

The Effects of Role Overlap Between County and National Government Staff On Service Delivery In Nyamira County, Kenya

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DOI: 10.29322/IJSRP.10.05.2020.p10165

<http://dx.doi.org/10.29322/IJSRP.10.05.2020.p10165>

Abstract- Although the forty seven counties in Kenya carry the promise of a more equitable model of development, through which effective service delivery and local governance is to be attained, the general public feeling and consensus is that their performance in terms of service provision is dismal. As a result this study sought to review the effects of socio-economic behaviour on service delivery in Nyamira County, in the last three years. The specific objectives were; to identify the effects of role overlap between county and national government staff on service delivery. The rationale of this study was to create awareness of how the socio-economics affect the quality of services provided by the Counties. The structural functionalism and public choice theory formed the basis for this study. The study adopted a convergent research design, which enabled the collection of quantitative and qualitative data from 153 respondents stratified into; the county executives, county legislators, county employees, employees of the National Government, and members of the public using Stratified random sampling and purposive sampling method. Respondents were provided with questionnaires and some were interviewed. The reliability of the data was arrived at by using the test-retest technique and the internal consistence of data of 0.925 was computed by using the Karl Pearson's coefficient of correlation. The data obtained was analysed by using both descriptive and inferential statistics and processed using SPSS version 17.0 tools. Tables and percentages were used to present the findings which indicated that; On role duplication; The research findings clearly indicates that ,7.20% of the total respondents generally disagree that role overlap exists between county and National Government staff, 77.80% of the total respondents were in agreement that role duplication exists in the structures of the devolved units in Nyamira county. It recommends that clearly demarcating the roles of county staff from those of National Government to avoid blame game on who is responsible in provision of a specific service. This can be done through legislation of policies that redistribute responsibilities between National and CGs by involving the county and the bi-cameral Kenyan parliaments. Further the counties to avoid employing more staff to serve at the same capacity as the ones inherited by the defunct local authorities and are already working in the county.

Index Terms- county government, devolution, governance, national government, service delivery

I. INTRODUCTION

1.1 Background of the Study

In recent years, decentralization has become a popular way of reforming service delivery in a centralized system of government. The World Bank, alarmed by the failure of National Governments to provide services efficiently and to eradicate poverty, has endorsed the fiscal aspects favouring decentralization (World Bank, 2012). Many countries with different characteristics have decided to take the path of decentralization as a strategy to improve service delivery. Different governments have implemented different models of decentralization, but mainly with the focus of increasing service delivery for local governments. However, this has not automatically been the case as decentralization has created new challenges (Omari *et al*, 2012).

Across the world, central governments normally try to undermine local governments and preserve their grip on finances and administration. Their ability to do this depends in part on the sequence and type of decentralization. South Asian countries have progressed forward with political decentralization. Nepal, Sri Lanka, Pakistan, Bangladesh, and India, have embraced amendments in their constitutional law that re-defines the roles, and functions of local governments. Even though political decentralization has taken root in Asian countries, shared challenges in Asia include: key service delivery roles overlap at different levels of government and Fiscal transfer arrangements from the centre to the local governments are not clearly demarcated (Jorge, 2011).

In Europe devolved units were formed as a result of the widely held referendum in Wales and Scotland in 1997 which led to the establishment of the national assembly of Scotland, Wales and Northern Ireland in the subsequent years of 1998 and 1999. One of the major arguments against devolution in United Kingdom is that it will be the start of the break-up of the United Kingdom. Historically African countries have experienced highly centralized governance practices. In East Africa, Uganda is one among the first countries that undertook radical decentralization reforms, in that by the late 1990s Ugandan local governments were among the most empowered and best financed in Africa (Azfar *et al*, 2000). However, over time it became apparent that many local governments were performing poorly in delivering services. One of the serious tests faced by local governments in Uganda is the

inadequate source of funds attributed to the limited sources of local revenue and overreliance on grants from the National government (Bashaasha *et al*, 2011).

The Kenyan constitution of 1963 had provisions for two structures of parliament; the upper and lower houses of parliament and additional six regional governments with complete legislative assemblies and financial control (Burugu, 2010). This system of government was replaced by a fully centralized system of government in 1965, through constitutional changes. The Act 38 of 1965 denied regional governments financial powers to enable them perform their duties effectively, thus weakening them. This formed the foundation of centralized power and service provision through the Provincial Administration system that had been in place under the colonial government (Omolo, 2010). The Local Authorities became totally subjected to the provisions of the central government through the Ministry of Local Government under the Local Government Act Cap. 265, thus weakening their autonomy and capacity to deliver services (Muia, 2005). In the 1990s Kenya initiated a series of radical reforms in the Local Government. The Kenya Local Government Reform Programme that was established and financed by the World Bank worked in the 1990s to reinforce the Local Government structures, towards enabling the Kenyan Local Authorities to deliver services effectively and to increase local mechanisms of transparency and accountability (Kuusi, 2009).

After years of centralized governance that did not realize the dreams of eradicating diseases, poverty, ignorance and getting services closer to the citizens. Kenyans voted in large numbers for the new constitution in the year 2010 which promises them a more democratic and equitable system of governance through a devolved system of 47 counties (Mwenda, 2010). The expectations of the majority citizens is that the Counties will enable more contribution of the local communities in the analysis of local problems, identification and prioritization of local projects, planning and implementation of the projects, which will provide an opportunity to increase project ownership and the sustainability towards effective service delivery.

The new constitution dispensation in Kenya advocates for two separate levels of government; the unitary National government and the 47 County Governments (CGs), both having separate powers (GoK, 2010). The CGs are required to initiate plans, development and maintain a wider range of infrastructure within their powers. These includes; county roads, water supply, sewerage, waste disposal facilities, street lighting, public transport, county markets, slaughter houses, livestock auction yards, county hospitals, health centres and dispensaries, cemeteries, county stadia and parks, parking yards, village polytechnics, nursery and child care facilities (Burugu, 2010).

