

**THE CHALLENGES OF IMPLEMENTATION OF DEVOLUTION STRATEGY AT
THE NAIROBI CITY COUNTY GOVERNMENT IN KENYA**

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DECLARATION

This research project is my original work and has not been submitted to any other university for award of a degree.

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DEDICATION

I dedicate this research project to my family for their support and encouragement, patience and understanding throughout the duration of degree studies and for their undying support and love. Their virtue of hard work, resilience, devotion and integrity has continued to drive and guide me through the long journey of my life. May God bless you all.

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ABSTRACT

The purpose of this study was to establish the challenges facing Nairobi City County Government in the implementation of devolution strategy. The study adopted a case study research design since it was focusing on the Nairobi City County alone. The study used both primary and secondary data. The respondents of the study included the 10 county executive committee members of the County who are in charge of the various departments at the County level. Primary data was collected through an interview guide. The interview guide was validated using content analysis where the draft was availed to two of the respondents for their critique and input. A final draft was finally made to be used for data collection. The data collected was analyzed using content analysis. The study findings reveal that the main challenges that face the implementation of the devolution strategy by the Nairobi City County include the physical and political environment; the national government and its agencies whose actions at times contradict actions taken by the Nairobi City County government; inadequacy of resources both financial and human capital and resistance from both the Members of City County Assembly, employees, the electorate and the business community. It was confirmed that the Nairobi City County has the capacity to successfully implement the devolution strategy subject to a number of requirements being met. The study revealed that if the Nairobi City County gets access to adequate resources, then the question of capacity to implement the devolution strategy will not arise. Currently the capacity to implement the devolution strategy is affected by the scarcity of resources both financial and human. The possible solutions to the challenges include more funding by the national government or seeking alternative means of raising revenue by the Nairobi City County government. Stakeholder involvement at all levels of implementation will also assist in reducing resistance. Another possible solution is to educate the members of the County Assembly on the need to separate politics and development issues in order to enable them understand the reasons why their support for implementation of the devolution strategy is significant. The study recommends the Nairobi City County to seek homegrown solutions to the challenges facing implementation of its devolution strategy. Development of policies concerning devolution should carefully consider reviewing the roles of the central government so that conflict of interest can be eliminated. There should be clear policies governing the implementation of devolution strategy in order to avoid confusion. Currently the existing policies need to be streamlined to provide the Nairobi City County government with enough capacity to implement the devolution strategy successfully

CHAPTER ONE: INTRODUCTION

1.1 Background of the Study

Business theorists and practitioners having understood the business strategic process as operating in a highly competitive environment have come up with various definitions of what a strategy is. Chandler (1962) defines strategy as “determination of basic long term goals and objectives of an enterprise, and the adoption of courses of action and allocation of resources necessary for carrying out these goals. Quinn (1980) also defines strategy as a pattern or plan that integrates an organization’s major goals, policies and action sequences into a cohesive goal. A strategy or general plan of action might be formulated for broad, long-term corporate goals and objectives, for more specific business unit goals and objectives, or for a functional unit, even one as small as a cost center. Such goals might or might not address the nature of the organization, its culture, the kind of company its leadership wants it to be, the markets it will or won’t enter, the basis on which it will compete, or any other attribute, quality or characteristic of the organization.

Similarly, Oloo (2006) elucidates the linkage between governance and decentralization in defining the latter as the transfer of authority, responsibility and accountability from central to local government. There are three fundamental dimensions of decentralization namely administrative, political and fiscal decentralization. The need for devolution stems from the desire to meet the ever growing needs of the beneficiaries of government services. Scott (1999) argues that the fall of most colonial systems of governance that did not provide room for democratic governance in most of the colonized countries gave room for change of government systems. This is the reason why most countries adopted devolved

governance in order to address the inequalities of development that existed in various countries.

In the year 2010, Kenya enacted a new constitution that introduced County governments. One of the main responsibilities of the County governments is to implement devolution strategies. Nairobi City County has in place the Nairobi Integrated Urban Development Master Plan (NIUPLAN) that seeks to integrate existing and proposed master plans to promote co-ordination among the various stakeholders with mandates in development of various infrastructures within the City. The integrated master plan is aligned to Kenya Vision 2030 that seeks to transform Kenya into a middle income economy by the year 2030 (www.nairobi.go.ke). The Nairobi City County government has established structures that will enable it to implement the devolution strategy. The County government has established 10 departments and filled them with county executive committee members in line with the Constitution of Kenya and the County Government Act, 2012.

1.2 Statement of the Problem

Devolution of governance is considered as one of the most effective solutions to social challenges that countries encounter from time to time. The main purpose of this important action was to address failures linked to quality of governance such as corruption, economic stagnation, poverty, development inequalities and episodic instability. The County is also composed of 17 parliamentary constituencies (sub-counties) and 85 electoral wards each of which is represented by an elected member of the County Assembly (www.nairobi.go.ke). Studies have been carried out on challenges of strategy implementation.

However, Azfar et al (2001) assert that local officials have limited authority to influence service delivery. Li, Sun & Eppler (2008) carried out a study on factors influencing strategy implementation. The findings indicate that the factors include

institutional or people oriented factors. Another study conducted by Michaela and Adriana (2010) on effective strategic action established that most companies fail in effective strategic implementation.

This leaves a research gap since no study has attempted to establish the challenges faced by the Nairobi City County government in implementation of the devolution strategy. In this regard, the study sought to answer the question what are the challenges faced by Nairobi City County in the implementation of devolution strategy?

