Review article

Margaret N. Mutuma, Dr. Mike Iravo, Dr. Esther Waiganjo, Prof. John Kihoro
Jomo Kenyatta University of Agriculture and Technology Kenya.
Jomo Kenyatta University of Agriculture and Technology Kenya.
The Cooperative University of Kenya, Kenya.

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ABSTRACT
This study sought to explore the relationship between workforce autonomy and service delivery by County Government workers in Kenya. The study also tested the moderating effect of National Government policies on resource distribution, monitoring and evaluation on workforce autonomy and service delivery. The term workforce refers to the total number of workers engaged in a specific activity or a group of people who work for a particular organization. In this study workforce includes all the county government workers that serve county residents while autonomy refers to freedom to determine one's own actions. The study used a sample size of 228 respondents, who are the policy makers and supervisors of policy implementation at the counties. They were drawn from five county governments in the lower Eastern Region of Kenya. The study used correlation and regression to analyze the relationship between workforce autonomy and service delivery and the effect of national government policies on resource distribution, monitoring and evaluation on workforce autonomy and service delivery. Results based on the findings indicated that a significant positive relationship between workforce autonomy and service delivery by county government workers in Kenya. The study further revealed that the moderating variable did not have significant influence on workforce autonomy which influenced service delivery. The study recommended that county governments should put in place ways of enhancing workforce autonomy so as to effective and efficient service delivery. Workers should be empowered to be autonomous and to put in their best without pressure of over supervision so as to deliver services more.

Introduction
Kenya has devolved funds to grass root level (the 47 counties) with the aim of bringing services and development close to its citizens in view of vision 2030. Key indicators of Workforce Autonomy in this study are; departmental independence, existence of a strategic plan and room for creativity and innovativeness among county government workers. In their Studies Burke & Salas, (2011); Yukl, (2009) identified that workforce leadership is a critical determinant that promote workforce effectiveness, which is determined by the complexity of current workforce arrangements. Critical events, activities, working processes and practices of a workforce have been examined and analyzed with the grounded theory-approach in terms of shared leadership. There are a variety of components to this complex process and a multitude of factors that may influence the development of shared leadership.

According to Peter (2008) those in leadership positions need to create a climate in their organization that will encourage others to take risks, to confront the formal leader and others in the organization, to disagree and to exhibit acts of leadership. It takes courage to put forth a viewpoint that is different from the prevailing or dominant thinking of a group. In organizations in which shared leadership is practiced, employees have faith in the abilities of formal leaders, who look during drastic change towards the leaders for effective and sensible planning, effective decision-making, regular and complete communication that is timely.
Workforces play an increasingly essential role in the functioning of organizations (Goodwin et al., 2009; Hills 2009; Kozlowski & Bell, 2008), and leadership becomes a crucial factor in the effectiveness of these workforces (Zaccaro et al., 2008). The basic idea behind the use of workforces is that workforce implementations involve some degree of empowerment of members. The workforce members are provided with increased behavioral discretion and decision-making controls as a part of the organizational system design. It has been demonstrated that through the decentralization of power, authority, decision-making and delegation of duty organizations find flexibility and quick response capabilities necessary to stay competitive in their business (Houghton et al., 2008; Lipman-Blumen & Leavitt 2009).

Day, et al (2008), emphasized that with multi-professional workforces with work autonomy and leadership emerging from the workforce itself, organization can be able to sustain under the harsh conditions of growing complexity, the uncertainty of present business situations, and the speed of response to environmental pressures. The desire for more opportunities to shape leadership functions of a workforce relies on the form of workforce work; employees who have high level of expertise and seek autonomy in how they apply their knowledge and skills (Denisi et al., 2008).

2. Problem Statement

With the complexity and ambiguity of tasks that teams often experience, it is becoming more apparent that a single leader is unlikely to have all the skills and traits to effectively perform the necessary leadership functions. However, most scholarly work on leadership has still been predominantly focused on the study of leadership in its hierarchical form (Hulpia & Davos, 2010). More so, much of the studies in shared leadership were done in the area of education and health and not in other departments (Jim, 2013). There are ten departments devolved to the county governments therefore the need to carry out a study on them (Schedule four, Constitution of Kenya).