Currently in Kenya, delivery of efficient and effective services to its citizens continues to be a major concern to both the CGs and the National Government. According to Mwenda (2010) Service delivery has always been a challenge to local governments in our country since independence and these has spread to the new governing structure of CGs. Nyamira County, which is the basis of this study, is governed by a county government that is politically and geographically divided into; 20 wards with 20 MCAs and 13 nominated MCAs, four constituencies namely; Kitutu Masaba, North Mugirango, West Mugirango and Borabu (GoK, 2012).

Whereas success or failure of the devolved units is hard to judge, certain common problems associated with devolution and their impacts on service provision have started to surface. The most repeatedly mentioned problem in Africa and in Kenya is that, devolution has led to role duplication, maybe because the process is unfinished and on the other hand for political motives. Another critical test faced by CGs is their limited financial resources due to the inadequate sources of local revenue at their disposal and overdependence on National Government grants which is seen as not sufficient to facilitate service delivery (World Bank, 2012). Hence, this study sought to empirically identify the effects of role overlap between county and national government staff on service delivery in Nyamira County.

1.2 Statement of the Problem

Although some progress has actually been made in the implementation of devolved services and responsibilities in Nyamira county more than five years after the promulgation of the new Constitution of Kenya 2010 and more than three years into the devolved system, still there are genuine concerns that are specific to devolved counties whose aggregate effects undermines not only implementation of the devolved structures and its functions but also have the potential of impeding attainment of the objectives of devolution and service delivery by Counties, as envisioned in the new constitution and Kenya vision 2030 . The prevailing feeling and consensus is that the performance in majority of Counties, Nyamira included in relation to the value of service delivery is below the rate that is desirable, with basic services such as; roads, water, health care and sanitation remaining dismal.

A lack of clarity about the responsibilities and roles of National and county government staff which is viewed as duplication of duties exists across a range of Counties in Kenya. Further there is limited scholarly knowledge available on devolution and service delivery by Counties in Kenya. Therefore, in light of the aforementioned issues and weakening services in the counties, this study sought to empirically identify the effects of role overlap between county and national government staff on service delivery in Nyamira County, Kenya

1.3 Research objective

The objective of this study was to identify the effects of role overlap between county and national government staff on service delivery in Nyamira County, Kenya

1.4 Research Question

The study sought to answer the following question: What are the effects of role overlap between county staff and national government staff on service delivery in Nyamira County?

1.6 Significance of the study

The main rationale of this study was to identify the effects of role overlap between county and national government staff on service delivery in Nyamira County. This study was also anticipated to suggest important policy statements through its recommendations for policy formulation mechanisms in both the National and County Government in Kenya, towards improving service provision to the citizens. The findings of this research is also of importance to; the ministry of devolution and national

planning, the Nyamira County and other counties with similar structural characteristics. Finally it contributes to the development of the limited scholarly knowledge available on devolved units in Kenya.

1.7 Scope of the study

This study narrowed down to identify the effects of role overlap between county and national government staff on service delivery in Nyamira County. The county has a population of 598,252 people, and the county offices are based in [Nyamira](#) town, which has an urban population of about 41,668 people (KNBS, 2011). This place satisfied the needs of this study and it was convenient and accessible in terms of travel logistics. The research covered from 2010 when Kenya constitution was promulgated.

II. LITERATURE REVIEW

2.1 Role Overlap

The mis-arrangement between the established structures of service provision within the various units and levels of governments assigned with the responsibilities for service provision serves to weaken the overall accountability for service provision and further creates conflicts of interest at the expense of checks and balances (Azfar *et al*, 2001). In a critical analysis of the Pakistan Government, the devolution process to local levels has remained unfinished with the local staff remaining part of the provincial administration. Onyach-olaa (2003) explains that the decentralized system in Uganda was faced with a complexity of rigid central government authorities' failure to adjust to their new roles as mentors and supervisors of Local Governments.

In Kenya according to Obuya (2011) the previous provincial commissioners, now taking the responsibility as County Commissioners, perform administrative roles that include; coordinating inter-ministerial duties, managing the relationships between the National Government and County Governments, and monitoring the execution of national policies and expenditure of funds. These roles put the commissioners in conflict with the governors who view the commissioners as assuming their powers. Obuya (2011) further notes that the structures of devolution and that of former provincial administration has established overlapping mandate which brings confusion on how county commissioners and Governors should exercise their mandate and obligations towards complimenting each other's capacity for the mutual benefit of the citizens. This conflict of roles has spread down the county structure and the former provincial administration structures. Currently the county structure provides for sub-county, ward, town and village administrators, whereas the former provincial administration has county and sub-county commissioners, chiefs and sub-chiefs at the ward levels which are locations converted to wards and village elders under the sub-chief. This shows an aspect of duplication of roles (Omari *et al*, 2012).

According to Omari *et al* (2012) the administrative structures of the National and that of the County Governments are similar. The equivalent of the governor is the county commissioner and both structures have deputies. On the village level there is the chief for the National Government and village administrators for the County Governments. Obuya (2011) observes that, based on the Articles 175 and 189 of the constitution of Kenya (CoK) (2010) on separation of powers, the National

Government staff such as assistant chiefs and chiefs may either be engaged by the counties or assigned different duties given that what they do mostly falls within the jurisdictions of the counties. Therefore, there was need to identify the effects of role overlap between county and national government staff on service delivery in Nyamira County, Kenya and how the aforementioned duplication of duties effects service delivery as left out by the scholarly articles.

2.2 Contextual Factors Impacting Service Delivery in County Governments

The contextual aspect as captured in the conceptual framework included; government policies on devolved governance and politics within the aspect of devolved counties which influence service delivery.