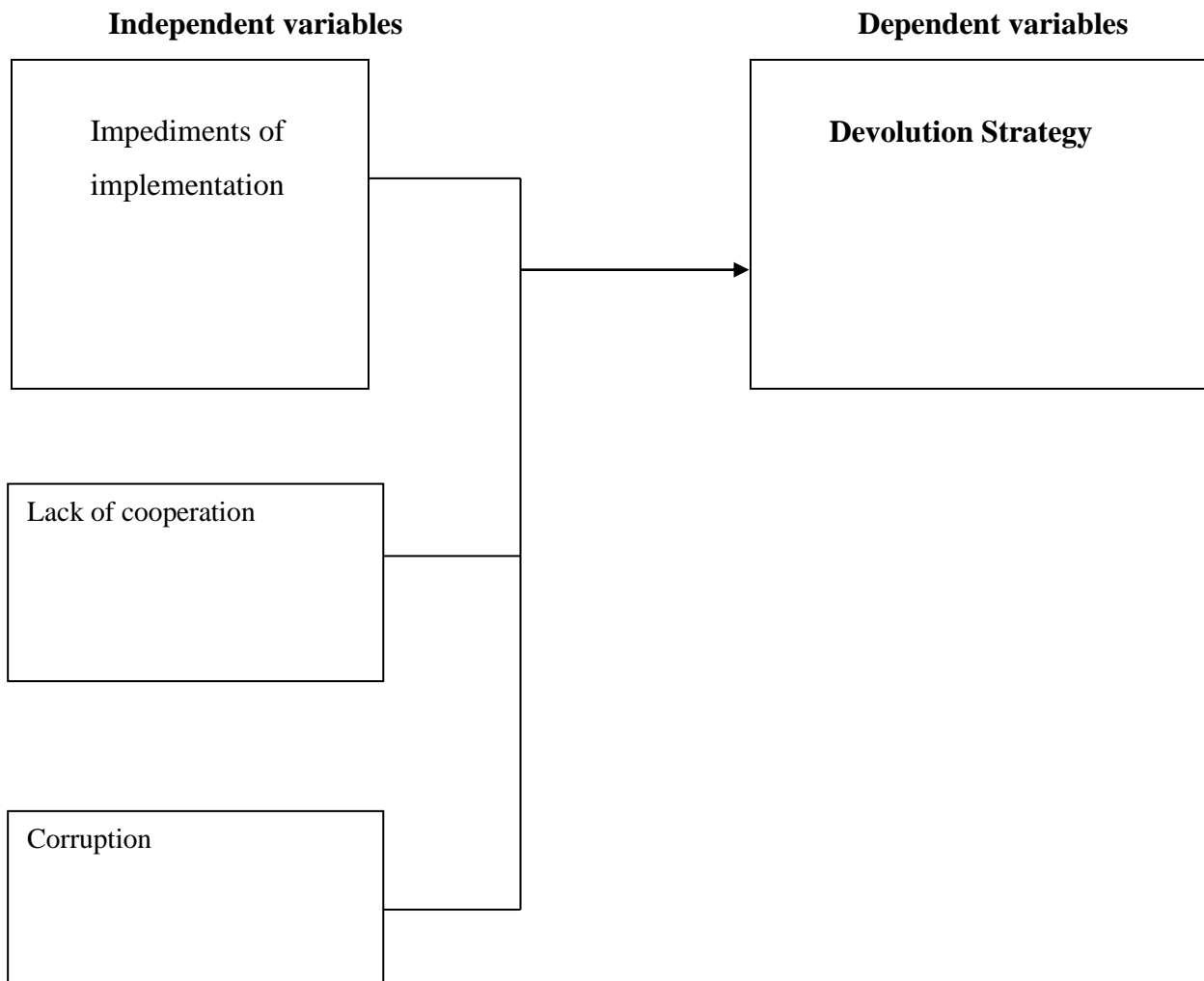
1.3 Purpose of the study

Devolution is a concept that is currently being considered as an alternative form of governance in most countries around the world. There is need for more knowledge on theory, policy and practice of implementation of devolution strategy. This study provides more knowledge on the implementation of devolution strategy. This study also enriches the resource based theory of strategic planning by analysing the resources available to the Nairobi City County. Organizational resources are both tangible and intangible assets that an organization has such as brand names, in-house knowledge of technology, employment of skilled personnel, trade contacts, machinery, efficient procedures and capital. The study evaluated whether the resources available to the Nairobi City County are reliable and adequate to enable it govern and deliver services effectively as espoused by article 175 of the Constitution of Kenya 2010.

Just like other Counties in Kenya, Nairobi City County is charged with the responsibility of developing appropriate policies that can address various issues within the county. The findings of this study are beneficial to the policy makers of Nairobi City County.

The findings from this study shall assist other County governments in the country to get a clear understanding of how devolution strategy has worked in other areas. It, therefore, serves as a benchmark as far as devolution is concerned. The findings of this study have highlighted how devolution strategy is being practiced in Nairobi City County and this can be a benchmark to the other counties. They shall get an opportunity to learn how devolution strategy is being implemented in the Nairobi City County and replicate any best practices of Nairobi City County in their respective Counties.

1.4 Conceptual framework



1.5 Research Objective

The objective of this study was to establish the challenges facing Nairobi City County Government in the implementation of devolution strategy.

1.6 research questions

How to establish the challenges facing Nairobi City County Government in the implementation of devolution strategy

1.7 Significance of the study

This study also enriches the resource based theory of strategic planning by analyzing the resources available to the Nairobi City County. Organizational resources are both tangible and intangible assets that an organization has such as brand names, in-house knowledge of technology, employment of skilled personnel, trade contacts, machinery, efficient procedures and capital. The study evaluated whether the resources available to the Nairobi City County are reliable and adequate to enable it govern and deliver services effectively as espoused by article 175 of the Constitution of

Kenya2010

Limitations of the Study

1.8 Scope of the study

This research was carried out in Nairobi county in the county offices

1.9 Limitation of the study

During the period of the study several limitations were experienced. One of the limitations was unavailability of the respondents. Given that the respondents were senior officers at the Nairobi City County, getting interview time with them was not an easy task since most of the times they were either in meetings, in the field or out of the county on official duties. Another limitation was lack of data on the research topic on devolution strategy in Kenya.

CHAPTER TWO: LITERATURE REVIEW

2.1 Introduction

This chapter presents a review of the relevant literature on challenges of implementing devolution strategies. Among the issues discussed include an overview of strategy, strategy implementation and challenges facing devolution strategy implementation.