County governments and their agencies have the responsibility of delivering services within their designated area of jurisdiction while observing the principles of equity, efficiency, accessibility, non-discrimination, transparency, accountability, sharing of data and information and subsidiarity (Kilonzi, 2014). County governments in Kenya are still grappling with challenges of service delivery on the decentralized functions as indicated by demonstrations by county workers and residents over service delivery (Saaedra, 2010). A report by Kenya Institute for Public Research and Analysis (KIPRRA) highlights key sectors like health, water and sanitation, education among others which have faced challenges in service delivery (Lubale, 2012). Again a survey done by Transparency International (TI) reported that 41% of Kenyans are not satisfied with the performance of their county governments in service delivery (Muriu, 2012).

Service delivery in counties in Kenya is confronted with many challenges, which constrain their delivery capacities. They include human resource factor, duplication of responsibilities, relating to shortage of manpower in terms of numbers and key competencies and lack of appropriate mindsets by county workers (Lubale, 2012). There is also the perennial problem of the shortage of financial and material logistics that are necessary to support effective service delivery. On the other hand the gradual erosion of the ethics and accountability in public offices has continued to bedevil county governments in delivering public services to the people effectively.

In county governments, public participation is not done as per the stipulated guidelines, and also the politicians involvement in the planning processes is very high. County governments moderately involve its residents in the process of service delivery and especially in decision-making on prioritizing projects yet these residents are supposed to be fully involved (Wamae, 2014). County residents are served by workers under different employers. For instance, county public service is to work in cooperation with national public officers deployed to the counties by the national Government through the public service commission and the relevant ministries and commissions. This lead to the problem of duplication of responsibilities and conflict among the county workers leading to ineffective and inefficient service delivery (Burugu, 2010).

3. Objectives and hypotheses

The general objective of the study was to establish the influence of shared leadership on service delivery by county Government workers in Kenya. The specific objectives were; To establish whether shared responsibility influence service delivery by county government workers in Kenya. To measure the moderating effect of adherence to national government policies on the relationship between shared responsibility and service delivery. In order to address the above objectives, the following null hypotheses were tested.

**HO:** Workforce Autonomy has no positive significant influence on service delivery by county government workers in Kenya.

**HO:** National Government policies on resource distribution, monitoring and evaluation has no moderating effect on service delivery by County Government workers in Kenya.

4. Theoretical perspective

This paper discusses the sequential Equity Theory upon which the study is anchored.

**Equity Theory**

Equity theory was advanced by John Stacey Adams in 1963. This theory acknowledges that subtle and variable factors affect each individual’s assessment and perception of their relationship with their work and thereby their employer. This theory further extends beyond individual self and incorporates influence and comparison of other people situations. It states that when people feel fairly or advantageously treated they are more likely to be motivated.

When they feel unfairly treated, they are highly prone to feelings of disaffection and demotivation (Spector, 2008).
According to Guerrero, Laur; Peter; & Anderson,(2014) Adams called personal efforts and rewards and other similar give and take issues at work respectively 'inputs' and 'outputs'. The emphasis is that what people put into their work includes many factors besides working hours and that what people receive from their work includes many things aside from money. Equity theory focuses on determining whether the distribution of resources is fair to both relational partners. Equity is measured by comparing the ratio of contributions (costs) and benefits (rewards) for each person.

However of what constitutes a fair ratio (a balance or trade) of inputs and outputs by comparing his/her own situation with others. In practice this helps to explain why people are so strongly affected by the situations of colleagues, friends and partners in establishing their own personal sense of fairness or equity in their work situations. The actual sense of equity or fairness within equity theory is arrived at only after incorporating a comparison between our input and output ratio with the input and output ratios that people see or believe to be experienced or enjoyed by others in similar situations (Gill & Stone, 2010).

This theory is relevant to this study because each worker seeks a fair balance between what he/she put into the job and what he/she get out of it. Therefore county workers need to be motivated for them to deliver their services effectively and efficiently which will lead to county development. So county leaders must observe fairness among county workers.

5. Empirical Review

This paper reviews empirical work on the influence of workforce autonomy on service delivery by county government workers in Kenya.