2.2.1 Government Policy

Policies are the foundation upon which legislation and administrative procedures are anchored. The Constitution pinpoints some policies that need to be developed. There also exist sectorial policies that need to be reviewed to align them to the objectives and values of the new constitutional dispensation (GoK, 2010). The vital stage of devolved governance implementation process in any country comprises the development of government policies and guidelines on the operations of devolved units in relation to service delivery. The Taskforce responsible with the establishment of the devolved government units (TFDG) was established to develop necessary laws and policies to facilitate the transition to devolved county governments (GoK, 2010). It prepared a report, a sessional paper and six bills on devolution in 2011 (TFDG, 2011).

The Transition to Devolved Government Act (2012) established guidelines for the transition to devolved government units in line with the new Constitution of Kenya (GoK, 2012). The Intergovernmental Relations Act (2012) established guidelines on consultations and cooperation between the national government and CGs as well as between CGs themselves and resolution of disputes (GoK, 2012). There are also policies at the county levels that need to be integrated in political systems of devolved units for effective service delivery. Nyamira County is low and slow, implying that the delivery of quality services to the residents of Nyamira County will take a long period of time to realize.

2.2.2 Politics

Devolved units are just political units of governance, which implies they cannot do without politics (Robinson, 2007). One basic component of devolved governance is the allocation of new political and administrative power to local leaders which may possibly provide an opportunity for misuse (Barrett *et al*, 2007). This aspect unlocks the devolved structures to corruption, particularly in awarding money-spinning deals to friends, relatives, and to persons who give bribes. Implying the poor and the less politically connected will remain sidelined, if measures are not put in place to prevent it (Nasong'o, 2002).

If devolution structures and responsibilities are not designed properly, then there is danger that elected leaders at the county level could use resources at their disposal to continual remaining in power (Barrett *et al*, 2007). Further if services are provided in an environment of political backing then resolutions that could

lead to effectiveness and fairness in service provision will be degraded and be made in favour of a few individuals for a political incentive (Conyers, 2002). Hence political patronage that result from party affiliations by the elected leaders and political control by the National and County Government can exerts pressure to the socio-economics which in the long run may lead to the delivery of weakened services to the members of the public (Barrett *et al*, 2007).

In Nyamira County the level of political patronage is highly manifested on the negative extreme whereby essential service delivery is based on political affiliation. Further the political elites in the county government leadership are in constant political competition aimed at perpetuating themselves to power without a clear strategy for improving service provision for all as envisioned in our new constitution 2010.

2.3 Theoretical Review

The structural functionalism theory and public choice theories formed the theoretical foundation and basis that justified this study in relation to service delivery.

2.3.1 Structural Functionalism Theory

Structural functionalism theory advocated by Emile Durkheim (1858-1917) proposes that a human society is like an entity which is made up of social institution. These social institutions are specifically organized to perform different functions on behalf of society. The theory attempts to give an explanation on how human society is functionally structured in order for the society to continue existing. Further as a result of the structures being interconnected and mutually dependent on each other, a problem in one part can affect the other parts and eventually the whole system. This theory best explains why certain societies and institutions function fairly well compared to others. Therefore relative to this study the theory was used to establish why some aspects of structured institutions like the county governments with all its composition, functions, and objectives are currently facing social and economic challenges that make them

to operate relatively poor in terms of service delivery to the people (Fish, 2005).

2.3.2 Public Choice Theory

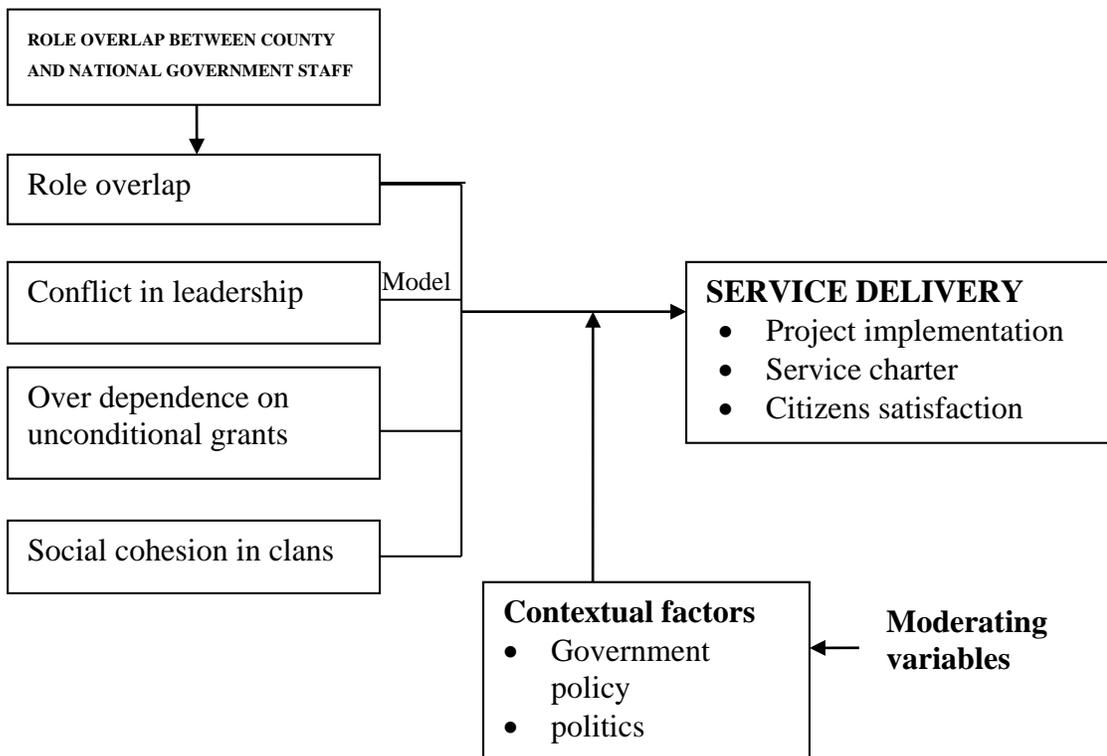
According to Buchanan and Tullock (1962) public choice theory involves the usage of current economic tools to study the problems that are conventionally in the field of political science. Precisely, it studies the behavior of politicians and public officials as habitually self-centered agents and it is also used to pinpoint a problem and give suggestions on how an organization can be improved by changes in statutory laws. It further pursues to comprehend and predict the behaviour of politicians and public officers in the political entity such as County Governments by using investigative techniques advanced from economics (Mueller, 1997). Based on the assumptions of public choice theory, this study sought to justify the need for quality service delivery as individuals were assumed to be utility maximizers and that they acted rationally with adequate information on what services they need. Further according to Mueller (1997) the self-interest is what fast-tracked conflict between elected officials themselves and the administrative leaders and even the duplication of duties for politically motivated self-interest.