2.2 Theoretical Foundation

This study was based on the Resource Based Theory of strategic planning. The theory posits that organizations depend on resources as the primary point of the strategic planning process. Birger (1984) asserts that most products require the services of several resources and most resources can be used in several products. Caves (1980) defines organizational resources as both tangible and intangible assets that an organization has such as brand names, in-house knowledge of technology, employment of skilled personnel, trade contacts, machinery, efficient procedures and capital.

2.3 Overview of strategy

According to Dix and Mathews (2010) a strategy is a tool that defines the routes that when taken will lead to the most likely probability of getting from where the business is to where the owners or stakeholders want it to go. And like a road rally, strategic plans meet detours and obstacles that call for adapting and adjusting as the plan is implemented. They further indicate that strategic planning is a process that brings to life the mission and vision of the enterprise. A strategic plan, well-crafted and of value, is driven from the top down; considers the internal and external environment around the business; is the work of the managers of the business; and is

communicated to all the business stakeholders, both inside and outside of the company. Garatt (1999) asserts that although many models of strategic planning exist, there is one common thing with all the existing models. All the models view strategic planning as a process by which an organization envisions its future and develops tactics to achieve that future.

The first phase involves the organization's commitment to involve stakeholders in strategic planning; the second phase involves development of the vision and mission statements; the third phase involves development of long term and short term objectives; the fourth phase focuses on implementation and monitoring of the strategy and the last one involves evaluation of the strategy and its implementation.

2.4 Devolution Strategy

There is a constantly shifting institutional and policy landscape in terms of governance structures where both horizontal (that is, between different policy sectors and communities) and vertical integration and co-ordination (that is, between different tiers of governance from national to neighbourhood) are difficult to realize. Governance of the regions has become more complex, which raises some important challenges given the performance targets that are being set to increase economic competitiveness and reduce social exclusion (North, Syreth & Etherington, 2007). Although devolved local government may be regarded as a predominantly local activity, many of the problems and solutions that it seeks to address demand a more coordinated response by central and local government (Joseph Rowntree Foundation, 1998). According to the Joseph Rowntree Foundation (2001), historically, local authorities have tended not to give great attention to geographic variations in service delivery and impacts at a micro level, but both the modernizing and neighborhood agendas challenge them to adapt their political and administrative structures to meet specific community needs.

Joseph Rowntree Foundation (2001) further argues that in meeting the challenge of improving service delivery, authorities will need to explore difficult choices including the emphasis to be placed on area management approaches and how far to devolve decision making and discretion over the use of resources to local communities. Greater citizen engagement in the development and implementation of service delivery, via community strategies and best value, may be anticipated to improve policy and service outcomes. However, there is less certainty on whether authorities are prepared to contemplate devolving significant decision-making powers and resources.

Building on the multi-dimensional approach, the organization and management of state power, a devolved system involves the creation of two or more levels of government that are co-ordinate, but not subordinate to each other. None of the levels of government is a mere agent of the other. Each is created and protected by the constitution, with the functions and resources to be used for their discharge being set out and defined by the constitution. The system combines self-governance and shared governance at the local and national levels, respectively. The essence of this is that at the local level the people are allowed a certain flexibility within which they can make decisions that are unique to themselves and their locality. They are allowed a measure of self-governance at this level but at the national level, decision-making is shared (Government of Kenya, 2010). One of the most important shared institutions in the architecture and design of a good devolved system of government is the Bicameral Parliament. One of the houses is conceptualized and structured in a manner that draws membership from electoral units determined more on the basis of population. But because this can easily tilt the scales in favor of the counties that have higher populations and thereby undermine effective shared decision making, the other house is conceptualized and structured in a manner that ensures a measure of equality of the

counties in decision making. This second house is conceptualized as representing the counties with the votes belonging to the counties rather than the individual senators (Government of Kenya, 2010).

2.5 Impediments of implementation of Devolution Strategy

North, Syreth& Etherington, (2007) argue that the degree of compatibility that exists between strategies and policies at the regional and sub-regional levels are concerned with economic development and job growth, and those at the local and neighbourhood levels are concerned with tackling economic and social inclusion. In the case of central and local governments, research evidence indicates that there has been little attempt to make an explicit connection between the two, with those responsible for economic strategies and their implementation still tending to rely on discredited notions of trickle down to distribute the benefits of economic growth.

There has been little attempt to join up and co-ordinate demand-side policies operating at the regional and sub- regional scales with those supply-side interventions focused on particular localities. It remains to be seen how far the new Regional Employability Framework, to be delivered at the city region scale, is capable of bringing these together. Ouedraogo (2003) further argues that the consequences of overrating the ability of the devolved units of government leads to some irreversible consequences to the country concerned. Laibuta (2013) indicates that there are a number of challenges facing the implementation of devolution in Kenya. Lack of understanding of key issues around devolution is generating a great deal of mistrust between stakeholders with some, especially the minority coalition in both houses of parliament, believing that the national government is seeking to frustrate devolution.

Revenue allocation is also proving to be a divisive issue. By law, counties are entitled to at least 15% of the total National Revenue collected. Despite many counties

currently enjoying adequate funding, there is still a feeling that budgetary allocations need to be increased, and that the central government is reluctant to do this. Many county governors and the opposition have since launched a spirited campaign to that effect and have interpreted the perceived national government reluctance as a ploy to frustrate the effectiveness of devolved units. On closer scrutiny though, the reality, as with the transfer of power, is that county governments in Kenya do not have the absorption capacity for more than 15% of the national government revenue. Added to this are demands by county assembly authorities, like their national counterparts, for increased remuneration and benefits beyond the \$1,500 monthly package (Laibuta, 2013).

CHAPTER THREE: RESEARCH METHODOLOGY

3.1 Introduction

This chapter discusses the methodology that the researcher employed in the study. The methodology includes the research design, data collection methods and data analysis techniques that were employed in this study.

