



Barriers To Policy Implementation in Kenya's Public Sector: A Focus on The Integrated Service Delivery Model in Huduma Centres.

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ABSTRACT

The study investigated the barriers to policy implementation in Kenya's public sector with a focus on the integrated service delivery model (ISD) in Huduma centres in Kenya. The study was motivated by the growing global shift from traditional Weberian public administration to more collaborative and citizen-centred approaches under New Public Governance and Network Governance paradigms. In response to increasing demand for efficient, accessible, and transparent public services, the Government of Kenya introduced Huduma Kenya Service delivery Program through Centres as a one-stop-shop model to enhance service delivery. The programs objective was to address the inefficiencies and fragmentation that existed in the public sector. This study is grounded on the pragmatic paradigm which is its philosophical foundation of this study. The new public governance and network theories are adopted to guide the study. Employing a concurrent mixed method with cross sectional survey design approach, the study collected data from the Ministry of Public Service, Human resource Development and Special Programmes, the Huduma Kenya Secretariat and eight purposively selected regional Huduma centres in the country. Purposive and simple random sampling techniques were employed to collect primary and secondary data. The qualitative component comprised of 10 key informant interviews comprising of, one official from the ministry headquarters, one official from the Huduma secretariat and eight Centre managers. These participants were purposively selected because they possessed knowledge and experience that was considered relevant to the study. The data collected from the interviews was recorded, transcribed verbatim and analyzed thematically guided by Braun and Clarke six step thematic analysis. The analysis involved familiarization with the recorded transcripts, code generation, categorization, development of themes and interpretation of themes in relation to the research questions. The quantitative data collected was collected from 141 frontline /desk service managers and 343 customers, it was later coded and analyzed using SPSS Version 31. Thereafter it was presented in tables followed by a discussion of the findings which were corroborated by verbatim responses obtained from key informant interviews. The study concludes that while ISD is perceived to have transformed public service delivery in Kenya, it is not without challenges, its sustainability is highly dependent on strengthened ICT infrastructure, improved institutional capacity and accountability systems to address the myriad of challenges in its implementation.

Keywords: Public service delivery, Public Sector, Integrated service delivery, Network Governance, New Public governance.

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INTRODUCTION

Public service delivery has undergone transformation in many countries to ensure efficiency and effectiveness in

service delivery. Globally, available evidence demonstrates that several countries have adopted integrated service delivery models. In Canada, there is *Service Canada* which provides a one-stop access point for federal programmes and

services (Roy & Langford, 2008). In Brazil, there is the *Poupatempo* which means “save time”, a one-stop-shop model for public services (Prado & Chasin, 2011). In New Zealand there is the ‘*The Results Programme*’ which aims to address ten major policy challenges that had proved difficult to resolve (Ross & Scott, 2017). In Azerbaijan, there is the *ASAN*, which is guided by the principles of Accessibility, Efficiency, Transparency, and Accountability. In Singapore, there is the Public Service Centre which emphasizes; Courtesy, Access, Responsiveness, and Effectiveness represented by the acronym *CARE* (Umarova, 2017).

Regionally, Rwanda’s has *IREMBO*, meaning “Gateway,” that functions as a one-stop-shop platform. In South Africa, the *Batho Pele* initiative, which translates to “People First,” was introduced to transform the public service by prioritizing responsiveness to citizens’ needs. Anchored in the White Paper on Transforming Public Service Delivery, the initiative introduced eight core principles: Consultation, Service standards, Access, Courtesy, Information, Openness and transparency, Redress, and Value for money (Van der Waldt, 2021). Significantly, the South African model reflects a shift from hierarchical, technocratic public administration toward more participatory and inclusive approaches aligned with citizen-first governance. These principles emphasize empowerment, responsiveness, and ethical accountability in public institutions. International organizations such as the UNDP and The World Bank have similarly recognized these principles as pillars of sustainable development and inclusive governance (UNDP, World Bank 2017). Overall, these examples reflect a shared commitment to improving public service delivery (Bakunzibake *et.al.*, 2019).

Locally, Kenya is no exception in this transformation process. To ensure these changes are achieved, the government of Kenya introduced the Huduma centres. These centres are a Kenya Vision 2030 flagship project. The establishment of the centres is anchored in the Kenya gazette notice No 2177 (Vol CXVI-No 43) of 4th April 2014. However, it is imperative to note that this programme is not without barriers that hamper its smooth implementation. Some of the notable barriers that impede its smooth implementation include, System down time, high customer volumes, resource constraints, congestion, power outages hinder effective service delivery. Furthermore, failure to

utilize service by appointment, lack of information, incomplete documentation, language barrier, long queues among others hinder effective service delivery. Addressing these barriers will require strategic planning, technology integration and inclusive policies to improve service quality and public trust in public institutions like Huduma centres. In this study, the key Informants, front/desk service managers and customers identified the key challenges faced in implementation of the integrated service delivery model. The findings show that the most significant perceived barrier faced by front/desk service managers is system downtime which ranked at 58.9% of the respondents. This suggests that technological disruptions are a major barrier to effective service delivery within the Huduma Kenya set up. Other notable challenges include; High customer volumes (8.5%), difficult customers (6.4%), insufficient working resources (5.7%), lack of information by customers (3.5%), incomplete documentation (2.1%). Though less frequent other notable challenges included staff shortages, failure by customers to utilize the service by appointment (SBA), language barriers, power outages, underfunding and back-end access restrictions. A small proportion of respondents reported no challenges at (5.7%).

Statement of the Problem

Public service delivery in Kenya just like many African countries has been problematic and encountered challenges in providing efficient and effective public services. The many challenges are blamed on the Weberian bureaucratic model of running government activities that has clogged service delivery in the country. As highlighted by (Nkanata & Ocholla, 2023a) the major challenge was fragmentation of semi-autonomous operation of multiple government agencies. To address these challenges, the HUDUMA Kenya Programme was established vide Kenya Gazette Notice no. 2177 (Vol CXVI-No. 43) of 4th April 2014. Prior to its establishment, the public service was characterised by a series of barriers notably; slow or delayed service delivery, inefficiency, and corruption by some service providers, existence of many entry points for single services resulting to increased costs of public services. Others include long queues, lengthy and manual processes, poor customer service, inadequate and service inaccessibility, inadequate and delayed information that was largely inaccurate. Multiple entry points for services and

complicated forms made service delivery and access a herculean task. This situation generated numerous public complaints, hence the need to address them through the adoption of the Integrated service delivery model using Huduma Centres. (Abdalla, Kiragu, Ono, *et al.*, 2015; Huduma Kenya Secretariat, 2023)

General Objective

This study sought to identify the barriers in implementing the Integrated Service Delivery Model (ISD) in Huduma Centres.