2.4 Conceptual Framework

The conceptual framework is a conceptualization in functional and diagrammatic form on how the independent variables affect the dependent variable (Kumar, 2005). Figure 2.1, shows the relationship between the Dependent variable; service delivery and the Independent variables; role overlap, conflict between elected leaders, overdependence on unconditional grants, and social cohesion within the clans in Nyamira County. The contextual factors were other key challenges which intervened with socio-economic agents to influence the quality of service delivery. Level of service delivery was indicated or measured through examining project implementation, attainment of end benefits of Service charters and the extended of citizen satisfaction with service provision of key services by the county government.

Conceptual Framework Model
Independent Variables

Dependent Variable



III. RESEARCH METHODOLOGY

3.1 Research Design

This study used a mixed research methodology which allowed the collection of both quantitative and qualitative data towards a better understanding of the research problem under study, than either research approach alone. According to Creswell & Plano (2011) mixed methodology offers a means of incorporating quantitative and qualitative research methods into a single study. Qualitative data was collected by use of interview schedules and open-ended questions from the questionnaires while quantitative data was collected by use of closed-ended questions from the questionnaire.

This study adopted a convergent (concurrent triangulation) design which allowed the collection of both qualitative and quantitative data. According to Creswell & Plano (2011), convergent research design is a method of collecting both the quantitative and qualitative data concurrent in one phase of the research study and merging the data during the discussion and interpretation of the findings to support the results of both quantitative and qualitative data sources. The concurrent data collection resulted in well-validated and substantiated findings. Further it guaranteed extensiveness of information in a shorter data collection time period because both the qualitative and quantitative data were gathered at one time at the research site. This aspect made it more suitable in this study.

The adopted research design also allowed the use of primary and secondary sources of data. The primary sources of data was

generated by using questionnaires and interview schedules, while secondary sources of data was sourced from credible journal articles, Government reports, thesis and dissertations, and text books. The data collected was sieved, coded then analyzed by using both descriptive and inferential statistics and processed by use of (SPSS v23) tools towards answering the research questions

3.2 Study Area

This study was carried out in Nyamira County in Kenya which has an estimated population of about 598,252 people; (KNBS, 2011). The main cash crops grown in Nyamira County are mainly tea and bananas although cattle keeping is on the rise in the recent times. The Nyamira county offices are based in [Nyamira](#) town, which has an urban population of about 41,668 people. The main administrative wards are; Rigoma, Gachuba, Kemera, Magombo, Manga and Gesima in Kitutu Masaba Constituency, Nyamaiya, Bogichora, Bosamaro, Bonyamatuta and Township in West Mugirango Constituency, Bomwagamo, Bokeira, Magwagwa, Ekerenyo and Itibo in North Mugirango Constituency, Mekenene, Esise, Nyansiongo and Kiabonyoru in Borabu Constituency. This place satisfied the needs of this study and it is convenient and accessible to the researchers. Further Nyamira County was chosen because it has both rural and urban characteristics of majority of Kenyan counties and it borders other counties like Homa Bay, Kericho and Bomet faced with almost similar service delivery challenges. Figure 3.1 shows the study area map of Nyamira County.

