A SEMINAR PAPER ON EFFECTIVE PERFORMANCE MANAGEMENT AT THE COUNTIES: A CASE OF KISII COUNTY, WRITTEN IN PARTIAL FULFILLMENT OF A PHD DEGREE AT THE GREAT LAKE UNIVERSITY OF KISUMU (GLUK)

Written by: Omweno James Ombasa
PhD/J-05/15

Devolution is a multi-dimensional concept of governance that organizes governance and manages state power along various lines. It defines, dispenses and limits the use of state power along several ranks by merging both horizontal and vertical scopes. Performance management just like other forms of management entails a systematic approach to organizational management which encompasses sets of activities executed to achieve specific goals. In Kenya, the principles of devolved system of Government in the Constitution are many but the most compelling one is provision of quality services to the citizens, which the counties will only realize through an effective performance management system. There are 48 devolved governments, which include the National Government and the 47 County Governments. Kisii County is one of them. This paper investigates the factors affecting effective performance management at the counties a case of Kisii County. The objectives of the study are to establish effects of organizational structure in effective performance management, effects of human resource management in effective performance management and effects of availability of funds in effective performance management at the county. Considering the nature of the study the researcher employed a desk analysis design to analyze and draw conclusions. Secondary data was used to find information which included management journals, newspapers, books, magazines, government press release or circulars, articles and internet sources. The reliability and validity of the data was ensured by picking information from authorized publishers and authoritative websites containing recent publications on devolution and performance management from 2005 upto 2016. It was manifest that a sound organizational structure, proper human resource management, and adequate financial resources are significant for the effective performance management at the counties. A sound Organizational structure is important in performance management because it determines the relationship and reporting structure in the organization, the operational procedures, and the interaction between the organization and the other stakeholders in the society. Proper human resource management is critical because all other factors of production require effective application by the human resources to be able to deliver desired results. Adequate financial resource is inevitable for effective performance management because it facilitates the implementation of development projects, payment of salaries/wages of employees, and the execution of functions of the county government. In conclusion, organizational structure, human resource management, and financial resources are at the heart of effective performance management by counties in Kenya. Therefore, it is incumbent upon county governments to ensure that all these three core elements necessary for the effective and efficient provision of quality and better services to the citizens are put in place.

**Key Word:** Governance, Devolution, Organizational structure, Human Resource Management, Revenue Allocation

**Effective performance management at the Counties: A case of Kisii County**
INTRODUCTION

Devolution is a system of governance that devolves power from the centre to smaller units in order to ensure that all citizens equally enjoy the national cake (Mwenda, 2010). According to Potter (2001), devolution is generally a process of transfer of political, administration and fiscal management of powers between central government and lower levels of government, primarily operating at city and regional levels. According Kyriacou and Sagalés (2009) devolution is viewed in many countries as a way to dampen regional, racial, ethnic, or religious cleavages, particularly in multiethnic societies.

Performance management just like other forms of management entails a systematic approach to organizational management, which encompasses sets of activities executed to achieve specific goals Chang (2005). It is a very significant part of the daily running of an organization and does not only facilitate the effective and efficient performance and achievement of organizational objectives, but also enables the organization to adapt to the ever-changing managerial environment.

The UK system of devolution is asymmetric, in that, there are different levels of devolved responsibilities and there is no common pattern. Scotland, Wales and Northern Ireland all have different forms of devolution. Scotland has a Parliament and an Executive developed from the Westminster model. Under the Scotland Act 1998, the Parliament can pass Acts and the Executive can make secondary legislation in areas other than those, which are reserved to Westminster. Committees are central to the working of the Parliament. They combine scrutiny of the Executive and of legislation.