Literature Review

Integrated Service Delivery (ISD) is the combination or coordination of multiple services in one physical or virtual location/organization known as a service organization. Integrated service delivery models are normally developed to generate client-centric services, with the needs of individuals and businesses determining how government services are offered. This has traditionally been achieved by establishing single-window services, including physical one-stop Centres and shared online portals which re-engineer their procedures and processes for purposes of integrating and streamlining government services. The integrated service delivery strategy encompasses front office (customer facing channels and services and back office (regulatory decision-making) service components, additionally they have technologies supporting them (World Bank Group, 2020).

A functional integrated service delivery model includes effective governance, client focused service design, a supportive legal framework, improved institutional capacity, technology support and a funding approach that ensures long-term sustainability without additional costs to government or customers and businesses. (UNDP and the World Bank Group, 2017).

Service delivery is the structured process through which organizations provide essential services to meet the needs and expectations of customers, clients, or citizens. It involves a comprehensive framework that encompasses all the activities, resources, and interactions necessary to deliver a service efficiently. In the public sector, service delivery is crucial for ensuring that citizens receive essential services (Osborne, 2010).

Public service refers to services provided by the whole government to its citizens, either directly, through the individual public service organizations or by financing private provisions of service. Similarly, public services are publicly funded activities arising from public policy and governed and managed by a political process. These services are intended for the collective benefit of the public and include both administrative and human services (Guarino *et al.*, 2017.). The (African Union, 2011) asserts that public service is any service or public interest activity that is under the authority of the administration. Public service is a crucial aspect of public administration. A well-designed and managed public service system is essential for the state to achieve a high level of professionalism, sustainability, and quality of public service in all areas of its administration. This, in turn, enables the government to provide better services to citizens and businesses.

Notable Barriers to Integrated Service Delivery

The implementation of the Integrated Service Delivery (ISD) is not a 'one size fits all' approach. The available evidence suggests that the experiences of various countries reveal that there are various challenges associated with its implementation. Additionally, implementation is regarded as a typically long and evolutionary process. According to the World Bank (2020) the implementation of ISD is constrained by a number of cross-cutting challenges that cut across institutional, operational and governance dimensions and significantly affect the implementation of (ISD) approach., they are examined below: (World Bank Group, 2020):

Understanding the needs of the client: It is essential to understand what the client wants and needs since they are ultimately the service recipients and therefore the service must reflect and address their needs. This therefore means that there should be an agile and frequentative process featuring strong monitoring and evaluation to identify areas that need improvement on account of user experience and feedback.

Prioritization of Services to Maximize Benefits: Since integrated service Delivery model is an evolutionary process, implementation of specific services is required. This is on the basis that governments establish requires the

establishment of a priorities framework that is based on; reduced administrative burden, corruption and business support. On account of the output, governments develop a phased implementation and transition plan that is communicated to stakeholder. The major challenge for (ISD) is inadequate prioritization or ambitious objectives.

Effective Governance and Strong Government Mandate:

Support for implementation, management, utilization and maintenance of ISD systems is an important prerequisite for strong government mandate and effective governance. ISD projects require effective leadership, cooperation and amalgamation of agencies because laws and regulations alone aren't sufficient. Further, ISD cost effective solutions results should consider long-term aspects like; sustained reforms, inter institutional governance, legislative reviews, institutional responsiveness, political change and monitoring and evaluation to ensure cost effectiveness. To ensure sustainability, governance mechanisms like service level agreements, Memorandum of Understanding (MOU) or laws are key. Clarity of roles, responsibilities and procedures are also necessary to enhance awareness of the expectations and completion of roles. For this to work, there is a need for role definition for front and back end offices on their responsibilities for service delivery. Because of involvement of multiple agencies in service delivery, service level agreement and processes are important for management of multi-agency relationships. (World Bank Group, 2020).

Legal, policy and Regulatory reforms : For integrated service delivery (ISD) to succeed it is necessary to initiate supportive reforms in legal, policy and regulatory environments. These reforms must address regulatory inconsistencies through enactment of laws and policies that support digitization of processes and delegation of authority to service providers.

Agency-Level Commitment and Readiness: Since an Integrated Service Delivery (ISD) solution is a long-term commitment to service delivery, the service providers have several issues to deal with and they include; organizational capacity and culture, leadership support and commitment, staff training, technology, and adequacy of short- and long-term funding. ISD implementation plans at the agency

level, should incorporate a detailed change management strategy that brings about behavioural and cultural changes aimed at improving service delivery. Further there is need for deeper collaboration and coordination to avoid bureaucratic resistance from various departments and agencies as this might hinder integration.

Sustainable Funding: In this type of initiative there is need to identify a funding model that supports a transformation into integrated Government to Business (G2B) service delivery as well as the addition of further services and the ongoing maintenance of the underlying technical and organizational infrastructure. Funding originates from both government budgetary allocations and fee income from service provision. By improving efficiency through adoption of online or electronic payment as opposed to face to face transactions, governments can realize substantial cost savings through and reduced revenue leakages that result from physical transactions (World Bank ,2020).

