344	0.162		2.115	0.037
Availability of resources	0.149	0.066	0.197	2.243	0.027
Prevailing Laws and Regulations	0.072	0.065	0.081	1.096	0.276
Employee Capacity Building	0.627	0.056	0.700	11.199	0.000
Dependent Variable: Implementation of Devolution					

CONCLUSIONS

On training the research established that for successful implementation of devolution agenda training of staff, either on job training or sponsorship to various training institutions is paramount. Devolution comes with a lot of challenges which can only be dealt with effectively if capacity building is enhanced. Therefore, the Kericho County Government must put up measures that promote manpower development if the county is to achieve vision 2030. On allocation of resources, the research established that unless there is adequate funding either by the county government through mobilization of local resources, donor support or funding from the central government, devolution will remain a pipe dream for many years to come.

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

RECOMMENDATIONS

The county government should enact laws that would promote mobilization of local resources and revenue collection to boost its income so as to meet the expectation of the people. Also, the county assembly should expedite the time it takes to develop necessary legislation so as to encourage investment. For any organization to succeed, training of staff is a key requirement. The county government should have a training policy and a budget to facilitate training of staff in order to equip them with the relevant knowledge to effectively offer services to the population. Relation with donors should be improved to encourage any investment in the region.



External donors could help in such areas as capacity building and direct foreign investment. The county key resource areas should be clearly identified in the strategic plan of the county to make it easy for potential investors to bring investment to the county. Employment laws and policies should clearly be defined to make the electorate have confidence with the county authorities. Equal opportunities should be given to all residents regardless of gender and religion but purely on merit. Oversight should be guided by clear policy standards, legal provisions and constant and continuous improvement.

AUTHOR CONTRIBUTIONS

Under the supervision of Dr. Christopher Mutembei as the university lecturer, Wekesa Didmus Barasa wrote the concept paper, edited and proceeded to write the whole paper. Under the supervisor's guidance, he collected and analyzed data as reflected in the work. Therefore, any grammatical issues are solely his.

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CONFLICT OF INTEREST DECLARATION

The authors registered no conflict of interest in this study. In addition, the ethical issues; including plagiarism, informed consent, misconduct, data fabrication and (or) falsification, double publication and (or) submission, redundancy has been completely observed by the authors.

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