3.2 Research design

The study adopted a case study design in examining the challenges facing Nairobi City County government in implementing devolution strategy. Kothari (1990) describes a case study as a form of qualitative analysis that involves a careful and complete observation of a social unit. He further describes a social unit as a person, family or institution. The researcher adopted a case study because of its contribution to the knowledge of individual, group, organizational, social and political phenomena. Case study has been a common research strategy in business (Ghauri & Gronhaug, 2002) and community planning. The distinct need for case studies arises out of the desire of the researcher to understand the complex social phenomena. Case study method also allowed the researcher to retain the holistic and meaningful characteristics of the real life events such as individual life cycles, organizational and managerial processes (Yin, 2013).

3.3 Data collection

This study used both primary and secondary data. Primary data is data observed or collected directly from first-hand experience. It is information that is collected specifically for the purpose of a research project. An advantage of primary data is that it is specifically tailored to your research needs. A disadvantage is that it is expensive to obtain. Another advantage of using primary data is that researchers collect information for the specific purposes of their study. In essence, the questions the

researchers ask are tailored to elicit the data that helps them with their study. Secondary data to be collected also involved published data and any other data collected in the past or from other parties.

There are several advantages of secondary data. Secondary data tends to be readily available and inexpensive to obtain. In addition, secondary data can be examined over a longer period of time. Secondary data was sourced from both internal and external sources. Interview guide was used in the collection of data. Interviewing is a way to collect data as well as to gain knowledge from individuals. Kvale (1996) regarded interviews as an interchange of views between two or more people on a topic of mutual interest, sees the centrality of human interaction for knowledge production, and emphasizes the social impact of research data. The interview guide was considered appropriate for this study since there is need to gain an in-depth understanding of the challenges facing Nairobi City.

The researcher collected the data with the help of research assistants. The researcher initially sought an appointment with the respondents in order to ascertain when they were available for the interviews. This was made possible through an introduction letter from the University of Nairobi introducing the researcher to Nairobi City County government for data collection purposes.

3.4 Data Analysis

The researcher collected qualitative data. Content analysis was used to analyze the data. Nachmias and Nachmias (1996) define content analysis as any technique used to make inferences through systematic and objective identification of specified characteristics of messages. Kothari (2004) also explains content analysis as the analysis of the contents of documentary and verbal material and describes it as a qualitative analysis concerning the general import of message of the existing documents and measure pervasiveness. Before embarking on content analysis, the researcher assessed

the quality of the written material to ensure that the available material accurately represented what was written or said. The researcher then listed and summarized the major issues contained in the interview guide responses. This enabled him to structure the data in a way that could make it possible to analyse and interpret it.

CHAPTER FOUR: DATA ANALYSIS, RESULTS AND DISCUSSION

4.1 Introduction

The purpose of this study was to establish the challenges facing Nairobi City County Government in the implementation of devolution strategy. The respondents of the study included 10 County Executive Committee Members or their representatives engaged in implementation of devolution strategy at the Nairobi City County government. The researcher managed to interview a total of 9 respondents thus achieving a response rate of 90%. This implies that the findings of the study can be used to reflect the true position on challenges facing the Nairobi City County government in implementation of the devolution strategy.

4.2 Main Content of Devolution Strategy

The study sought to establish from the respondents the main content of the Nairobi County's Devolution strategy. It was evident from the research findings that the devolution strategy of Nairobi County is embedded in the County's Nairobi Integrated Urban Development Master Plan for the city of Nairobi that runs from the year 2014 to 2030 commonly referred to as the NIUPLAN. The purpose of the NIUPLAN is to develop concepts for implementation of urban development projects for sustainable urban development and improvement of living conditions based on integrated urban development plan for the city of Nairobi.

The findings from the study reveal that the devolution strategy aimed at addressing the shortcomings of previous strategic plans that had not been fully implemented. It was evident from the study that the devolution strategy to develop various sectors in Nairobi City County came as a result of the promulgation of the Constitution of Kenya in the year 2010.

The study confirmed that the devolution strategy, therefore, seeks to address the

critical issues that will assist the county government to address problems related to poor devolution of resources. The respondents further confirmed that the devolution strategy has also borrowed substantial content from the Kenya Vision 2030 that seeks to turn the country into a middle income economy by the year 2030. This explains the reason why the Nairobi City County devolution strategy also runs from the year 2014 to the year 2030 in line with the country's vision.

4.3 Main Stakeholders of Devolution Strategy and their Roles

The study sought to establish the stakeholders of the Nairobi City County devolution strategy. A stakeholder is anybody who can affect or is affected by an organization, strategy or project. They are individuals, groups or organizations that are affected by the activity of another organization. They include owners who are interested in how much profit the business makes, managers who are concerned about their salary, workers who want to earn high wages and keep their jobs and customers who want the business to produce quality products at reasonable prices. It also includes suppliers who want the business to continue to buy their products, lenders who want to be repaid on time and in full and the community which has a stake in the organization as employers of local people. Business activity also affects the local environment. They can be internal or external and they can be at senior or junior levels.

The government consists of the ministries, departments, agencies and other arms that form it. The study established that the National government is a major and leading stakeholder since it distributes the resources to the County governments based on the provisions of the constitution. It also plays a significant role in the devolution strategy development and implementation since all the subsidiary strategies must be in line with the country's Vision 2030. The government of Kenya also provides mechanisms for accountability of the county governments hence its central role in implementation

of the Nairobi City County's devolution strategy.

The residents determine the nature and magnitude of the devolution strategies that the County government develops and implements. The Nairobi City County is obligated by the Constitution of Kenya 2010 to consult its residents in decisions that directly affect them through public participation. This consultation helps the residents to understand the plans at the initial planning stages and helps the Nairobi City County to convince the residents to buy-in to their proposals and win their support.

The functions of a County Assembly are to vet and approve nominees for appointment to county public offices as may be provided for in the County Government Act or any other law, to perform the roles set out under Article 185 of the Constitution, to approve the budget and expenditure of the county government in accordance with Article 207 of the Constitution, and the legislation contemplated in Article 220 (2) of the Constitution, guided by Articles 201 and 203 of the Constitution, to approve the borrowing by the county government in accordance with Article 212 of the Constitution, approve county development planning; and to perform any other role as may be set out under the Constitution or legislation. From the above functions of members of county assemblies, it is evident that Members of the Nairobi County Assembly are very key stakeholders in devolution strategy. The research findings also established that there are other stakeholders who play a very significant role in the devolution strategy of the Nairobi City County. One of these stakeholders is the business community in Nairobi.