Under the Government of Wales Act 1998, powers in devolved areas, which used to be exercised by UK ministers, have been delegated to the National Assembly for Wales as a single corporate body. Therefore, in law, there is no separate executive and legislature, but in practice, the Assembly has moved towards a separation of legislative and executive functions within the constraints of the Act. The Assembly can make delegated or secondary legislation, such as orders and regulations, in devolved areas, but primary legislation for Wales in devolved areas is still made by the UK Parliament. Devolution has also occurred in Finland, where the government has granted significant autonomy to the largely Swedish-speaking population of the Åland Islands; in Spain,
where regional governments have enjoyed extensive powers; and in Italy, where several regions have been granted “special autonomy” by the central government (Mitchell, 2001).

In South Africa, twenty years ago, the question of devolution arose for very different reasons. Representing the majority of the people, the ANC wanted a strong centralised government to undo the ravages of apartheid, while the National Party (NP), representing the white minority government, advocated federalism because it feared a strong centre dominated by the ANC. Federalism was never on the cards, because the idea was poisoned by the apartheid policy of ethnic-based Bantustans, which although having a measure of autonomy, were aimed to divide and rule the black majority. The compromise was weak provinces which in one province, KwaZulu-Natal where conflict was rife, served a peace making function, and in another, the Western Cape, provided the NP with some spoils of government. Furthermore, to weaken provinces, a strong system of local government was entrenched in the constitution, with the mandate to be the service delivery arm of government (Ivanyna and Shah 2010).

According to Bigambo (2012), Kenya is rising from a state of poor governance demonstrated by widespread corruption, ethnic conflicts, insecurity, political uncertainty; and poverty among others. Poor governance has resulted in, among other negative effects, the alienation of large portions of the society from the mainstream economy; the squandering of public resources leading to low levels of development and massive poverty, ethnic animosity due to perceptions of historical injustices; and cut-throat political competition and intolerance. The post-election crisis was largely due to weaknesses in key institutions of governance including the constitution, the judiciary, the police, the executive, the electoral system, and parliament (World Bank, 2012).

The Constitution of Kenya 2010 recognizes and provides for the devolved system of governance that is to be exercised through the 47 counties established therein. This devolved system of governance is also provided for in Law through the Devolution Act 2012 and the Transitional Authority Act of 2012. The Constitution of Kenya 2010 Chapter 2 (Art 6-1, 2) states that the territory of Kenya is divided into the counties specified in the First Schedule and that the governments at the national and county levels are distinct and inter-dependent and shall conduct their mutual relations on the basis of consultation and cooperation. In the case of Kenya, the devolving of power is between the national government and the 47 counties. It is essentially the statutory granting of powers from the central government of a state to government at a sub-national level, such as a regional, local or county level (Bigambo, 2012).
The County organizational structure is composed of the office of the Governor, the office of the County Secretary, the County Assembly, the County Public Service Board, and ten departments headed by County Executive Committee members as policy makers and Chief Officers as the accounting and authorized officers as stipulated in the fourth schedule Part 2 of Constitution of Kenya 2010. The departments include:- Administration, cooperative services, & stakeholders management; Agriculture; Treasury; Land; Education; Health, Trade & Industry; Roads, Public Works & Transport; Energy, Environment & Natural Resources, Youth Gender & Sports. Every department have functions assigned based on the devolved functions. Each department is under the management of a County Executive Committee Member assisted by a Chief Officer. The County Secretary is in charge of the Administration Department and has a mandate to ensure that the county is operating smoothly. The County Executive organ comprises the Governor, Deputy Governor and the County Executive Committee. All the members of the CEC are nominated by the governor then vetted and approved by the County Assembly before formal appointments.

The County Assemblies is another significant arm of the County Government, as it plays an oversight and legislation role in the county. Moreover, the County Assembly approves all budgets at the county and can accept or reject the governor’s nominees. Currently, Kisii County comprises of the Speaker, 45 elected and 26 nominated MCAs. The 45 elected MCAs each is representing one of the 45 County wards. Every County Assembly has a life span of five years, as explained in section 177 (4) of the Constitution.