Effective Data Governance and Authoritative Sources of Information:

These are fundamental to enable business tracking and data management. Moreover, there is need to have a unique business identifier and authoritative registries and information. With this in place, an ISD solution in place should be able to identify key sources of authoritative information for data, provide cost effective and efficient methods for exchanging information among stakeholders and establish a mechanism that ensures data integrity. There are several sources of information for business-centric ISD solutions which include; the business registry, tax agency and a unique business identifier (UBI). To align with the "submit once" principle, an ISD solution should also provide cost-effective and efficient methods for exchanging information among stakeholder agencies. The ISD solution (or ecosystem) must enable the agencies involved to exchange data with other stakeholder agencies to integrate Government to Business (G2B) services related to business entry as well as to implement regulations and support compliance oversight. These mechanisms must also allow updates to information that is related to registered businesses and at the same time maintain data integrity and quality. Lastly , the Integrated Service Delivery (ISD) solution should be transparent. Meaning the public should be able to access the public data it maintains (e.g. basic firm

information from the business registry and records of adherence to health and safety standards). Ensuring these enablers are in place when implementing an ISD initiative is pertinent to laying a foundation for successful outcomes (World Bank Group, 2020).

Theoretical Framework

This study was grounded on two theoretical frameworks of New Public Governance (NPG) and the network governance theory.

New Public Governance

The main Proponent of this theory is Stephen Osborne, (Osborne, 2010) who focussed on addressing fragmentation occasioned by the New Public Management (NPM). The main concern of new public governance is on; network orientation, prioritizing trust, collaboration and cooperative policy making among government, private and non-profit sectors. New Public governance views Government as a central node in a complex web of social and economic partnerships. The main feature characterizing New Public Governance (NPG) is efficient functioning of a network of independent entities. (Osborne, 2010 is a prominent advocate of New Public Governance (NPG). He argues that it has emerged because of significant transition in public administration.

New Public Governance is a major paradigm for modern public service delivery that focuses on policy making and a number of inter organizational and network-based models for public service delivery. New Public Governance by nature calls for a more extensive involvement in the policy environment and public policy context. The new public governance agenda is to frame public policy implementation and management practices within New Public Governance and 'state of the art' research about its implication upon public policy and public service delivery (Morgan & Cook, 2015)

The Network Governance Theory

Network Governance theory (Klijn *et al.*, 2025) is based on different principles that depart from hierarchical models to a more decentralized, network-based governance, in which several actors collaborate in both decision-making and service delivery. Governance networks are interdependent

relationships between entities like government bodies, NGOs, and private sector. Other notable proponents of this theory are (Sørensen & Torfing, 2009) who view network governance as a set of actors; individual or organizational that together control, define and govern the activities engaged in by a set of actors who generate and provide public goods. The strategic and operational decision-making process is covered in governing activities. Network governance represents a picture of public policy making and service that is distinct from the traditional public administration which was 'siloed' and new public administration which focused on an entrepreneurial government. Network Governance is a form of organizational alliance in which relevant policy actors are linked together as co producers where they are more likely to identify and share common interests. The emphasis of network governance is on solving societal problems, managing horizontal relations, connecting networks to traditional institutions' deliberation process (Klijn *et al.*, 2010). Additionally, Klijn (2010) suggests that these activities cover long term and short-term network activities that usually take place in an institutionalized and legitimized set of norms and rules. The two pertinent components of network governance are the interactions and flow of resources between independent units. Such contracts are designed to be flexible and adaptive to the changing global environments. This system does not support centralization. Network governance is opposed to working independently or in 'silos' as the case was in the traditional public administration (Klijn, 2010).

Complementarity between New Public Governance and Network Governance

Although New Public Governance (NPG) and Network Governance share an emphasis on collaboration and inter-organizational relationships, they perform different analytical functions in this study. New Public Governance provides the broader governance perspective, explaining the movement towards plural, collaborative and citizen-centred approaches to public service provision. Its primary concern in this study is therefore the orientation of public service delivery towards collaboration, stakeholder involvement, public value, citizen needs, transparency and accountability.

Network Governance provides the more specific relational perspective for examining how multiple organizations and actors interact within the Integrated Service Delivery model. It directs attention to interdependence among participating Ministries, Departments and Agencies (MDAs), the exchange of resources and information, coordination, leadership, trust, negotiation, power and the management of relationships among network participants. These concerns are particularly relevant to HUDUMA Centres because the provision of integrated services requires multiple agencies to coordinate their activities while retaining their respective institutional responsibilities.

The distinction is therefore one of analytical emphasis rather than theoretical opposition. NPG helps explain why collaborative and citizen-centred forms of public service governance are relevant, while Network Governance helps explain how collaboration and inter-organizational coordination operate in practice. In relation to this study,

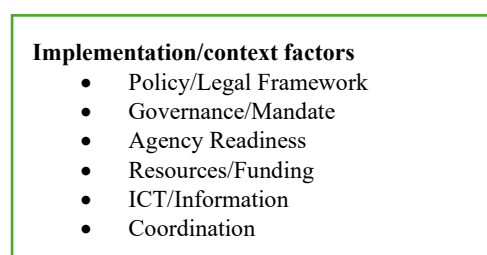
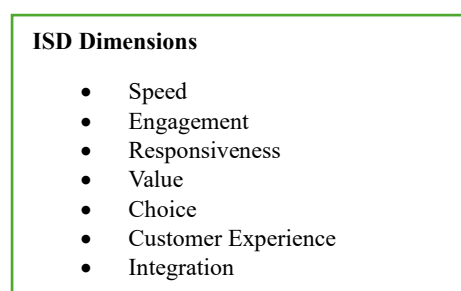
NPG provides the broader lens for understanding the citizen-centred and collaborative orientation of the ISD model, while Network Governance is used to examine the relationships and coordination mechanisms through which participating public organizations contribute to integrated service delivery.

This distinction also corresponds with the empirical focus of the study. Evidence concerning citizen engagement, customer experience, collaboration, transparency and public value is considered in relation to the NPG perspective, while evidence concerning inter-agency coordination, institutional relationships, resource dependence, leadership, communication and network management is considered through the Network Governance perspective. The two perspectives therefore complement one another in explaining the implementation and operation of the ISD model in HUDUMA Centres.