The Nairobi City County as revealed from the study has a vast majority of business people who range from manufacturers, landlords and small scale business people. These people hold a very significant position that cannot be ignored. The research findings indicated that the business community played a significant role in developing

the devolution strategy. often make a substantial investment in their work: a geographical move, a change in relationships, and further investment in training. Accompanying this investment, workers often depend on their work for social relationships, self-identity, and self-actualization. It is on this basis that employees can be identified as having a moral claim and high legitimacy in the firm. From the organization's perspective, employees have significant influence on the firm and as such high power relative to other stakeholders. It is noted that individuals and groups often belong to more than one stakeholder category. An employee also may be an owner, a member of the local community, a manager in the organization, active in a union or a combination of these.

4.4 Challenges of Implementing Devolution Strategy in Nairobi City County

The researcher further sought to establish the main challenges facing the implementation of the devolution strategy in Nairobi City County. Strategic challenges are those pressures that exert a decisive influence on an organization's likelihood of future success. These challenges frequently are driven by an organization's future competitive position relative to other providers of similar products. While not exclusively so, strategic challenges generally are externally driven. However, in responding to externally driven strategic challenges, an organization may face internal strategic challenges.

External strategic challenges may relate to customer or market needs or expectations; product or technological changes; or financial, societal, and other risks or needs. Internal strategic challenges may relate to an organization's capabilities or its human and other resources. It was revealed from the research findings that there are several challenges that affect the implementation of the devolution strategy in Nairobi City County. The findings on these challenges are presented next.

4.4.1 Environmental Challenges of implementation of Devolution Strategy

Table 4.1

Criteria	Number of Response	Percent
Strongly Disagree	2	26.7
Disagree	2	15.6
Strongly Agree	2	18.9
Agree	3	17.8
Not Sure	1	21.1
Total	10	100.0

One of the challenges as revealed by the study relates to the environment. The respondents confirmed that there are two types of environments that affect the implementation of the devolution strategy. The first type of environment is the physical environment. The physical environment includes land, air, water, plants and animals, buildings and other infrastructure, and all of the natural resources that provide our basic needs and opportunities for social and economic development.

A clean, healthy environment is important for people's physical and emotional wellbeing. At a fundamental level, factors such as clean air and good quality drinking water are vital for people's physical health. Other environmental factors such as noise pollution can cause both physical harm and psychological stress. For many people, access to an attractive physical environment contributes greatly to their contentedness with life.

Most of the land is fully occupied and this poses a very unique challenge to the Nairobi City County government. The second type of environment is the political environment. Political environment is the government actions which affects the operations of a company or business. These actions may be on local, regional, national or international level. Business owners and managers pay close attention to

the political environment to gauge how government actions will affect their company. The political environment potentially affects the daily business activities of any business, company or organization.

When a political institution passes a new law, businesses must consider the impact it will have on their operations. In some instances, companies may need to develop new strategies or processes in order to comply with initiatives imposed through legislative laws. The political system of the country also has an influence on political environments. Nairobi is also the political headquarters of the country and the political environment is largely volatile. This political volatility makes it difficult to implement the devolution strategy.

4.1.1 The Electorate as a Challenge of implementation of Devolution Strategy

Table 4.6: The electorate as a challenge of implementation of devolution strategy

Criteria	Number of Response	Percent
Strongly Disagree	3	7.8
Disagree	2	13.3
Strongly Agree	1	25.6
Agree	1	41.1
Not Sure	2	12.2
Total	9	100.0

Table 4.6 indicates 7.8 percent of participants strongly disagreed that students: The electorate as a challenge of implementation of devolution strategy. 13.3percent

disagreed, 25.6 percent strongly agreed, 41.1 percent agreed and 12.2 percent of participant were not sure with the proposition. The Interview was conducted basing on the same theme.

The research findings reveal that the electorate is also a huge challenge in the implementation of the devolution strategy in Nairobi City County. An electorate is a body of people allowed to vote in an election. The findings indicate that lack of support from the electorate has become a great challenge in the implementation of the devolution strategy. It was also evident from the study findings that the electorate also comprises of the residents of the Nairobi City County. It was established that Nairobi has a very huge population compared to its area and this is a major challenge facing the County government in its effort to implement the devolution strategy. Majority of the electorate reside in informal settlements within the City. These places are normally crowded and they lack modern facilities. This poses a challenge to the Nairobi City County since providing services to these people requires enormous resources.

4.1.2 National Government as a challenge of implementation of Devolution Strategy

The study sought to establish whether the Central government is a challenge to the implementation of the devolution strategy by the Nairobi City County. A central government is the government of a nation state and is more typically a characteristic of a unitary state. This is the same as a federal government which may have distinct powers at various levels authorized or delegated to it by its member states. The structure of central governments varies. Many countries have created autonomous regions by delegating powers from the central government to governments at a sub-national level, such as a regional, state or local level. Based on a broad definition of a

basic political system, there are two or more levels of government that exist within an established territory and govern through common institutions with overlapping or shared powers as prescribed by a constitution or other law.

Usual responsibilities of this level of government which are not granted to lower levels are maintaining national security and exercising international diplomacy. The research results confirmed that the Central government has to some degree been a challenge to the implementation of the devolution strategy in the Nairobi City County. It was established that the implementation of the devolution strategy is affected by some deliberate actions done by the central government or agencies of the same. One of such actions as established by the study is some political appointments that are against the devolution agenda. These appointments, for example are the County Commissioners, Deputy County Commissioners, Assistant County Commissioners, Chiefs and their Assistants which are parallel to the county established structures of a Governor, Deputy Governor, Sub-County Administrators, Ward administrators and the Village administrators as espoused in the County Government Act 2012. In addition, the respondents also confirmed that the central government is the custodian of financial resources that are distributed down to the County governments including the Nairobi City County. The respondents revealed that the financial resources distributed to them are not adequate to allow effective implementation of the devolution strategy. The study further established that there are some conflicts between various arms of government such as judiciary and the legislature on matters concerning devolution. The study revealed that such conflicts have also become an impediment in the implementation of the devolution strategy in the Nairobi City County.