There are three categories of staff at the counties. The first category comprises those staff inherited by counties from the defunct local authorities. Most of these employees do not have skills but earn huge salaries. The second category includes those staff seconded to the counties by the National Government. The third group is the staff recruited by the county government when they assumed office in 2013. Some employees hired by the county government do not have experience or skills but have been appointed at very high job groups and salary scales.

For example, someone is being appointed as a director at job group Q at the age of 29 making career progression very difficult. Moreover, very experienced employees have been demoralized due to these malpractices. A review of the operations in the counties revealed that the majority of the human resources in place were not performing their current roles. Either they were in acting capacity, deployed to perform those roles or seconded from the National Government. Therefore, there are some departments with more staff than they need while other departments have less staff,
which impedes their operation. This has led to duplication of roles, poor service delivery, or underutilization of some human resources.

**Statement of the problem**

Since 2013, when the county governments officially began operating after the general election that saw the election of Governors, Senators and MCAs, there has been back and forth arguments among leaders and a number of public debates emanating from the political class in as far as the implementation of devolution is concerned. At the inception of devolution, Kisii County only had a generic organizational structure, which did not suit the mandate given to them as well as aligning the operation at the county effectively. On the ground, the existence of role conflict between various stakeholders such as the county executive and the county assembly in itself has a negative impact on performance management. There has been an accusation by some experts and leaders against the national government of sabotaging the successful implementation of the devolution process by reviving and having parallel structures particularly the infamous provincial administration, which is deemed conflicting with the letter and spirit of devolution. County governments are accusing the national government of providing them with insufficient funds to implement their development agenda with a huge percentage of the devolved funds only servicing the recurrent expenditure of the counties.

The counties have also not been able to pursue their development agenda for reasons of inadequate resources at the county level both financial, material and work force. This requires capacity building initiatives, resource mobilization and financial probity at the county level to facilitate performance management process and enhance effective and efficient delivery of services at the counties. There is little research on the effective performance management affecting devolution process in Kenya since its inception four years ago. This research explored the factors effective performance management at the county of Kisii, with a view of drawing conclusion and recommendations on the best way to enhance service delivery at the county through effective performance management.

**Objectives of the Study**

**General Objectives**
The general objective of this research is to determine factors affecting the effective performance management at the counties: a case of Kisii County.

**Specific Objectives**

The specific objectives of this research were:

i) To establish the effects of organizational structure in effective performances management at the county

ii) To determine the effects of Human Resource Management in effective performance management at the county

iii) To find out the effects of availability of funds in effective performance management at the county

**Conceptual Framework**

*Figure I.1*
The independent variables, which include organizational structure, human resource management, and financial resources, affect the effective performance management as the independent variable. This implies that with sound organizational structure, proper human resource management, and adequate financial resources, county governments can be able to enhance their effective performance management for better service delivery. It is incumbent upon the county management to ensure that all these factors affecting effective performance management are addressed amicably to allow effective and efficient delivery of quality services to the citizens.

**Independent variables**

* a. **Organizational Structure**

An organizational structure adopted by the management has significant effect in the execution of organizational objectives as it determines the relationship and reporting structure in the organization, the operational procedures, and the interaction between the organization and the other stakeholders in the society. An organizational structure is a framework of engagement within an organization that defines the information flow through the organization, roles and responsibilities, and distinguishes power and authority. It informs the performance and operation strategy of an organization.

* b. **Human Resource Management**
Human resource management is a very critical part in the achievement of success for any organization and especially at the counties. This is because all other factors of production require effective application by the human resources to be able to deliver desired results. Therefore, an organization or a county is as good as its workforce, which is a product of effective human resource management in the respective county.