Influence of Workforce Autonomy on Service Delivery

During these times of change, employees perceive leadership as supportive, concerned and committed to their welfare. While at the same time recognizing that tough decisions needs to be made with shared leadership, there is a climate of trust between leader and the rest of the members. The existence of this trust brings hope for better times in the future, and that makes coping with drastic change and high performance much easier. The main job of the administrator in shared leadership is to enhance the skills and knowledge of the people in the organization, use those skills and knowledge to create a common culture of expectations, holding the organization together in a productive way with each other, and holding individuals accountable for their contributions to collective results (Moxley, 2008).

A study by Trim & Tudor (2008) on self-directed learning and autonomy demonstrated that the debate on autonomy in foreign language teaching relates to central pedagogical concerns on about learner-centered aims and methods and supported but a general educational concern to help the students become more independent in how they think, learn and behave. Hammond & Collins (2009) argued that an approach of autonomy is often characterized by tensions between responsibility and freedom from constraint; between the individual and the social; and between the view of language learning as a means to an end (autonomy for language learning) and as an end in itself.

Most of the research on the effectiveness of self-instruction in language learning has not been done and that the concepts of learner autonomy (now seen as a legitimate goal of language education) and autonomous learning (now regarded as more or less equivalent to effective lack any theory of autonomous language learning or other applied linguistic base. Observed again was that most of the research on the effectiveness of self-instruction in language learning has not been done and that very few of the present or past methods and techniques for language learning are solidly based on research results. Either the research has not been done for them or the results are inconclusive. Benson & Voller (2010) defined autonomy as an ability that has to be acquired (learning how to learn) and is separate from the learning that may take place when autonomy has been acquired (self-directed learning). Such acquisition of autonomy brings two different processes in to play.

The first of these is a gradual reconditioning process which will cause the learner to break away from ideas such as there is one ideal method, the teacher possesses that method, knowledge of the mother tongue is of no use for learning a second language, experience gained as a learner of other subjects cannot be transferred and he/she is incapable of making any valid assessment of performance. These processes consist of acquiring the knowledge and know-how needed in order to assume responsibility for learning: It is through the parallel operation of these two processes that the learner will gradually proceed from apposition o dependence to one on independence, from a non-autonomous state to an autonomous one.

In their study Hammond & Collins (2009) also found autonomy as a capacity, being a matter of acquiring those capacities which are necessary to carry out a self-directed learning programme and extending this capacity to include an attitude to learning, implying that it can occur in the classroom setting as well as in self-access learning Centre’s which bring in different processes into play.

6. Research Methodology

This study used descriptive survey research design and correlation designs to help identify, analyze and describe the relationship between aspects of shared leadership and service delivery by County Government workers in Kenya. Descriptive survey research studies are those studies which are concerned with describing the characteristics of a particular individual, of a group (Lavrakas, 2008). Correlation survey research involves
collecting data in order to determine whether and to what degree a relationship exists between two or more quantifiable variables. The degree of relationship between the variables is expressed as a correlation coefficient (Ary et al, 2010). The choice of correlation survey research design was considered because it was used to explore relationship between variables and to predict a subject score on one variable given its score on another variable. This method permitted the researcher to analyze interrelationships among a large number of variables in a single study.

It also allowed the researcher to analyze how several variables either singly or in combination affected a particular phenomenon being studied. Correlation research design was combined with qualitative designs to generate both qualitative and quantitative data from stated objectives to explain the relationship between phenomenon under study (Creswell, 2008). The total population of this study was 561 County Government senior officers from five counties in Lower Eastern Region of Kenya. The sample size was 228 comprising of policy makers and supervisors of policy implementation in County Government. (Departmental Cabinet Secretaries, Chief officers, Directors, members of County Assembly and Sub county Administrators). A total of 228 questionnaires were delivered to the respondents and 208 of this number were duly filled for analyzes which formed 91.22%. According to Mugenda and Mugenda (2003) a response rate of 50% or more is adequate, while Babbie (2004) suggested that return rates of 60% is good, and 70% is very good. Based on the above the response rate for this study was found to be adequate. The study used multiple regressions analysis to analyze the collected data. The use of multiple regression model is preferred due to its ability to show whether there is a positive or a negative relationship between independent and dependent variables (Mason et al, 1999).