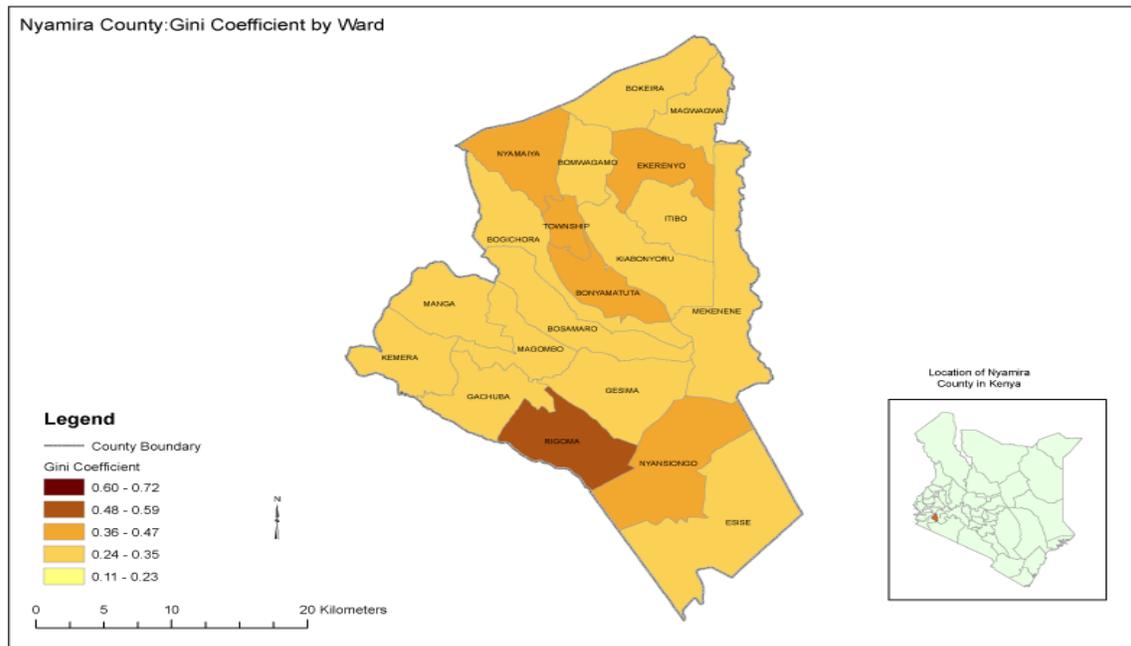


Figure 3.1: Study Area Map of Nyamira County
Source: Independent Electoral and Boundaries Commission (IEBC, 2012)

3.3 Target Population

The target population of this study was; 22 county executives namely; The Governor and his Deputy, 10 county executive committee members and 10 county chief officers, 39 legislators namely; The Senator, women representative Nyamira county, 4 MPs from Nyamira county, 33 MCAs, 100 employees of the county government, 100 employees of the National Government, and 250 members of the public (ECL, 2013). This category of target population identified are close and in constant interaction with the variables identified in this study thus making them appropriate respondents that facilitated accurate and concrete collection of data require in this study. Further Nyamira County has a population of 598,252 people (KNBS, 2011). Therefore the total target population comprised of a total 511 respondents as identified.

3.4 Sample and Sampling Procedures

3.4.1 Sampling Technique

This study used a combination of both stratified random sampling and purposive sampling methods. Stratified random sampling method was adopted since the target population involved individuals of different cohorts in Nyamira County. Stratified random sampling method is used when the population under study is non-homogeneous (Mugenda & Mugenda, 2003). Stratified random sampling was used to identify sub groups from the target non-homogeneous population and select respondents from each sub group to form a sample, while ensuring that homogenous sub groups that shared similar characteristics were grouped together. This ensured proper accounting for the differences in stratum characteristics. Also Purposive sampling was used in selecting respondents from each stratum who were informative about the phenomenon under study as it allowed the researchers to decide who to include in the sample based on their typicality.

3.4.2 Sample Size

This study used a sample size of 153 research respondents which was 30% of the target population arrived by using proportional allocation method by Kothari (2009) and it consisted of five homogeneous strata comprising of; 7 county executives, 12 legislators, 30 County government employees, 30 National government employees and 74 members of the public. This sample was an optimum sample which fulfilled the requirements of flexibility, representativeness, consistency, efficiency, and cost reduction (Kothari, 2009).

The proportion allocation method was simple and easy to apply as explained;

Target population was assigned letter **N**, sample size assigned letter **n**, let **n₁ to n₅**, Represent sample size per strata and **N₁ to N₅**, Represent target sample per strata.

Therefore for this study;

$N=511$ (total target population), $N_1=22$ (Executives), $N_2=39$ (legislators), $N_3=100$ (employees of County Government), $N_4=100$ (employees of National Government), $N_5=250$ (Members of the Public).

Hence; $n_1 = n \times (N_1/N) = 153 \times (22/511) = 7$, $n_2 = n \times (N_2/N) = 153 \times (39/511) = 12$,

$n_3 = n \times (N_3/N) = 153 \times (100/511) = 30$, $n_4 = n \times (N_4/N) = 153 \times (100/511) = 30$, $n_5 = n \times (N_5/N) = 153 \times (250/511) = 74$

Implying $n = (n_1 + n_2 + n_3 + n_4 + n_5) = (7 + 12 + 30 + 30 + 74) = 153$ (sample size).

The table 3.1 below shows a summary of the sampling frame for this study:

Table 3.1: Population Sample and Sample Size

Respondents	Category	Population Sample	Sample Size
County Executives		22	7
County Legislators		39	12
County Employees		100	30
National Government Employees	100		30
Members of the public	250		74
TOTAL		511	153

Source: Researchers, 2019

3.5 Description of Research Instruments

This study used the questionnaires and interview schedules for collecting primary data and documentation analysis for secondary data.

3.5.1 Questionnaires

Questionnaires were preferred because the sample respondents selected to participate in the study, most of them were quite literate and capable to answer the questions asked. Questionnaires also provided a cheap and quick means of collecting data from large numbers of people. This study used both open and close-ended questions to collect data. The open-ended questions permitted free responses from the research participants without suggesting any structure for the responses. This allowed the respondents freedom to express their views in unbiased manner. The closed questions enabled respondents to provide responses limited to state alternatives (Foddy, 2001).

3.5.2 Interview Schedules

The interview schedules were used to collect detailed data from participants who were not in a position to fill the questionnaires, and also to get in-depth information from the participants. Interview sessions involved face to face meeting between the researchers assistants and the interviewees, who gave immediate feedback as the researchers took the notes. The interviews were structured to enable the researchers to control the responses towards forming a more accurate and meaningful data (Foddy, 2001).

3.5.3 Documentation Analysis

This study used relevant documents like abstracting and indexing journals, published and unpublished thesis, and books to supplement the questionnaires and the interview schedules. This helped to provide ready data about the research problem under study and it saved time and money.

3.6 Validity and Reliability of the Research Instruments

3.6.1 Validity

In this study, a pilot study was carried out in a small sample size (10 respondents) of the population in the neighbouring county of Kisii with the main aim of determining the accuracy, clarity and suitability of the research instruments used. During this pilot study the research instruments, especially the questionnaire were administered to the pilot subjects in exactly the same way it was to be applied to the main study. Responses from the pilot study helped in providing feedback, which helped to identify ambiguous and difficult questions. It also assisted in assessing whether the questions used in the study were to give adequate range of responses towards answering the research questions (Kumar, 2005).