According to Alande (2010), human resource management is a process that involves recruitment and selection, training and development, change management, development of human resource policies and procedures, and performance management of members of staff for effective and efficient service delivery to the people, which translates into development and maintenance of competitive advantage for the organization. Upholding a competitive, viable and sustainable work system aimed at propelling growth, developing and maintaining a competitive advantage is an emerging concern in the business fraternity globally. For counties to achieve efficient outcomes there must be adequate capacity in the form of human capital, essential equipment and technology, and incentives to motivate employees to produce the desired results (Myrna, 2008).

c. Financial resources

The effective performance management processes at the counties requires financial resources that include revenue collection at the county level, financial support from the National Government, international donors and investors, and loans from financial institutions. Funding is provided to the devolved administrations from the National Government as a block grant. This means once the money is received by the devolved administration, it can be spent on any devolved responsibility as the administration sees fit and with the approval of the County Assembly.

One major administrative problem that many counties face is their inability to realize fully the revenue that shall be due to them. As provided for in Chapter 12 of the Constitution on Public Finance, Article 201(b) provides that the public finance system to be put in place should actually promote an equitable society, and that the burden of taxation shall be shared fairly. Poor administrative capacity to enforce the taxes, explicit and intentional tax evasion and resistance from taxpayers, and corruption, including embezzlement of revenues are factors that may impede effective performance management at the counties (Illes and Sutherland, 2001).

LITERATURE REVIEW

Theoretical review
a. Organizational Structure Theory

Organizational structure is an arrangement in an organization defining the performance and operation strategy of the organization as an entity. According to Bryson (2011), organizational structure denotes the manner in which people within the organization are convened in terms of functions they perform and the reporting mechanism. It shows how an organization plans to manage, coordinate, supervise and allocate responsibilities and tasks as it seeks to undertake its activities with an aim of achieving organizational objectives. There are two main theories of organization structure, that is, organic and mechanistic organizational structure.

Organic organizational structure is a flexible kind of structure that integrates departments and functional areas together to facilitate quick adaptation to the dynamic and changing environment. This kind of structure is ideal for organizations operating in an unstable environment prone to changes because it facilitates seamless flow of information capable of helping the organization to gather, process, and disseminate information very quickly and adjust to changes in the unstable environment (Kinicki & Williams, 2015).

On the other hand, mechanistic organizational structure, which is also commonly referred to as bureaucratic structure, is based on rules and regulations to inform the establishment of a formal and centralized network in which authority reflects hierarchy well-defined with the top-level managers making most of the decisions. In this kind of structure, employees have individual specialization with each working separately and specialize in one task. The communication is normally vertical and written. The organization uses rules and standard operating procedures extensively. This kind of organizational structure is ideal for organizations operating in a stable and predictable environment. For example, it is ideal for government organizations where the flow of decision and communication is through hierarchical routes from the top down in a stable constitutional environment (Chand 2015).

b. Human Resource-based Theory

The human resource-based theory lays emphasis on the importance of exploiting the element of human resource in the strategic management of an organization. Human resource-based theory believes that for an organization to be successful in the business environment, it has to look at the human resource issues because human resource are responsible for the application of organizational systems and machines in converting the raw materials to finished products and finally supplying them to the customers in the market. This kind of strategic management demands
that the organization establishes a good mechanism of managing human resources that include sound recruitment and selection practices to facilitate identification and selection of skilled and experienced employees to the organization.

It should include a good human resource training and development policy to inform the education and development of employees. It should include the development of a performance appraisal system to reward good performance of employees. It should also have a remuneration system that compensates the human resource equitably (Shen et al, 2009). According to Carpenter et al (2015), Hawthorne, Abraham Maslow and Douglas McGregor as the social psychologists, who developed the human resource approach to strategic management through their works, discovered that the performance and productivity of employees does not entirely depend upon the institutional structure and modern machines but also on the state of their wellbeing, motivation and interactions. HRM policies and practices also serve the purpose of reducing employee turnover and absenteeism, enhancing greater marketing capability, and yielding of high organizational performance to make the organization succeed in the business environment against competitors.

c. Funds rationing theory

Availability of funds is very fundamental in management as it determines the execution of all aspects of organizational operation. Lack of funds can significantly derail service delivery at the counties. Money supply is at the center of this state of affair. Keeton (1979) the author of the funds rationing theory reiterated that the subjective nature fund rationing can be explained using the framework of demand and supply. It implies that if the demand for money is higher, the price of loans increases because banks will raise interest rates to so that the supply can meet the demand as well as being able to make profit. Similarly, Lown (2006) adopted this concept to explain the model of financial allocation in governments and organization. Counties are subject to funds rationing due to the pressure on the scarce financial resources at the disposal of the National Government. This problem can negatively affect the effective performance management at the county.