Conceptual framework

Independent Variable

(Integrated Service Delivery)



Dependent Variable

Public Service Delivery

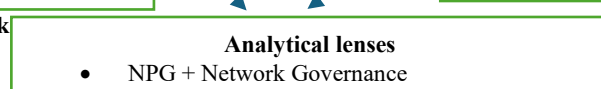
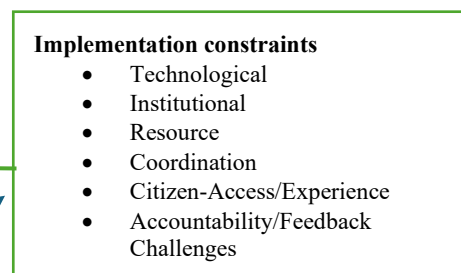
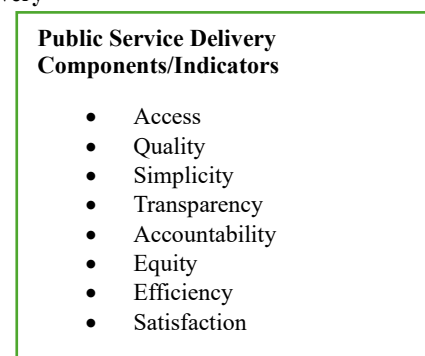


Figure 1: Conceptual framework

Operational Explanation of the Conceptual Framework

The dependent variable is public service delivery, assessed through observable service-delivery outcomes. These include accessibility, service quality, simplicity of procedures, efficiency, transparency, accountability, equity, responsiveness and customer satisfaction. The framework assumes that stronger implementation of the ISD dimensions is associated with improved performance across these public service-delivery outcomes. The relationships are treated as analytical expectations to be examined empirically rather than as predetermined causal effects.

The implementation of ISD is also influenced by institutional and contextual factors. These include the policy and legal framework, government mandate and governance arrangements, agency-level readiness and commitment, availability of resources and sustainable funding, technological and information systems, and inter-organizational coordination. These factors affect the capacity of participating institutions to implement and sustain integrated service delivery and may therefore strengthen or constrain the relationship between ISD adoption and public service delivery.

The challenges to ISD implementation constitute important constraints within this relationship. These include technological and system-related problems, resource and staffing constraints, high customer volumes, coordination difficulties, information gaps and other operational challenges identified in the study. They are therefore examined as conditions that may constrain the effective implementation and performance of the ISD model rather than as direct public service-delivery outcomes.

METHODOLOGY

This section details the philosophical stance and research design, the study setting, population, the sample and sampling techniques, data collection, data analysis procedure, validity and reliability, ethical considerations, findings, analysis and discussion, summary of findings, conclusion, recommendations, limitations and further studies.

Research Philosophy and Design

The philosophical underpinning of this study is the pragmatist school of thought which believes ideas are meaningful if they are action oriented. It appreciates that there are numerous perspectives of viewing the cosmos, and that no single perspective can ever present the bigger picture, and that several realities are possible.(Singh, 2025).

This study adopted the concurrent mixed methods research design and cross sectional design which consisted of

qualitative and quantitative approaches. The qualitative aspects of the research were deduced from open ended questionnaires and the interview schedules which generated qualitative data that corroborated the existing literature. The quantitative aspects were obtained from the closed-end questionnaires therefore generating statistical data.

(Creswell, 2018) explains that a mixed method design permits the researcher to gather and analyzed data, integrated findings and draw inferences using the quantitative approach whose purpose is to predict, explain and generalize the outcomes of the research and qualitative approaches that aim at contextualizing, interpreting and understanding the perspective of the actors. This type of design enables the collection of adequate information using questionnaires, interview schedules and documentary review, hence the research problem can be analyzed from a broader perspective. In this case, the mixed methods design provided an opportunity for considering different aspects of the study problem and provided room for maximum generation of information relating to the study. It also assisted in maximizing reliability and minimizing bias in the data collected and analyzed. Moreover, this type of design permitted the use of measuring instruments that are objective, reliable and valid. It involved the gathering of data from a selected sample who were representative of a larger population.

Lastly, the mixed-methods approach enabled the production of an analytical framework that is in theory comprehensive and generalizable. It is also data-driven, making it relevant to real-life situations of learning (Creswell, 2018).

For this study a total of 494 respondents were arrived at using the (Yamane, 1967) formular for sample selection from an infinite population those involved included staff at the Ministry of Public Service , Human Resource Development and Special programmes, The Huduma Kenya Secretariat and the eight selected centres. The sample selection method included purposive and random techniques to select the study sample. The study utilized open ended and closed ended questionnaires and key informant interviews to gather primary data. secondary data was obtained from published materials availed to the researcher. The quantitative data collected was coded and analyzed using descriptive statistics aided by SPSS Version 31. The statistics generated numbers that gave them meaning. Further, the quantitative data was presented in tables to allow

interpretation and discussion. Lastly it was corroborated with existing data to enhance interpretation and discussions.

Study Setting

The study was conducted at the State Department for Public Service in the Ministry of Public Service, Human Capital Development and Special Programmes. It is domiciled at the Directorate of Public Service Transformation at Telposta Towers along Koinange Street Nairobi Kenya. The HUDUMA Kenya secretariat is based at Lohnro Africa

House along Kaunda Street, Nairobi Kenya. The eight regional HUDUMA Centre's for the study are shown in Table 1. The Centre's were stratified based on regions and length of service and the longest serving Centre per region purposively selected for the study. The justification for this selection rationale was due to the fact that the longest serving Centre possesses the experience and institutional memory essential for the attainment of the study objectives.

Table 1 Selected Centres Per Region

Sn	Region	CENTRE
1	North Rift	Uasin Gishu
2	Central And South Rift	Nakuru
3	Western	Kisumu
4	Eastern	Machakos
5	Northern	Garissa
6	Nairobi And Central	GPO
7	Central	Murang'a
8	Coast	Mombasa
TOTAL		8 Centres

Source: Researcher (2025)

Study Population

Target population means all components, individuals, or entities that meet requirements of selection for a set of individuals to be examined as well as where a sample that is representative is drawn for thorough analysis. (Wagner, 2016).