4.1.3 Resistance as a Challenge of implementation of Devolution Strategy

Criteria	Number of Response	Percent
Strongly Disagree	1	11.1
Disagree		
Disagree	2	12.2
Strongly Agree	2	31.1
Agree	3	31.1
Not Sure	2	14.4
Total	9	100.0

4.1.1 Indicates 11.1percent of participant strongly disagreed with the statement that Resistance as a Challenge of implementation of Devolution Strategy; 12.2percent disagree, 31.1percent strongly agreed, 31.1 percent agreed and 14.4percent were not sure with the allegation. was clear from the results of the study that there are different forms of resistance that have been experienced by the Nairobi City County in their efforts to implement the devolution strategy. Resistance is the action taken by individuals and groups when they perceive a change that is occurring as a threat to them. The threat need not be real or large for resistance to occur. Resistance is the equivalent of objections. Resistance may take many forms, including active or passive, overt or covert, individual or organized, aggressive or timid. However resistance to change happens, it threatens the success of the organization. Resistance affects the speed at which an innovation is adopted. It affects the feelings and opinions of employees and stakeholders at all stages of the adoption process. It affects productivity, quality and relationships. One of the most prevalent forms of resistance emanates from the

Members of the Nairobi City County Assembly who at times frustrate motions dealing with devolution issues. The respondents confirm that in a number of occasions the Members of County Assembly have failed to support motions dealing with specific devolution issues as a way of resisting change and maintaining the status quo. This form of resistance makes it difficult since implementation of any activity requires the support of the Nairobi City County Assembly.

The other form of resistance that has been witnessed according to the findings of the study is largely from the workers of the Nairobi City County especially those inherited from the defunct Nairobi City Council. For the devolution strategy to be effectively implemented there is need for the same to be supported fully by the workers of the Nairobi City County government. However, as revealed from the research findings, most of the workers of the Nairobi City County are against most of the desired changes since they make them feel insecure in their employment. This resistance has made it difficult for the Nairobi City County government to effectively implement the devolution strategy

4.1.2 Resources as a Challenge of implementation of Devolution Strategy

Resources as a Challenge of implementation of Devolution Strategy

Criteria	Number of Response	Percent
Strongly Disagree	12	13.3
Disagree	3	21.1
Strongly Agree	2	22.2
Agree	3	25.6
Not Sure	2	17.8
Total	10	100.0

4.1.1 13.3 percent of participant strongly disagreed Resources as a Challenge of implementation of Devolution Strategy among students. 21.1 percent disagreed, 22.2 percent strongly agreed 25.6 percent agreed and 17.8percent were not sure whether head of school.

The study sought to establish whether resources are a challenge in the implementation of the devolution strategy at the Nairobi City County. A resource is an economic or productive factor required to accomplish an activity or as a means to undertake an enterprise and achieve desired outcome. Three most basic resources are land, labour and capital. Other resources include energy, entrepreneurship, information, expertise, management, and time. Typically resources are materials, energy, services, staff, knowledge, technology or other assets that are transformed to produce benefit and in the process may be consumed or made unavailable. Benefits of resource utilization may include increased wealth, meeting needs or wants, proper functioning of a system, or enhance dwell being

The concept of resources has been applied in diverse realms, including with respect to economics, biology and ecology, technology, management and human resources, and is linked to the concepts of competition, sustainability, conservation and stewardship. In application within human society, commercial or non-commercial factors require adequate resource allocation through prudent resource management. Resources have three main characteristics: utility, limited availability, and potential for depletion or consumption. The findings from the study reveal that the respondents confirmed scarcity and insufficiency of resources as one of the biggest challenges to implementation of the devolution strategy. It was evident from the study findings that the Nairobi City County government does not have enough financial and human resources that are necessary in the implementation of the devolution strategy.

It was clear that the financial resources provided by the national government are not adequate to cater for the implementation of the devolution strategy effectively. It is due to the inadequate resources that the Council of Governors, a lobby group established under the Transition to Devolved Government Act 2012 has set up a working group of experts to spearhead devolution of more resources to all counties in Kenya through its “pesamashinani” initiative. The opposition outfit Coalition for Reforms and Democracy and its affiliated political parties have also formed a working group which among other interests is to devolve more funds to the counties. The study further established that the expertise required in the implementation of the devolution strategy is still not adequate in the Nairobi City County. Expertise consists of those characteristics, skills and knowledge of a person (that is, the expert) or of a system, which distinguish experts from novices and less experienced people. In many domains there are objective measures of performance capable of distinguishing experts from novices. It was further confirmed that the Nairobi City County does not have enough financial resources to use in engaging permanently some of the experts who will assist in the implementation of the devolution strategy. The financial resources available to counties will determine to a considerable extent whether they can effectively fulfill their responsibilities. Although counties can raise some money locally through taxes and fees, the bulk of the money is that which is transferred from the national exchequer, which counties allege is inadequate vis a vis the functions that have been transferred from the central government to county governments. The framework for financial allocations and accountability is complex, requiring independent advice as well as tough negotiations. This shortage in manpower poses a big challenge in implementing the devolution strategy.

4.2 Evaluation of Devolution Strategy

The researcher sought to establish how the Nairobi City County evaluates the implementation of its devolution strategy. Strategy evaluation is a process through which organizational and program strategies are developed, improved, and refined. Through clarity of strategic vision and purpose (and a culture of learning), evaluation of strategy can provide meaningful insights for both internal and external stakeholders. Strategy evaluation and control is the final stage in strategic management. All strategies are subject to future modification because internal and external factors are constantly changing. In strategy evaluation and control process, managers determine whether the chosen strategy is achieving the organization's objectives. The fundamental strategy evaluation and control activities are: reviewing internal and external factors that are the bases for current strategies, measuring performance, and taking corrective actions.