Empirical Literature

Most empirical researches on the effect of devolution depict varied results and in some cases they are indecisive. Azfar et al (2001) finds that local officials have limited authority to influence
service delivery while citizens’ influence at the local level is hampered by limited information. As a result, devolution does not achieve the desired effects of allocative efficiency. This study discovered that the effective implementation of devolution requires consistent and adequate capacity building of the citizens so that they can be fully involved in the daily running of their governments at the local level. Public participation is therefore critical in the success of devolution.

In a study by Calamai (2009) in Italy, he discovered that devolution might aggravate regional disparities in public spending and economic outcomes. This may result from lack of due diligence employed in the designing of the revenue allocation formula, leading to some Counties getting more allocation than others do without consideration of the underlying factors. Finally, in a study conducted by Besley et al. (2002) on the Federal State of India, it showed that decentralization could promote government responsiveness to service delivery especially if the media is very active at the local level.

**Critique of existing literature**

According to Kimenyi and Meagher (2004), devolution could be a recipe for poor performance management because it could lead to the undermining of nationals unity by inflating religious, cultural, and ethnic diversities within a country. Consequently, this can lead to a significant level of marginalization thereby influencing performance management in a negative way. Kyriacou and Roca (2009) reiterates that the process of devolution if not designed and implemented properly can result in the inefficient utilization of resources, poor accountability, embezzlement of funds, and conversion of National Government bureaucracies into the counties. This paper thus focused on the factors affecting the effective performances management at Kisii County such as organizational structure, human resource management, and availability of financial resources.

**METHODOLOGY**

The researcher used secondary data to find information for the research. These secondary literatures consisted of management journals, newspapers, books, magazines, government press release or circulars, articles, and internet sources. The secondary data was collected from public libraries and websites with relevant information relating to devolution and performance.
management. The reliability and validity of the data from the secondary sources was ensured by picking information from authorized publishers and authoritative websites containing recent publications on devolution and performance management from 2005 up to 2016. Considering the nature of the study, the researcher employed a desk analysis design to analyze data and draw conclusions.

**ANALYSIS OF THE STUDY FINDINGS**

In 2014, the National Government in collaboration with the County Governments initiated a process to assess the capacity of national and county staff and rationalize the public service. The exercise dubbed Capacity Assessment and Rationalization of Public Service (CARPS) had to achieve five objectives. The first was to provide well-organized structures for the National and County Governments based on the functions allocated to each level of government. Second, determine the existing human resource capacity at the National and County Government and recommend optimal staffing levels suitable for the realigned structures. Third, facilitate transfer and re-deployment of staff across and within the two levels of government. Fourth, assess the human resource profiles and skills existing at the two levels of government with a view of informing the rationalization program. Finally, give recommendation on the modalities for undertaking the rationalization process in accordance with the relevant conventions, statutes, and laws.

**Effects of organizational structure on effective performance management at the county**

The first objective was the effect of corporate structure on performance management. Organizational structure denotes the manner in which people within the organization are convened in terms of functions they perform and the reporting mechanism. It shows how an organization plans to manage, coordinate, supervise and allocate responsibilities and tasks as it seeks to undertake its activities, with an aim of achieving organizational objectives (Bryson, 2011). The findings revealed that Kisii County did not have a well-organized structure to facilitate the coordination, organization, and communication among the county staff for the successful execution of functions allocated to them when the county government began operation in 2013. The County developed a five-year integrated plan (CIDP) for the period 2013 to 2017 in line with national requirements however, the plan needed to be further developed to provide a road map for the development of the County, which informed the proposed structures to ensure strategic
alignment. At the time of CARPS exercise, the counties were relying on generic structures that were recipes for conflicts of interest and misalignment of strategic intent. Some county staffs were involved in role duplication while others reporting to more than one boss.