7. Empirical results

The gathered data was analysed through by use of Statistical Package for Social Sciences (SPSS) version 16.0

Hypotheses testing

Hypotheses tests were based on the research hypotheses set. Regression output gave the t-test statistics which were used to explain the significance of corresponding partial regression coefficients and the F- statistics that was used to explain the significance of the overall model based on the p-value. The null hypotheses were rejected based on the significance of the parameters in the regression models while alternative hypotheses were found to be valid. Findings from the results were discussed and concluded as per the research objectives

Testing of Hypothesis

<table>
<thead>
<tr>
<th>Influence of X</th>
<th>Alternative Hypothesis</th>
<th>Test</th>
</tr>
</thead>
<tbody>
<tr>
<td>Y = β0 + β1X1 + β2X2 + ε</td>
<td>H0: β ≠ 0</td>
<td>T-Test for significance of parameters</td>
</tr>
<tr>
<td>Y = β0 + β1X1 + β2X2 + β3X3 + ε</td>
<td>F-Test for significance of model parameters</td>
<td></td>
</tr>
</tbody>
</table>

Descriptive Statistics on Items on Workforce Autonomy

Ten likert-type items were presented to the respondents. The responses obtained were analysed and presented.

<table>
<thead>
<tr>
<th>Item</th>
<th>SA</th>
<th>D</th>
<th>NA/D</th>
<th>A</th>
<th>SA</th>
<th>Std. Dev.</th>
</tr>
</thead>
<tbody>
<tr>
<td>a) Exist a clear departmental policy on workforce autonomy</td>
<td>1.5</td>
<td>5.8</td>
<td>7.3</td>
<td>68.6</td>
<td>17.3</td>
<td>3.95</td>
</tr>
<tr>
<td>b) My county assembly have vision, mission and core values</td>
<td>0.5</td>
<td>3.2</td>
<td>16.9</td>
<td>49.2</td>
<td>30.2</td>
<td>4.65</td>
</tr>
<tr>
<td>c) County assembly mission and core values are all focused to the county vision, mission and core values</td>
<td>5.6</td>
<td>22.1</td>
<td>52.3</td>
<td>20</td>
<td>3.87</td>
<td>0.795</td>
</tr>
<tr>
<td>d) To improve service delivery in the county assembly members are always facilitated to exercise innovation and creativity</td>
<td>2.1</td>
<td>8.3</td>
<td>21.2</td>
<td>49.7</td>
<td>18.7</td>
<td>3.75</td>
</tr>
<tr>
<td>e) Majority of members in my county assembly are always competent and confident when executing their duties</td>
<td>1.5</td>
<td>14.3</td>
<td>20.4</td>
<td>41.8</td>
<td>21.9</td>
<td>3.68</td>
</tr>
<tr>
<td>f) Service delivery of an individual always depends on competency in carrying out duty</td>
<td>0.5</td>
<td>9.9</td>
<td>23.4</td>
<td>45.3</td>
<td>20.8</td>
<td>3.76</td>
</tr>
<tr>
<td>g) A special committee monitors effectively how duties are exercised</td>
<td>1.6</td>
<td>18</td>
<td>21.9</td>
<td>44.3</td>
<td>14.2</td>
<td>3.51</td>
</tr>
<tr>
<td>b) There is a committee that often evaluates service delivery of individuals in my county assembly</td>
<td>2.1</td>
<td>19.3</td>
<td>18.2</td>
<td>46.4</td>
<td>14.1</td>
<td>3.51</td>
</tr>
<tr>
<td>i) County assembly always evaluate implementation of policies on quarterly basis</td>
<td>3.6</td>
<td>16.8</td>
<td>14.8</td>
<td>45.9</td>
<td>18.9</td>
<td>3.6</td>
</tr>
<tr>
<td>j) County assembly do not evaluate implementation of policies in my department</td>
<td>24.9</td>
<td>77.5</td>
<td>18.7</td>
<td>22.3</td>
<td>6.7</td>
<td>2.59</td>
</tr>
</tbody>
</table>

N=167, No. of Items=10; Cronbach's Alpha=0.806.

SD=Strongly Disagree; D=Disagree; NA/D=Neither Agree nor Disagree; A=Agree; SA=Strongly Agree

All the items obtained had means of more than 3.0 except the last item which was a control item. This control item “county assembly do not evaluate implementation of policies in my department”, was rated 2.59, which lies in the disagree segment. As such, it is evident that there was evaluation of implementation of policies in the various government departments at the counties.