Strategy Evaluation is as significant as strategy formulation because it throws light on the efficiency and effectiveness of the comprehensive plans in achieving the desired results. The managers can also assess the appropriateness of the current strategy in today's dynamic world with socio-economic, political and technological innovations. The significance of strategy evaluation lies in its capacity to co-ordinate the task performed by managers, groups, departments etc. through control of performance. Strategic Evaluation is significant because of various factors such as developing inputs for new strategic planning, the urge for feedback, appraisal and reward, development of the strategic management process, judging the validity of strategic choice etc. The process of strategy evaluation consists of following steps; fixing benchmark of performance, measurement of performance, analyzing variance and taking corrective action. It was revealed from the study findings that there are regular reviews on the achievements made as far as implementation of devolution

strategy is concerned. The Nairobi City County conducts quarterly evaluations of their achievements and also end year evaluations. It was also revealed that the implementation of the strategy has been broken down into smaller achievable targets that are cascaded down to the relevant departments for execution. The respondents also indicated that there will be midterm evaluation to be conducted at the end of two and half years to establish how far the strategy has been successful in its implementation. The study further confirmed that the Nairobi City County has translated the devolution strategy into performance targets that are to be met by employees. The employees are also evaluated based on their performance targets twice a year to establish the achievements they have made as far as implementation of the devolution strategy is concerned. It was established that the Nairobi City County plans to conduct a post implementation evaluation of the devolution strategy in order to establish learning experiences for future implementation of other strategies.

4.3 Capacity to Implement Devolution Strategy

The study sought to establish from the respondents their opinion on the capacity of the Nairobi City County to effectively implement the devolution strategy. Organizational capacity is the long-term ability of an organization to fulfill its mission by measurably achieving its objectives through a blend of sound management, strong governance, and a persistent dedication to assessing and achieving results. Increasing demands on nonprofit organizations require much more to be accomplished with fewer resources than in years past. One way for organizations to meet these needs is to have in place an infrastructure comprised of established best practices and documented processes. This enables the executive to move from a reactive to a proactive operating model.

It was confirmed that the Nairobi City County has the capacity to successfully

implement the devolution strategy subject to a number of requirements being met. The study revealed that if the Nairobi City County gets access to adequate resources, then the question of capacity to implement the devolution strategy will not arise. Currently the capacity to implement the devolution strategy is affected by the scarcity of resources both financial and human. The respondents also confirmed that the Nairobi City County's capacity to implement the devolution strategy is affected by political wrangles due to ideological differences among political camps. These differences make it difficult for the Nairobi City County government to gain support on the implementation of the various activities under the devolution strategy.

4.6 Possible Solutions to the Challenges

The study further sought to find out from the respondents, what they thought could be possible solutions to the challenges of implementing the devolution strategy in Nairobi City County. It was established that one of the main solutions is to ensure that there are enough resources to assist in the implementation of the devolution strategy. It was revealed that the national government needs to allocate more resources in addition to Nairobi City County government exploring ways of increasing its revenue base in order to get the required financial resources. It was further revealed from the study that the Nairobi City County government required highly competent experts in strategy implementation who will direct the process to completion.

The study established that there is also need to hold frequent stakeholder meetings before implementing the devolution strategy in the Nairobi City County as per Section 91 of the County Government Act 2012. The Nairobi City County government should facilitate the establishment of structures for citizen participation

including; information communication technology based platforms, town hall meetings, budget preparation and validation fora, notice boards: announcing jobs, appointments, procurement awards and other important announcements of public interest, development project sites, avenues for the participation of peoples' representatives including but not limited to members of the National Assembly and Senate, or establishment of citizen for a at county and decentralized units. This will assist in alleviating the issue of resistance to implementation of the devolution strategy. The respondents confirmed that informed stakeholders will not be party to resistance and this will hasten the implementation process. It was further established that members of the Nairobi City County Assembly should be enlightened on matters concerning devolution strategy implementation and the need to separate them from partisan politics. This will assist in gaining the support of the Nairobi City County Assembly in implementing the devolution strategy.

4.7 Discussion of Findings

The study established that the content of the Nairobi City devolution strategy is the Constitution of Kenya 2010 and the Kenya Vision 2030. This implies that the devolution strategy of the Nairobi City County draws its content from the Country's devolution strategy. In this case the constitution of Kenya 2010 and the Vision 2030 serve as the corporate strategy from which the County draws its content. The county is more of a business unit hence its devolution strategy is like a functional level strategy that focuses on the corporate strategy.

The study further established that there are a number of resources that are very central to the implementation of the devolution strategy. The main resources mentioned by the respondents include the financial resources that are provided by the National

government, the physical facilities that are also provided by both the National and Nairobi City County government. The National government also provides the financial resources that are required for the implementation of the devolution strategy. Other than the financial resources and devolving the functions, the National government also plays an oversight.

Many county governors have since launched a spirited campaign to that effect and have interpreted the perceived national government reluctance as a ploy to frustrate the effectiveness of devolved units. The study further revealed that the Nairobi City County does not have adequate capacity to successfully implement the devolution strategy. This is attributed to shortage of the necessary facilities and resources that are critical for the implementation process. Ouedraogo (2003) had a similar view where he mentioned that most devolved units of government in some developing countries lack capacity to implement devolution strategies. He further argues that lack of capacity brings about the problem of coordination between the central and the local government authority. Lack of statistical databases to assist devolved units in the planning and monitoring of various activities is equally a major setback in implementation of devolved governance. The capacity problem often stems from the tendency to overrate the ability of the devolved unit of governance in prioritizing, planning and implementing development programs.

CHAPTER FIVE: SUMMARY, CONCLUSION AND RECOMMENDATIONS

5.1 Introduction

The purpose of this study was to establish the challenges of implementation of devolution strategy at the Nairobi City County government in Kenya. This chapter presents the summary of findings, conclusion and recommendations made based on the research findings.