The effects of Human Resource Management on effective performance management at the county

The second objective was to establish effects of HRM on performance management. According to Carpenter et al (2015), Hawthorne, Abraham Maslow, and Douglas McGregor as the social psychologists, who developed the human resource approach to strategic management through their works, discovered that the performance and productivity of employees does not entirely depend upon the institutional structure and modern machines but also on the state of their wellbeing, motivation and interactions. HRM policies and practices also serve the purpose of reducing employee turnover and absenteeism, enhancing greater marketing capability, and yielding of high organizational performance to make the organization succeed in the business environment against competitors. The Kisii County Government has three categories of staff at the county. The first category comprises those staff inherited by counties from the defunct local authorities. Most of these employees do not have skills but earn huge salaries. The second category includes those staff seconded to the counties by the National Government. The third group is the staff recruited by the county government when they assumed office in 2013. Some employees hired by the county government do not have experience or skills but have been appointed at very high job groups and salary scales.

A review of the operations in the county revealed that the majority of the human resources in place were not performing their current roles. Either they were in acting capacity, deployed to perform those roles or seconded from the National Government. Therefore, there are some departments with more staff than they need while other departments have less staff, which impedes their operation. This has led to duplication of roles, poor service delivery, or underutilization of some human resources.

The effects of availability of funds in effective performance management at the county

The third objective was to find out the effects of financial resources on performance management. According to Lown (2006), counties are subject to funds rationing due to the pressure on the scarce financial resources at the disposal of the National Government. This problem can negatively affect
the effective performance management at the county. The findings revealed that inadequate financial resources have been a major impediment in the implementation of structural reforms as well as the delivery of vital services to the citizens. Kisii County is grappling with a very tight budget in which the government relies heavily on funds allocated from the National Government. In most cases, the county is only able to meet the recurrent expenditure that includes salaries and allowances of county official at the expense of development projects.

CONCLUSION

Based on the findings, it is important to note that the concept of devolution is new to Kenya. Therefore, no county among the 47 had everything in place ready for effective performance management. Each had to develop its own governance structure from the scratch, build its own human resource capacity, and develop its own budget based on the available resources. Therefore, analysis of the data leads to the following conclusions. On the issue of organizational structure, the implementation of a well-organized structure for the County Government based on the functions allocated to the County Government will go a long way to improving performance management by streamlining operation and reporting mechanisms. The organizational structure also requires the adoption of modern technology to ensure that all systems such as payroll, IFMIS, and revenue collection among other County Performance Management Systems are running efficiently in the county. On HRM, determination of the existing human resource capacity at the county, recommendation of the optimal staffing levels suitable for the realigned structures, and the adoption of a sound system to manage human resource issues at the county will motivate employees and enhance their productivity for effective performance management. Finally, on the issue of financial resources, availability of funds is very fundamental in management as it determines the execution of all aspects of organizational operation. Lack of funds can significantly derail service delivery at the counties. Money supply is at the center of this state of affair and determines the facilitation, management and efficiency in performance.

RECOMMENDATION

For effective performance management to materialize at the counties, a number of recommendations need to be implemented by the respective county governments depending on the areas of weaknesses. The entry point into this endeavor is the implementation of the set of rationalized optimal structures developed during the CARPS exercise. Each county established a rationalization technical team to create a corporate structure that would inform the reporting
mechanisms, the alignment of functions, and the optimal staffing levels at various departments. This will aid in the smooth running of the counties as well as the facilitating the execution of functions efficiently and effectively.