In this study, the target population was the Director Directorate of Public Service Transformation based in

Nairobi Kenya in the State Department for Public Service domiciled at the Ministry of Public Service, Human Capital Development and Special Programmes. The Chief Executive Officer HUDUMA Kenya, 58 Centre managers in Kenya, all the service desk supervisors offering services at every service desk and the customers seeking services in all the HUDUMA centres. Table 2 shows the target population

Table 2: Table Showing the target population

S/N	Source	Target
1	Director Public Service Transformation.	1
2	CEO Huduma Kenya Secretariat	1
3	Centre Managers	8
4	Front Service Providers	200
5	Customers	400
	Total	610

Source: Field Data (2025)

Sample and Sampling Techniques

Dhananjay *et.al* (2025) defines sampling as the process of selecting a portion of a larger population or unit for collecting and processing data. Sampling is the selection of a representative sample from a population. Sampling is the

process of selecting a sample from the population using various methods. Avdhesh (2024) defines a sample as a selection of the representative persons, organizations, objects, material, phenomena etc. from the population of the study. Sampling refers to the process of selection of definite

units of the population which bears the characteristics of the population and represents the population.

Bryman (2016) defines a sample as a Segment of a target population that is selected by a study for investigation, observation or analysis and to make inferences on behalf of the entire population. This study sampled the respondents as follows.

First, it purposively selected the Director Public Service Transformation in the State Department for Public Service domiciled at the **Ministry of Public Service and Human**

Table 3: Showing the target population and sample population

S/N	Source	Target	Sample (Archived)	Percentage
1	Director Public Service Transformation.	1	1	100%
2	CEO Huduma Kenya Secretariat	1	1	100%
3	Centre Managers	8	8	100%
4	Front Service Providers/desk service managers	200	141	70.5
5	Customers	400	343	85.8
	Total	610	494	81.0

Source: Field Data (2025)

Avdhesh (2024) opines that purposive sampling comprises handpicked samples assuring that specific elements are included. The high degree of selectivity assures the representativeness of all relevant strata under the study. Thus, the representativeness of the sample is assumed by virtue that the handpicked elements are specific elements of

Capital Development and Special Programs. Secondly the Chief Executive Officer HUDUMA Kenya domiciled at HUDUMA Kenya Secretariat domiciled in State Department for Public Service. Finally, it purposively selected the longest serving Centre from each of the 8 regions in the country making a total number of 8 Centre's. The staff at the front/desk service were purposively selected while customers were randomly selected after receiving the services they sought. Table 3 indicates the target population, the sample population and the overall response percentage.

the population from which they were drawn. The justification for purposive sampling is that it facilitated the selection of information rich participants capable of providing in-depth insight into the phenomena under study. Table 4 Shows the number of Centre's per region and the selected centres from the regions.

Table 4: Table Showing the Number of Centres per Region and the selected centre

Sn	Region	No of Centres	Selected Centre (Sample)
1	North Rift	8	Uasin Gishu
2	Central And South Rift	8	Nakuru
3	Western	11	Kisumu
4	Eastern	11	Machakos
5	Northern	3	Garissa
6	Nairobi And Central	9	GPO
7	Central	2	Murang'a
8	Coast	6	Mombasa
	TOTAL	58	8 Centres

Source: www.hudumakenya.go.ke/Centres

Purposive sampling was used to select the eight Centre's drawn from the eight regions as shown in Table 4 Each centre had 25 services. This translated to eight Centre managers and 25 desk service managers per centre. Purposive sampling was employed to select the Centre manager in each of the 8 Centre's and the 25 service Desk Managers in each of the Centre's, making a total of 8 Centre managers and 200 desk service managers. The justification for purposive sampling is drawn from the fact that those purposively selected had access to information deemed relevant to the study, their in depth insights, expertise,

knowledge and experience on the subject matter was deemed necessary for providing crucial insights into the phenomenon under study, Palikas (2015). Finally, in conforming with Taro Yamane's (1967) sample size determination table (Table 5) for the purposes of this study, 400 customers were randomly selected after receiving services in the Centre. Random sampling ensures that the findings are representative of the diverse customers to minimize selection bias. This technique enhances the generalizability of the study findings,(Awal 2025). Fifty (50) customers per centre were randomly selected after

receiving services from the counters. These were distributed equally across the 8 Centres yielding 50 customers per centre. The justification of 400 customers is derived from the fact that thus far records from the HUDUMA Kenya Secretariat shows that they serve over sixty thousand (60,000 customers daily.) (<http://www.hudumakenya.go.ke>). In keeping with Taro Yamane's

sample size determination table, a sample of 400 customers across the eight centers was deemed sufficient for this study. The study adopted a confidence level 95% and a sampling error of (e) .5. in conformity with the sample size determination table by Taro Yamane (1967) as indicated in Table 5.

Table 5: Sample size determination Table

Size of Population	Sample Size (n) for Precision (e) of:			
	± 3%	± 5%	± 7%	± 10%
500	A	222	145	83
600	A	240	152	86
700	A	255	158	88
800	A	267	163	89
900	A	277	166	90
1,000	A	286	169	91
2,000	714	333	185	95
3,000	811	353	191	97
4,000	870	364	194	98
5,000	909	370	196	98
6,000	938	375	197	98
7,000	959	378	198	99
8,000	976	381	199	99
9,000	989	383	200	99
10,000	1,000	385	200	99
15,000	1,034	390	201	99
20,000	1,053	392	204	100
25,000	1,064	394	204	100
50,000	1,087	397	204	100
100,000	1,099	398	204	100
>100,000	1,111	400	204	100
a= Assumption of Normal population is poor (Yamane, 1967). The Entire Population Should be sampled. Confidence level is 95% and P=.5				

Source: Yamane (1967)

In total the study targeted 610 respondents, consisting of 10 key informant interviews (1 Director public sector transformation , at the Ministry of Public Service Human Capital Development and Special Programmes , 1 CEO of HUDUMA Kenya Secretariat, and 8 centre managers, 200 (25x8) questionnaires for desk service managers, and 400 (50x8) questionnaires for customers as shown in Table 2. The minimum acceptable sample using Taro Yamane's sample size determination table is 400 respondents since the study is dealing with an infinite number of customers.