The respondents went on to agree that there exists a clear departmental policy on workforce autonomy (the second highest rating at a mean of 3.95). The respondents also agreed (the highest level of agreement (weighted mean of 4.05), that the county government had a vision, mission and core values. This echoes the findings of Peter (2008) who pointed out that those in leadership positions need to create a climate in their organization that will encourage others to take risks, to confront the formal leader and others in the organization, to disagree and to exhibit acts of leadership, key attributes of workforce autonomy.

It was also evident that the county government had mission statements and core values which were focused to the county vision, mission and core values. In order to improve service delivery in the government the findings shows that members of staff were always facilitated to exercise innovation and creativity. This agrees with Moxley (2008) who opines that work force
autonomy holds the organization together in a productive way and that holding individuals accountable for their contributions to collective results enhances their innovativeness and creativity.

In addition, it was evident that the majority of members in the county government were always competent and confident when executing their duties. The respondents also agreed that service delivery of an individual always depended on competency in carrying out duty. The next two items on the presence of committees overlooking service delivery were rated equally (3.51). As such, it was evident that there was also a special committee that monitored effectively how duties were executed. Such a committee often evaluated service delivery of individuals in my county assembly. The findings also show that the county governments always evaluated implementation of policies on quarterly basis.

Reliability Testing

Cronbach Alpha was used to test the reliability of the instrument. This was by finding out how the variable of the study related to each other. The findings as presented below show that reliability for this variable with 9 items was 0.806. As such, the variable met the threshold alpha value of 0.7 as posited by Fraenkel & Wallen (2006). As such, it was deduced that the internal consistency of the variable was sufficient to measure the study variable adequately. It was thus deemed fit for further analysis. The items under this variable was then aggregated to form the composite variable.

<table>
<thead>
<tr>
<th>Variable</th>
<th>No. of Items</th>
<th>Cronbach’s Alpha</th>
</tr>
</thead>
<tbody>
<tr>
<td>Workforce Autonomy</td>
<td>9</td>
<td>0.806</td>
</tr>
</tbody>
</table>

Normality Test

(a) Kolmogorov-Smirnov and Shapiro-Wilk Tests

One can only undertake accurate regression if the basic assumptions of multiple regression are met. In this regard, the researcher used two normality assumption tests namely Kolmogorov-Smirnov and Shapiro-Wilk to test whether the distribution deviated much from a comparable normal distribution. As posited by Field (2009), a test is not significant if its p-value is greater than 0.05. This means that the distribution is not significantly different from a normal distribution. Conversely, significant values (p < 0.05) means that the distribution is not normal (significantly different from a normal distribution).

(b) Q-Q Plot

In order to test the significance departure from normality, Q-Q plot was done. The results obtained was presented in the Figure below. It is important to understand how data departs from normality since this influences inferential statistical tests on the data such as regressions as elicited by Doan and Seward (2011).

Normal Q-Q Plot for Workforce Autonomy

The findings which were presented in the figure above show that the distribution of data on workforce autonomy was close to the normal line. As such, the data could be used in undertaking regression analysis.

Linearity Test

Pearson product-moment correlation coefficient (r) which measures the strength of the linear association showed that there were significant and positive correlation between the independent variables and the dependent variable.

Workforce autonomy (r=0.617; p<0.001) and National Government policies (r=.360; p<0.001).

Linear Relationship between Workforce Autonomy and Service Delivery

(a) Correlation Results on Workforce Autonomy and Service Delivery

The researcher went on to investigate the relationship between workforce autonomy and service delivery. The findings obtained are shown in Table below.

<table>
<thead>
<tr>
<th>Service delivery by county Government workers</th>
<th>Pearson Correlation</th>
<th>Sig. (2-tailed)</th>
<th>N</th>
</tr>
</thead>
<tbody>
<tr>
<td>Workforce autonomy</td>
<td>.617**</td>
<td>.000</td>
<td>192</td>
</tr>
</tbody>
</table>
The findings obtained show an r value of 0.617, P<0.01. This shows that there is a relatively strong positive correlation between workforce autonomy and service delivery by county government workers. This makes regression analysis tenable so as to investigate the relationship further.

(b) Regression Analysis on Workforce Autonomy and Service Delivery

The researcher undertook regression analysis to investigate the relationship between workforce autonomy and service delivery. This is shown in the following section.