5.2 Summary

The study established that there are a number of challenges facing the implementation of the devolution strategy in Nairobi City County government. One of these challenges is the physical environment in which the County is located. It was evident from the results that Nairobi is currently the commercial and political capital of the country and it is densely populated with little or limited land for expansion. It, therefore, becomes a challenge to get enough space to put necessary facilities that can enhance the implementation of the devolution strategy. The other type of environment was found to be the political environment.

Being the political headquarters of the country, there are many political activities taking place and some of them impact negatively on the implementation of the devolution strategy by the County government. The results from the study further revealed that the electorate is also part of the challenges facing the Nairobi City County government in implementing its devolution strategy. The study confirmed that Nairobi City County has a huge number of electorate who have high expectations and desperately waiting to see results. These high expectations have put a lot of pressure on the Nairobi City County government since there are many people who are in need of the services of the County Government. It was also clear that a greater percentage of the electorate are people living in informal settlements with unique problems that

need to be urgently addressed. This makes it impossible for the Nairobi City County government to implement its devolution strategy with such unresolved problems. It was evident from the research findings that the National government has also been a challenge in the implementation of the devolution strategy at Nairobi City County government. It was established that some actions by the National government are against the devolution strategy.

The study revealed that some political appointments contravene the provisions of the law and affect the efforts made by the County government in implementing the devolution strategy. It was further confirmed that the central government through its agencies also thwarts the implementation of the devolution strategy either directly or indirectly. The study also confirmed that implementation of the devolution strategy has met its equal measure of resistance from various quarters thus making it challenging to implement it successfully. It was clear that resistance in the form of lack of support by the Nairobi City County Assembly of some motions geared towards implementation of the devolution strategy is very detrimental to its implementation. The study revealed that this resistance is also experienced from a number of other stakeholders such as the business community within the Nairobi City County and the residents. It was revealed that this resistance curtails the County government's effort to successfully implement the devolution strategy. The other challenge facing implementation of the devolution strategy at Nairobi City County is the lack of adequate resources such as finances and human resources. The county does not have enough resources to assist in implementing its devolution strategy. The study results confirm that for the Nairobi City County government to successfully implement its devolution strategy there is need for the National government to allocate the County more resources or the County Government to come up with alternative ways of raising the required revenue. This will assist the Nairobi City

County to get the necessary resources for implementing the devolution strategy. It was also established that there is need to involve all the concerned stakeholders at every stage of the devolution strategy implementation process. This will reduce the resistance that is currently experienced by the Nairobi City County government.

5.3 Conclusion

The main stakeholders of the Nairobi City County devolution strategy include the National government, the electorate, the business community and the international development partners. These stakeholders have various levels of influence in the implementation of the devolution strategy. The content of the devolution strategy is mainly drawn from the country's Vision 2030. The main challenges that face the implementation of the devolution strategy by the Nairobi City County include the physical and political environment; the national government and its agencies whose actions at times contradict actions taken by the Nairobi City County government; inadequacy of resources both financial and human and resistance from both the Nairobi City County Assembly, electorate and business community.

The possible solutions to the challenges include more funding by the national government or seeking alternative means of raising revenue by the Nairobi City County Government. Stakeholders involvement at all levels of implementation will also assist in reducing resistance. Another possible solution is to educate the Nairobi City County Assembly on the need to separate politics and development issues in order to enable them understand the reason why their support for implementation of the devolution strategy is significant.

5.4 Recommendations

The study has established that the National government is a challenge facing implementation of the devolution strategy. There is need for comprehensive dialogue

between the Nairobi City County government and the National government to resolve any issues that could be causing obstruction to the successful implementation of the devolution strategy. It was also evident that the Nairobi City County has resource limitations. The County government needs to explore more viable alternatives that can assist to raise the required revenue so that the implementation of the devolution strategy cannot stall.

The national government needs to allocate more resources or the Nairobi City County government should explore ways of increasing its revenue base in order to get the required financial resources. It was evident from the respondents that Nairobi City County government doesn't have the specialist skills needed to efficiently implement its devolution strategy. It was revealed from the study that the Nairobi City County government required highly competent experts in strategy implementation who will direct the process to completion. The study established that there is also need to hold frequent stakeholder meetings before implementing anything concerning the devolution strategy in the Nairobi City County as per Section 91 of the County Government Act 2012.

5.5 Suggestions for Further Research

Devolution is a new concept in Kenya and it is at its initial stages of implementation. It will be important to replicate this study after five years in order to establish the position of implementation of the strategy as at then. This will assist establishing how successful the process will be. There are a total of forty seven counties in Kenya. There is need to conduct a survey on the challenges facing the implementation of the devolution strategy among the 47 counties. This will assist in establishing whether all the Counties in the country face the same challenges or there are major differences in the challenges they face.

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APPENDIX: INTERVIEW GUIDE

Instructions

This interview guide is designed to collect data that will help in understanding the challenges of implementation of devolution strategy in the Nairobi City County. The data provided by this interview guide will be treated in strict confidence and will be used for research purposes only.

Name (Optional).....

Department/Section.....

1. What is the main content of the Nairobi City County devolution strategy?
2. Who are the main stakeholders in the implementation of devolution strategy process in Nairobi City County?
3. What roles does each of the stakeholders play in the implementation of the devolution strategy in Nairobi City County?
4. How does the environment affect the implementation of devolution strategy at the Nairobi City County?
5. What is the role of the electorate in the implementation of devolution strategy in the Nairobi City County?
6. How receptive are the stakeholders on the implementation of the devolution strategy process?
7. What are the roles of the central and county government in the implementation of devolution strategy process?

8. What form of resistance is experienced in the implementation of devolution strategy at the Nairobi City County?
9. What resources are critical in the implementation of devolution strategy process?
10. How does the county evaluate the devolution strategy and implementation process?
11. In your opinion how successful is the county in implementation of the devolution strategy?
12. What are the challenges to effective implementation of devolution strategy in the Nairobi City County?
13. How does the Nairobi City County government address the existing challenges?
14. In your opinion, what do you think are the possible solutions to the challenges affecting implementation of devolution strategy in the Nairobi City County?
15. In your opinion, does the Nairobi City County have the capacity and the resources to receive all he transferred functions as per the fourth schedule of the CoK2010?