Data Collection instruments and procedures

The choice of data collection was guided by the need to collect both qualitative and quantitative data for the study (Awal, 2025). For qualitative data, the study utilized interviews, while for quantitative data the study utilized a structured 5-point Likert scale questionnaire which were

administered physically to the respondents. The questionnaires were administered with the help of the deputy centre managers and the information desk staff in the respective centres after briefing them on how the questionnaires were to be administered, this was in line with the requirement that the researcher should not interfere with the normal operations of the centres. First, all the respondents were required to consent to participate in the study. For interviews appropriate appointments were booked by the researcher and the Key informants on diverse dates between September 2025 and January 2026. The researcher utilized structured key informant interviews utilizing both virtual and in-person interviews with responses being recorded by the researcher. This approach enabled the

researcher to delve into the how and why behind the quantitative findings. This method also provided rich contextual narratives and deeper insights into the research objectives. Secondary data was derived from document analysis of various pertinent documents including; Kenya Vision 2030, the One stop Shop bill, the Huduma digitalization plan, the Customer Service Excellence (CSE) manual and the Huduma Kenya customer service standard manual or “Huduma DNA”. These alongside other relevant published and unpublished materials are cited in the references.

DATA ANALYSIS PROCEDURE

Analysis of Quantitative Data

Quantitative data collected from the structured sections of the questionnaires were coded and analysed using descriptive statistics aided by the Statistical Package for Social Sciences Version 31. Descriptive statistics were used to generate numbers and give them meaning, it also portrayed the sets of categories formed from data. This enabled the researcher to meaningfully describe the distribution of measurements and summarize data (Brayman, 2016). The descriptive statistics were tabulated in percentages and frequency counts, mean and standard deviation to describe the categories formed from the data and capture distribution of respondents on key issues addressed by the study objectives. These were presented in tables to permit interpretation and discussion. Further, it was corroborated with existing secondary data to strengthen the interpretation and discussions.

Analysis of Qualitative Data

The qualitative data collected through interviews; document review and the open-ended part of the questionnaires was coded and responses or concepts analysed focusing on the

meaning and use of organized deductive thematic analysis.

Thematic analysis is the search for themes of relevance to the research topic (Hammersley *et.al*, 2001). The qualitative data was analysed through thematic analysis following Braun and Clarke’s (2006) six steps of thematic analysis framework. The data collected through key informant interviews was presented in narrative and verbatim quotes arranged in relation to the specific study objectives and excerpts in narrative form to corroborate the findings from the questionnaires and existing literature. Finally, the analysis of each set of data (qualitative and quantitative) was done separately then merged at the point of discussion and interpretation.

Validity and Reliability

Validity refers to the accuracy of the data and the extent to which the data collection instruments measure bring out the desired response Kombo & Tromp (2016). To ascertain the validity of the questionnaires and interview guide, a pilot study was conducted in the Kericho and Kakamega Huduma Centres. The piloting was necessary because it enabled the researcher get a preliminary evaluation of the research instruments and data collection process. This helped to minimize difficulties during the main data collection exercise. However, the results from the pilot study were not included in the final analysis. Additionally, the researcher consulted his supervisors to ensure that their guidance and opinions were incorporated to improve the instruments. In this context the supervisors reviewed the research instruments by providing quality feedback and advice by virtue of having expertise and knowledge.

Reliability is the extent to which a measurement is free from errors and its reproducibility or stability of the data, the extent to which a questionnaire, test, observation or any measurement procedure produces the same results on repeated trials. (Kombo & Tromp 2016). Reliability ensures that there is consistency in the production of the results, such that another researcher or same researcher on another occasion can be able to collect the same desired information as the original instrument intended to use the same target population.

Ethical Considerations

Since this study was set in a public institution, there were ethical issues that needed to be considered. First the researcher sought and attached an introductory letter from Moi University with details of the research study. Secondly in order to collect data from the Centres, the researcher obtained a research permit from the National Commission for Science and Technology (NACOSTI) authorizing the research. Thirdly, The researcher upheld informed consent in the study. Informed consent entailed giving all research participants accurate and detailed information about the research and getting their individual consent before engaging them in the research. The participants were informed about the details of the research in the language they understood, and were given a chance to make an informed choice. The researcher sought the permission of the participants before engaging them.

Fourthly, the researcher also upheld anonymity and confidentiality of the participants in Line with the Data Protection Act (2019). This was done by treating the findings with anonymity and confidentiality by ensuring that responses were not linked to a given participant. The information that participants gave was treated confidentially. Finally, the researcher respected and conformed to the conditions set out in the authorization letter issued by the Huduma Kenya Secretariat.

FINDINGS:

Analysis and Discussions

Table 8: Table showing response rate for interviews and questionnaires.

Institution /Centre	Staff Population	Staff Returned	Customers Population	Customer Return Rate
Ministry: Director Public Service Transformation	1	1		
Huduma Kenya Secretariat	1	1		
Centre Managers from 8 centres	8	8		
GPO Huduma Centre	25	20	50	40
Mombasa	25	16	50	40
Kisumu	25	21	50	45
Nakuru	25	17	50	46
Uasin Gishu	25	17	50	47
Machakos	25	19	50	40
Murang'a	25	21	50	43

Response rate

The study targeted a total sample size of 610 respondents drawn from key stakeholders involved in the implementation and utilization of services at Huduma Centres in Kenya. These included Director Public Service Transformation, (1) The CEO Huduma Kenya Service Delivery Programme(1) Huduma Centre managers(8), service desk staff (200), and customers (400).

Table 6 : Table showing the demographic characteristics of the respondents

Gender	Frequency	Percentage
Male	78	51.7%
Female	73	48.3%
Total	151	100

Source: Field Data (2025)

The results in table 6 show that 51.7% of the staff were male, while 48.3% were female. This reflects a near equal gender representation of staff. Suggesting a gender inclusive workforce. This enhances customer interaction with diverse customer base.

Table 7: Table Showing gender distribution of customers

Gender	Frequency	Percentage
Male	197	57.4%
Female	146	42.6%
Total	343	100

Source Field Data (2025)

The findings in table 7 indicate that 57.4% of the customers were male , while 42.6% were female, this shows that a slightly higher proportion of customers seeking services were male. This suggests that male customers constituted the majority of citizens seeking services in the sampled centres

Garissa	25	10	50	42
Total	210	151	400	343

Source: Field Data (2025)

As shown in table 8, out of the targeted respondents, a total of 494 out of 610 participants, participated in the study, representing an overall response rate of 81.0%. This response rate is considered adequate for statistical analysis and generalization of findings, as it exceeds the commonly accepted threshold for survey research. According to (Creswell W, 2018), a response rate of 70% and above is

considered excellent. Therefore, the response rate of 81% obtained in this study was deemed adequate and representative for making valid inferences from the collected data.