The identified ambiguous and difficulty questions in this study were re-worded and re-scaled before the main study was

undertaken to enable generation of expected responses towards facilitating the achievement of valid findings to this study. The time taken to complete the responses during the pilot study was also recorded. This helped in re-scaling of the research instrument before the main study towards ensuring that the study was completed within the required time frame.

3.6.2 Reliability

Reliability was assessed using the test-retest reliability method where research instruments were administered to the same respondents two times. Some period of time was allowed to elapse long enough to eliminate the memory of the responses given in the first round, before the second administration. This helped to cross check the responses given in the two sets towards ensuring consistency of the responses in answering the research question. The scores that were obtained on the two sets of measure were then correlated to obtain a coefficient of reliability of 0.925 that was computed by using the Karl Pearson's coefficient of correlation (Kothari, 2009). According to Orodho (2005) a value of at least 0.70 and above is acceptable as a standard reliability coefficient to judge the instruments as reliable for the study. Further the supervisors and other research specialists in the school of social sciences of Mount Kenya University were instrumental in verifying the validity and reliability of the research instruments. These recommendations were taken into consideration during the final preparation of the research instruments.

3.7 Data Analysis

This study collected both quantitative and qualitative data. The collected data from the questionnaires and interview schedules was systematically inspected and edited to check on completeness and internal consistence of data relative to research objectives. The items were then grouped and arranged according to particular objectives and research questions to ensure the margin of errors and omissions was minimized and to assure accuracy during the final analysis. The grouped data was then captured on Microsoft Excel spreadsheet according to the first and up to the last objectives, where it was cleaned and coded. The coded data was then classified into descriptive characteristics for qualitative data that could not be analyzed using statistical variables and into numerical characteristics for quantitative data. The data classified was then analyzed by the use of descriptive methods that included; standard deviations and the mean. The Inferential statistical methods such as regression analysis was used to study the causal relationships among all the variables and one way NOVA was used to establish whether significant differences existed in responses among the variables under study.

The data was then processed by use of (SPSS v23) and the likerts type scale was used in analyzing the questions then summarized and presented thematically in narrative form for

qualitative data from the interview schedules and open-ended questions from the questionnaires in the order of the research objectives. Quantitative data from the closed-ended questions was presented by use of frequencies and tables towards enhancing the understanding of the outcomes. The regression model illustrated below was used to establish the relationship between the dependent and the independent variables as contained in the research questions.

$$Y = \alpha_0 + \alpha_1 X_1 + \alpha_2 X_2 + \alpha_3 X_3 + \alpha_4 X_4 + \mu$$

Where;

Y is the Dependent Variable: Service Delivery
 X_1, X_2, X_3 and X_4 represents the Independent Variables

Further from the regression model, α_0 represented the constant term in the model while the coefficient α_i , where $i = 1 \dots 4$ was used to measure the sensitivity of the dependent variables (Y) to a single unit change in the independent variables X_1, X_2, X_3 and X_4 . μ represents the error term which captured the unexplained differences in the regression model.

IV. DATA ANALYSIS, INTERPRETATIONS AND PRESENTATION OF THE RESULTS

4.1 Response Return Rate

The questionnaires were administered to 153 respondents. All the questionnaires were duly filled. They were distributed by the researchers himself and the research design used enabled the researchers to collect them all. Table 4.1 shows the respondents return rate.

Table 4.1: Response Return Rate

	Issued	Returned	Percentage
Questionnaire	153	153	100%
Total	153	153	100%

Source: Researchers, 2019

4.1.2 Respondents Gender

Gender was considered an important aspect in this study especially in identifying the participation proportion per gender. From the findings presented in table 4.2, the male respondents were 56.90 % while female respondents were 43.10 %. This reveals that the number of male respondents who participated in this study was slightly more than their female counterparts. This also indicates that the female gender was increasingly involved in what is happening currently in devolved units in Nyamira County.

Table 4.2: Gender of the Respondents

		Freq	%	Valid %	Cumulative %
Valid	Female	66	43.10	43.10	43.10
	Male	87	56.90	56.90	100.00
	Total	153	100.00	100.00	

Source: Researchers, 2019

4.1.3 Respondents Age Distribution

It was critical to know the age distribution of the employees in the county in order to determine whether they are still productive or not. This also assisted to gauge their number of years/ experience of day to day with challenges of service delivery. Table 4.3 shows that a majority of respondents were between 31 to 49 years at 40 % followed by those of age 25 to 30 years at 20 % which translates to 60%. This indicates that a bigger percentage of the respondents were still in their active age of productivity and further those who were at 40% indicates an increased experience in daily interaction with service delivery challenges.

Table 4.3: Age Distribution

Length	Frequency of Respondents	Percentage (%)
18-24 years	27	17.50%
25-30 years	31	20.00%
31-49 years	61	40.00%
50-60 years	23	15.00%
Over 60 years	11	7.50%
Total	153	100.00%

Source: Researchers, 2019

4.1.4 Respondents Academic Qualification

The researchers sought to know the education level of the research respondents. The level of education helps to determine one's reasoning capacity and conceptual ability. The level of education therefore was sought to know whether the sample population under the study was able to conceptualize the service delivery challenges under the study. The findings were presented in the table 4.4. The findings showed that only 6.50 % of respondent had below high school qualification which was a small percentage to affect the quality of respondents on service delivery challenges.