The next most essential element of performance management that counties should take seriously is the adoption of modern technology. Technology facilitates the establishment of systems to enhance efficiency in the execution of functions. On revenue collection and financial management, counties should adopt the Integrated Financial Management Information System (IFMIS). The current development in the field of financial management in Kenya such as the Integrated Financial Management Information System (IFMIS), if adopted by the counties successfully, will see a significant reduction in financial waste associated with duplication on procurement and other financial transactions. The introduction of e-Procurement will facilitate efficiency in tendering processes and procurement of goods and services at the County. This will mean that all procurement processes will be done online reducing the cost and time involved in producing procurement documents in hard copies and making them available to the contractors.

The second system requiring technology is the Integrated Payroll and Personnel Database, which is an electronic system aimed at managing the information relating to employees as well as the payment process. The counties should also establish an information and communication system that facilitates cost effective dissemination of information among the employees as well as with other stakeholders in the county. All these technologies should culminate into the introduction of County Performance Management System (CPMS) as a tool for defining clear performance objectives, assessing demonstrated job competencies and behaviors as well as measuring the extent to which employees have achieved targeted results.

On HR management, the counties should develop and adopt staff establishments, which will inform future recruitment. This may necessitate a job evaluation exercise to evaluate the jobs, confirm their worth and propose commensurate remuneration. It will provide a basis for designing an equitable pay structure, which will ensure that equal pay is provided for work of equal value. All the staff at the counties from the ones inherited from the defunct local authorities, those seconded by the National Government, to those recruited by the County Governments themselves should be under one payroll system known as the IPPD. All counties should do away with the manual payroll even when dealing with temporary staff.
There is need to ensure quick deployment and absorption of the National staff (whose functions were devolved) to the counties. Moreover, all the employees at the county should be allocated to the respective workstations to avoid duplication of work as well as eliminate ghost workers. The staff should be re-designated and redeployed internally to ensure that they are performing the right functions and that there is no duplication of roles. The Counties should develop Human Resource Plans to ensure that retirees are timely replaced. It is important to identify those close to retirement so that they can provide mentoring options and share their knowledge and experience with their younger counterparts to ensure continuity and smooth transition into roles and avoid skills gaps.

The counties should ensure that the critical positions within the adopted corporate structures that are either vacant or have persons in acting capacity to be filled to ensure effective delivery of services. This would also ensure that optimal staff is achieved in all the departments. The County Government should establish a framework and related hiring plan to progressively address the need to employ new staff from outside the dominant community. This will inculcate the organizational culture of inclusivity and diversity entrenched in the Constitution of Kenya.

The County Governments should prioritize areas of scarcity based on strategic priorities and identify gaps in terms of immediate needs versus supply to determine what skills can be recruited and which skills can be acquired through training and development. Using this, a plan should be developed on how to address the skills scarcities identified. The County need to ensure that there is an appropriate mix in the years of experience, and not an undue reliance on staff with no or little experience. The County Government should evaluate the level of experience and academic qualifications of their staff to determine that they have the appropriate level of skill to effectively deliver on the required functions. Where there are gaps, appropriate action plans (such as training interventions, on the job training, professional qualifications etc.) should be developed to upscale staff to the level required for effective service delivery.

To address the problem of effective monitoring of service delivery, the counties should aspire to establish an Efficiency Monitoring Unit (EMU) that can help them improve efficiency in service delivery. Its role will be to assess the performance of the respective counties regarding equity in service delivery across the county without marginalization of remote areas and other minority communities residing within a county.

Finally, counties should learn to utilize their resources well if they want to optimize their performance management. The budgeting process should prioritize on important areas of
development and performance improvement while ignoring expenditure on unnecessary allowances, seminars, and capacity building trips that county officials have been engaging in over the past four years since the inception of devolution in Kenya. Counties with low capacity to collect revenue should avoid budgeting based on overly optimistic revenue collection estimates that let them down eventually.

References


World Bank (2012). Devolution without Disruption, Pathways to a successful New Kenya.