Analysis and Discussions of Findings

Table 8: Desk service Managers Perspectives

<i>Challenge Encountered</i>	<i>Frequency</i>	<i>Percent (%)</i>
<i>System Downtime</i>	83	58.9
<i>High Customer Volumes</i>	12	8.5
<i>Difficult Customers</i>	9	6.4
<i>Lack of Sufficient and Effective Working Resources</i>	8	5.7
<i>None</i>	8	5.7
<i>Customers Lacking Information</i>	5	3.5
<i>Failure to Use Service by Appointment</i>	4	2.8
<i>Not Enough Staff</i>	4	2.8
<i>Incomplete Customer Documentation and Information</i>	3	2.1
<i>Power Outage</i>	2	1.4
<i>Language Barrier</i>	1	0.7
<i>Underfunding</i>	1	0.7
<i>Restriction in Accessing Back-end Office Services</i>	1	0.7
Total	141	100.0

Source: Field data (2025)

From the results in Table 8, **System downtime** (58.9%) was the most perceived prevalent barrier. This highlights the critical dependence of ISD model on ICT infrastructure. The integration of services across multiple agencies heavily relies on stable and interconnected digital system and any disruptions directly affects service delivery. Similarly, system downtime failure disrupts workflow leading to longer customer waiting times ultimately affecting service efficiency. One respondent noted:

“Network infrastructure is a major concern and there is a need for continuous upgrading the system and network as the centres expand.”

Source : Key informant Interview

The interconnectedness of agencies is consistent with the tenets of New Public Governance (NPG) theory which emphasizes on efficient functioning of a network of independent entities. Further, NPG emphasizes collaboration to ensure partnership and cooperation between government agencies. According to this theory the success or failure in service delivery is pegged on how the actors relate. The focus of New Public Governance (NPG) is on effectiveness and outcomes that they rely on interactions of public service organizations with their environment and other stakeholders in this context the most significant element in the environment is ICT which interconnects all Huduma centres activities.

Similarly, system downtime as a challenge was also identified in a study by (Jiwan, 2016) who identified Information Communication Technology (ICT) infrastructure as an obstacle to effective service delivery in Huduma centres. Similarly Heeks (2003) noted that e-government initiatives in developing countries experience operational challenges arising from system failures and inadequate technology infrastructure. These results suggest that the effectiveness of ISD model is highly dependent on a reliable and resilient digital system. Further this view supports (Ikpebe Ene, 2024) in (Reddick & Demir, 2024) findings that emphasized that technological advancement is a crucial element in citizen friendly public service in developing countries.

The prominence of system downtime underscores the extent to which the ISD model is technology dependent on ICT infrastructure. While ICT emphasizes efficiency and coordination, it poses risks of system failures that can significantly disrupt service delivery. This reflects a broader challenge in e-government digital governance where successful integration is contingent upon the reliability and resilience of technology infrastructure (West, 2011) also reported system downtime as a challenge that as digital government initiatives increase there is more dependence on technology. In as much as digital systems improves efficiency and coordination, they create vulnerabilities that can significantly disrupt service delivery and negatively affect customer experience.

Service delivery delays has often resulted to dissatisfaction and diminished trust in public institutions. Effective service delivery mechanisms enhance public perceptions and legitimacy. To overcome this challenge the government should embrace the use of modern technology since it enhances efficiency, reduces bureaucracy and ensures data driven decision when providing public services. Lastly, delays affects citizens satisfaction, customer perceptions and quality. To improve this there is an urgent need to upgrade the infrastructure to enhance customer experience. (Awal, 2025).

High customer volumes: Featured at (8.5 %) this barrier reflects the growing demand for services at Huduma Centres. Although it may be indicative of the success and popularity of the program, it exerts significant pressure on the existing infrastructure and personnel. The findings suggest that, high customer volumes if not adequately managed may lead to congestion, longer waiting times and reduced service quality. These challenges and their implications are contrary to components of a well-functioning service delivery system as envisioned in the New Public Governance theory which lays emphasis on efficiency within a functioning network of independent entities. A well-functioning service delivery system ensures efficiency and timelines because delays in service provision negatively influences the tenets of service delivery like quality of service. High quality service ensures that citizens needs are met effectively, consequently fostering public trust. High customer volumes contradict efficiency and effectiveness as key components of public service delivery which aims to ensure that resources are efficiently used and at the same time meeting the objectives set. One respondent pointed out that:

"The demand for services continues to grow and people want services closer to them, which requires more decentralization and resources."

Source: Key informant interview

This challenge is consistent with findings by (Abdalla, Kiragu, Felix, Ono, *et al.*, 2015) who also observed that the popularity and accessibility of Huduma Centres resulted in an increased demand for services exerting pressure on the existing infrastructure and personnel, suggesting that successful public sector reforms generate demands that exceeds institutional capacity if resources are not expanded proportionately as in the case in the findings of this study.

Limited resources and Staff Constraints: features at (5.7 %) and is a significant challenge in public service deliver. It has implications on operational activities at the Huduma Centres. Issues such as insufficient working resources , inadequate staffing levels, and underfunding. These challenges point to the fact that the growth and expansion of Huduma centres has not always been commensurate with resource allocation. This contradicts the components of network governance theory which emphasises the flow of resources in independent units within a network of service

providers. These constraints may affect the ability of centres to sustain high service standards, particularly under conditions of increasing demands. One respondent reported that:

'The resources are focused on the new centres neglecting the older ones for example in upgrading of systems.'

Source: Key Informant Interview

These results on limited resources and staff constraints support the sentiments by (Pollitt, 2003) who suggests that Public sector reforms encounter implementation difficulties when resource allocation does not match demands of organizational transformation. The results of this study show that sustaining ISD requires investments in personnel, infrastructure and operational resources.