Table 4.4: Level of Academic Qualification

	Freq	%	Valid %	Cumulative %
Valid Below High School	10	6.50	6.50	6.50
High School/Certificate	60	39.20	39.20	45.80
Diploma/Higher Diploma	46	30.10	30.10	75.80
Degree and Above	37	24.20	24.20	100.00
Total	153	100.00	100.00	

Source: Researchers, 2019

4.1.5 Years of Services

This is the period the respondents have worked for the county and National Government. The findings for this section captured the county staff and National Government staff only and were tabulated in table 4.5. The research findings from the table 4.7 and figure 4.4, shows that, 15.10 % percent of the respondents had worked for less than a year. Those who had worked for 1-2 years were 37.90 %; those who had worked for 3-5 years were 20.82 %, while those who had worked for more than 6 years were about 26.18 %. From the table 4.5, it can be seen that 53 .00% from the total research participants have worked for less than 2 years this maybe because the counties are new systems of governance and 47.00% of the respondents have served for 3 years and above, meaning that some served previously in local authorities and the centralized system of government.

Table 4.5: Respondent's Number of Years of Service at the National/County Government

Length	Respondents (Frequency)	Percentage
Less than one year	9	15.10%
1-2 years	23	37.90%
3-5 years	12	20.82%
Over 6 years	16	26.18%
Total	60	100.00%

Source: Researchers, 2019

4.2 Duplication of Roles

The researchers sought to identify if role overlap existed between the county and National Government staff. This was to help in forming the basis of establishing their effects on service provision to the people of Nyamira County. The long-winded security structures in Nyamira county offers the best example of systematic duplication of roles in the current bureaucracy that puts the Governor and the

county commissioner at a conflicting responsibility situation. The National Government has its own command, headed by the county commissioner with sub-county commissioners, chiefs and sub-chiefs down the chain while there is also a competing arrangement that owes its allegiance to the Governor, who chairs the county policing authority. Each of the five sub-counties in Nyamira has a sub-county administrator whose job description is more like that of a sub-county commissioner and each ward has award administrator equivalent to a chief. Nyamira County was captured in table 4.6;

Table 4.6: Existence of Role Duplication

	Freq	%	Valid %	Cumulative %
Strongly Disagree	4	2.60	2.60	2.60
Disagree	7	4.60	4.60	7.20
Neutral	23	15.00	15.00	22.20
Agree	52	34.00	34.00	56.20
Strongly Agree	67	43.80	43.80	100.00
Total	153	100.00	100.00	

Source: Researchers, 2019

The research findings from table 4.6 above indicates that 2.60% of the respondents strongly disagreed that role overlap exists between county staff and National Government staff, 4.60% disagreed, 15.00% were not sure, 34.00% agreed and a bigger percentage of 43.80% strongly agreed. This shows that role duplication/overlap exists and which may eventual lead to misalignment of service provision responsibilities by the County government service providers if necessary restructuring of government service provision responsibilities between counties and national government is not undertaken in the long run.

4.2.1 Effects of Duplication of Roles

The respondents views on the effect of duplication of duties between the county and National Government employees on the following aspects; Duplication of tasks reduces efficiency, Increases level of bureaucracy, Workers take long in accomplishing assigned tasks, Budget constraints on paying extra salaries, Underutilization of work force, Workforce absenteeism, Lack of cooperation among the officers of county and National Government was captured from table 4.7 to table 13;

Table 4.7: Duplication of Tasks Reduces Efficiency

	Freq	%	Valid %	Cumulative %
Strongly Disagree	16	10.50	10.50	10.50
Disagree	21	13.70	13.70	24.20
Neutral	21	13.70	13.70	37.90
Agree	34	22.20	22.20	60.10
Strongly Agree	61	39.90	39.90	100.00
Total	153	100.00	100.00	

Source: Researchers, 2019

The research findings from table 4.7 indicates that, 10.50% of the research respondents, strongly disagreed that duplication of tasks reduces efficiency, 13.70% disagreed, 13.70% were not sure, 22.20% agreed and a bigger percentage of 39.90% strongly agreed. This shows that 62.10% generally agreed compared to 24.2 0% disagreed indicating that if efficiency reduces than quality of service provision will be compromised.

Table 4.8: Increases Level of Bureaucracy

	Freq	%	Valid %	Cumulative %
Valid Strongly Disagree	35	22.90	22.90	22.90
Disagree	32	20.90	20.90	43.80
Neutral	8	5.20	5.20	49.00
Agree	34	22.20	22.20	71.20
Strongly Agree	44	28.80	28.80	100.00
Total	153	100.00	100.00	

Source: Researchers, 2019

The research findings from table 4.8 indicates that; 22.90 % of the research respondents strongly disagreed that role duplication increases bureaucracy, 20.90% disagreed, 5.20% were not certain, 22.20% agreed and 28.80% strongly agreed. This generally indicates that 43.80% of the total respondents disagreed compared to 51.00 % who agreed that role overlap increases bureaucracy which negatively affects the quality of services provided, in that a decision will only be made after the other arm of government as sanctioned it.

Table 4.9: Workers Take Long in Accomplishing Tasks

	Freq	%	Valid %	Cumulative %
Valid Strongly Disagree	27	17.60	17.60	17.60
Disagree	30	19.60	19.60	37.30
Neutral	13	8.50	8.50	45.80
Agree	47	30.70	30.70	76.50
Strongly Agree	36	23.50	23.50	100.00
Total	153	100.00	100.00	

Source: Researchers, 2019

The research findings from table 4.9 indicates that 17.60% of the respondents strongly disagreed that workers take long to accomplish given tasks as a result of duplication of roles, 19.60% disagreed, 8.50% were not sure, 30.70 % agreed and 23.50% strongly agreed. Generally 54.20% of the total respondents agreed that workers take long to accomplished assigned tasks as compared to 38.20% who disagreed. The public respondents were the majority of the respondents who agreed based on their experiences of getting services from various devolved units within the county and National Government jurisdictions.