Regression Analysis on Workforce Autonomy and Service Delivery

<table>
<thead>
<tr>
<th>Model</th>
<th>R</th>
<th>R Square</th>
<th>Adjusted R Square</th>
<th>Std. Error of Estimate</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>.617</td>
<td>.381</td>
<td>.377</td>
<td>.50722</td>
<td></td>
</tr>
</tbody>
</table>

\[
Y=\beta_0 + \beta_1X + \epsilon
\]

Where:

- \(Y\) = Service Delivery
- \(\beta_0, \beta_1\) = Regression Coefficients
- \(X\) = Workforce autonomy
- \(\epsilon\) = Error Term

Based on the findings obtained the following fitted model equation was derived:

\[
Y = 1.025 + 0.702X4
\]

As such, the fourth null hypothesis (H01: workforce autonomy has no positive significant influence on service delivery by county government workers in Kenya) was rejected. This shows that there is statistically significant relationship between the two variables. As such, county governments should put in place ways of enhancing workforce autonomy so as to strengthen service delivery. This agrees with Denis et al. (2008) that workforce autonomy leads to high level of expertise, an attribute that can lead to enhanced service delivery.

Model Summary for Regression Analysis on the Moderating Effect of Government Policies on the Relationship between X1 & Y

<table>
<thead>
<tr>
<th>Model</th>
<th>R Square</th>
<th>Adjusted R Square</th>
<th>Std. Error of the Estimate</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>.384</td>
<td>.390</td>
<td>.3097</td>
<td></td>
</tr>
<tr>
<td>2</td>
<td>.397</td>
<td>.414</td>
<td>.214</td>
<td></td>
</tr>
<tr>
<td>3</td>
<td>.419</td>
<td>.410</td>
<td>.223</td>
<td></td>
</tr>
</tbody>
</table>

\[
Y = \beta_0 + \beta_1X + \epsilon
\]

Where:

- \(Y\) = Service Delivery
- \(\beta_0, \beta_1\) = Regression Coefficients
- \(X\) = Workforce autonomy
- \(\epsilon\) = Error Term

a. Predictors: (Constant), Workforce Autonomy
b. Predictors: (Constant), Workforce Autonomy, Government Policies
c. Predictors: (Constant), Workforce Autonomy, Government Policies, Workforce Autonomy*Government policies

d. Dependent Variable: Service delivery by county Government workers

a. Predictors: (Constant), Workforce Autonomy
b. Predictors: (Constant), Workforce Autonomy, Government Policies
c. Predictors: (Constant), Workforce Autonomy, Government Policies, Workforce Autonomy*Government policies

d. Dependent Variable: Service delivery by county Government workers

\[
Y = 1.025 + 0.702X4
\]

This means that the increase of workforce autonomy by 1 unit would lead to the increase of service delivery by about 0.617 units.
On adding the moderator to the model containing X1, the F change was significant (F Change = 7.218, P<0.001). This means that the moderator significantly moderates the relationship between X1 (Workforce Autonomy) and Y (Service Delivery).

The relationship is depicted in the Figure below.

![Figure showing relationship between Workforce Autonomy and Service Delivery](image)

Moderating Effect of Government Policies on Relationship between Workforce Autonomy & Service Delivery

From the figure, it is indicated that service delivery is more when there is workforce autonomy without government policies than when there is workforce autonomy and government policies at the same time. Lastly, the standardized B coefficient obtained was significant (B=0.617, t=10.805, p<0.001). This means that the increase of workforce autonomy by 1 unit would lead to the increase of service delivery by about 0.617 units. As such, the fourth null hypothesis (H01: Workforce Autonomy has no positive relationship with Service Delivery) was rejected. This shows that there is statistically significant relationship between the two variables. As such, county governments should put in place ways of enhancing workforce autonomy so as to strengthen service delivery.

8. Conclusion and recommendations

The findings show that there is a relatively strong positive correlation between workforce autonomy and service delivery by county government workers. This shows that there is statistically significant relationship between the two variables. As such, it is recommended that county governments should put in place ways of enhancing workforce autonomy so as to strengthen service delivery. Workers should be empowered to be autonomous and to put in their best without pressure of over-supervision so as to deliver more. This would lead to improved service delivery by county government workers in Kenya.

REFERENCES