Table 4.10: Workforce Absenteeism

	Freq	%	Valid %	Cumulative %
Valid Strongly Disagree	21	13.70	13.70	13.70
Disagree	34	22.20	22.20	35.90
Neutral	7	4.60	4.60	40.50
Agree	50	32.70	32.70	73.20
Strongly Agree	41	26.80	26.80	100.00
Total	153	100.00	100.00	

Source: Researchers, 2019

The research findings from table 4.10 indicates that 13.70% of the research respondents strongly disagreed that role overlap contributes to workforce absenteeism in that workers remain absent hoping that others who share similar responsibilities will perform their assigned tasks in their absence, 22.20% disagreed, 4.60% were uncertain, 32.70% agreed while 26.80% strongly agreed.

This in general indicates that 59.50% of the total research respondents agreed that role overlap brings about work force absenteeism against 35.90% who disagreed. This aspect was clearly witnessed by the researchers during the interview sessions as most of the appointment were cancelled majorly due to absenteeism of identified respondents within the devolved units both in the county and National Government departments.

Table 4.11: Budget Constraints on Paying Extra Salaries

		Freq	%	Valid %	Cumulative %
Valid	Strongly Disagree	16	10.50	10.50	10.50
	Disagree	24	15.70	15.70	26.10
	Neutral	17	11.10	11.10	37.30
	Agree	61	39.90	39.90	77.10
	Strongly Agree	35	22.90	22.90	100.00
Total		153	100.00	100.00	

Source: Researchers, 2019

The research findings from table 4.11, indicates that 10.50% of the total respondents strongly disagreed that role duplication constrains the budget in terms of paying extra salaries, 15.70% disagreed, 11.10% were not certain, 39.90% agreed while 22.90% strongly agreed. This indicates that 62.80% of the total respondents generally agreed compared to 26.20% which is a small percentage that disagreed. These research findings clearly reflect what was also captured by the Nyamira county fiscal strategy paper 2016 where the recurrent expenditure was increasing every financial year due to a plotted wage bill.

Table 4.12: Underutilization of Work Force

		Freq	%	Valid %	Cumulative %
Valid	Strongly Disagree	13	8.50	8.50	8.50
	Disagree	33	21.60	21.60	30.10
	Neutral	21	13.70	13.70	43.80
	Agree	66	43.10	43.10	86.90
	Strongly Agree	20	13.10	13.10	100.00
Total		153	100.00	100.00	

Source: Researchers, 2019

The research findings from table 4.12 indicates that 8.50% of the respondents strongly disagreed that role duplication leads to underutilization of available workforce who have similar responsibilities, 21.60% disagreed, 13.70 % were not sure, 43.10 % agreed, 13.10% strongly disagreed. This indicates that 56.20% of the total respondents agreed compared to 30.10% who generally disagreed at 29.90% which can be attributed to county and national employees who did not want to disclose their underutilization in terms of workload assigned to them.

Table 4.13: Lack of Cooperation among the County and National Government Employees

		Freq	%	Valid %	Cumulative %
Valid	Strongly Disagree	23	15.00	15.00	15.00
	Disagree	35	22.90	22.90	37.90
	Neutral	8	5.20	5.20	43.10
	Agree	40	26.10	26.10	69.30
	Strongly Agree	47	30.70	30.70	100.00
Total		153	100.00	100.00	

Source: Researchers, 2019

The research findings from table 4.13 indicates that 15.00% of the total respondents strongly disagreed that role overlap contributes to lack of cooperation among county and National Government employees which is an hindrance to service provision to the local communities,22.90% disagreed, 5.20% were not sure,26.10% agreed and 30.70% strongly agreed. Implying 56.80% of the total respondents generally agreed compared to 37.90% who disagreed.

V. FINDING, CONCLUSION AND RECOMENDATION

5.1 Summary of the Finding

On role duplication; The research findings clearly indicates that ,7.20% of the total respondents generally disagree that role overlap exists between county and National Government staff, 77.80% of the total respondents were in agreement that role duplication exists in the structures of the devolved units in Nyamira county. According to Obuya (2011)the structures of the county government and that of former provincial administration have overlapping mandate which is consistent with the findings of this study that still responsibilities of various ties of government overlap. Further as left out by other scholars the research findings on the effects of duplication of duties between the county and National Government employees indicated that, 62.10% of the total respondents agreed that duplication of tasks reduces efficiency, 51.00% agreed that it increases level of bureaucracy, 54.20% agreed that workers take long in accomplishing assigned tasks, 59.50 % agreed that duplication contributes to workforce absenteeism ,62.80 % agreed that duplication increases budget constraints on paying extra salaries,56.20 % agreed that duplication leads to underutilization of work force, and final 56.80 % agreed that duplication contributes to lack of cooperation among the officers of County and National Government.

These aspects which are a result of role duplication contribute to the provision of substandard service by the county. Therefore in respect of the misaligned responsibilities the roles and responsibilities of key institutions within the devolved units need to be redefined, in light of the principles of devolution towards enhancing proper coordination of devolved service and responsibilities.

5.2 Conclusion

This study gives an important insight on the key issues facing the Nyamira county Government in provision of improved services to its people. The socio-economic service delivery challenges identified in the course of this study may not have been exhaustively pointed out by the research participants involved. However, these were the most demanding ones that seriously affected the capacity and quality of service provision by the Nyamira County Government, not forgetting that the devolved units provide a unique frame work to streamline the quality of public service provision in Kenya.

5.3 Recommendation

Clearly demarcating the roles of county staff from those of National Government to avoid blame game on who is responsible in provision of a specific service. This can be done through

legislation of policies that redistribute responsibilities between National and CGs by involving the county and the bi-cameral Kenyan parliaments. Further the counties to avoid employing more staff to serve at the same capacity as the ones inherited by the defunct local authorities and are already working in the county.

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