Access to back end office services: stands at (0.7 %) This barrier demonstrates limitations in inter-agency integration. This is a reflection of the complexity of coordinating multiple actors within a single service delivery framework. While front end integration is achieved , back end integration processes still remain fragmented. This view is consistent with responses from key informant interviews who acknowledge the need for continuous strengthening of integration mechanisms across agencies. This challenge is consistent with (Kooiman, 1999) who argues that interagency coordination is a challenge in a networked system. While integrated service centres have successfully consolidated front end services, The achievement of seamless coordination among the participating agencies demands substantial institutional and technological integration.

These findings suggest that the rapid expansion of the Huduma centres has occasioned capacity gaps in staffing, infrastructure, technology and financial resources. This highlights a common challenge in public sector reforms where scaling successful models requires sustained investment and institutional support. The demand for services, coupled with limited resources point to a demand capacity mismatch. While the ISD model has successfully attracted more uses, the supporting systems and resources have not always expanded at the same pace. This imbalance if not addressed undermines service quality and efficiency.

The challenges related to backend integration and coordination reflect on going complexities in network governance systems as envisioned in the Network Governance Theory. While ISD model successfully consolidates multiple actors ensuring seamless coordination among actors, institutions remain a challenge highlighting the need for stronger integration mechanisms and shared systems across agencies.

Barriers related to customer behaviour and preparedness; These include lack of information (3.5%), incomplete documentation (2.1%) , limited use of digital

(Service By Appointment (2.8%). These challenges suggest that public awareness and citizen preparedness remain important determinants of service delivery effectiveness. Additionally, the limited use of digital systems such as *Service by Appointment* suggests that not all customers are fully utilizing available service innovations, potentially due to lack of awareness or digital literacy barriers. The

customer-related challenges identified in this study support Osborne's (2010) argument that citizen-centred governance requires active citizen participation and awareness. Lack of information, incomplete documentation, and limited utilization of digital service platforms suggest that public awareness and citizen preparedness remain important determinants of service delivery effectiveness.

Table 9: Customers' Perspectives

<i>Challenge Encountered</i>	<i>Frequency</i>	<i>Percent (%)</i>
<i>None</i>	152	44.3
<i>System Downtime</i>	57	16.6
<i>Long Queues</i>	54	15.7
<i>Long Waiting Times</i>	24	7.0
<i>Congestion</i>	18	5.2
<i>Power Outage</i>	13	3.8
<i>High Temperatures of Centre</i>	4	1.2
<i>Referral to Paid Cyber Services</i>	4	1.2
<i>Distance to Centre</i>	3	0.9
<i>Slow Service</i>	3	0.9
<i>Corruption</i>	2	0.6
<i>Inadequate Personnel</i>	2	0.6
<i>Technical Challenges Using SBA</i>	2	0.6
<i>Not Getting Required Information</i>	1	0.3
<i>Lack of Modern Equipment</i>	1	0.3
<i>Lack of Water</i>	1	0.3
<i>No Washroom</i>	1	0.3
<i>Unfavourable Weather</i>	1	0.3
Total	343	100.0

Source: Field Data (2025)

The findings in table 9: Indicate that a significant proportion of customers (44.3%) reported experiencing no major challenges, suggesting a generally positive service delivery experience. However, among those who reported challenges, the most perceived prominent issues were: system downtime (16.6%), long queues (15.7%), long waiting times (7%) congestion (5.2%) and power outages (3.8%) Other less frequently reported challenges included: high temperatures within the centres (1.2%), referral to paid cyber services (1.2%), distance to the centre (0.9%), slow service (0.9%), technical challenges with the Service by Appointment system (0.6%), corruption (0.6%) and inadequate personnel (0.6%). A few isolated concerns were also noted, such as lack of water, absence of washrooms, and inadequate equipment.

Similar to Desk Managers, customers identified system downtime as a major challenge. This reinforces the finding that service delivery at Huduma Centres is highly dependent on reliable ICT systems. Disruptions in system functionality likely contribute to delays, long queues, and customer dissatisfaction. The finding that system downtime remains a major challenge is consistent with Wahida (2016), who identified ICT infrastructure limitations as a hinderance to

effective service delivery in Huduma Centres. Similarly, Heeks (2003) argues that unreliable technological infrastructure is a common challenge in e-government initiatives, often leading to service disruptions and reduced customer satisfaction. These findings suggest that the effectiveness of the ISD model is closely linked to the reliability of supporting ICT systems

Issues such as long queues, long waiting times, and congestion indicate capacity pressures within service centres. These challenges suggest that while demand for services is high, the available infrastructure and staffing may not always be sufficient to handle peak volumes efficiently.

The challenges relating to long queues and waiting times support the findings of (Abdalla, Kiragu, Waswa, et al., 2015a) and (Kiprop et al., 2017) who reported that increasing demand for Huduma services often creates pressure on service delivery systems, leading to congestion and delays. These findings suggest that while the ISD model has enhanced accessibility, growing demand requires continuous expansion of service capacity and infrastructure.

Customers also highlighted challenges related to physical infrastructure and service environment, including high

temperatures, lack of water, and absence of washroom facilities. While these issues are reported by a small proportion of respondents, they are important as they directly affect customer comfort and overall service experience. The concerns regarding physical infrastructure and customer comfort support (Parasuraman, 1988) SERVQUAL framework, which identifies physical facilities and service environments as important determinants of customer satisfaction. Although reported by relatively few respondents, these issues can influence overall perceptions of service quality and customer experience.

The presence of power outages as a reported challenge further underscores the vulnerability of the ISD model to external infrastructural constraints. Given the reliance on digital systems, power interruptions can significantly disrupt service delivery processes. The identification of power outages as a challenge supports (West, 2011) argument that digital government systems are highly dependent on supporting infrastructure. Given the reliance of Huduma Centres on integrated ICT platforms, disruptions in power supply can negatively affect service continuity and customer experiences. The prominence of system downtime across both Desk Managers and customers confirms that ICT infrastructure is the backbone of the ISD model. . One respondent noted:

“Network infrastructure is a major concern and there is a need for continuous upgrading the system and network as the centres expand.”

Source : Key informant interview

While digital integration enhances efficiency, it also creates systemic vulnerability, where technical failures directly impact service delivery outcomes. The challenges of congestion, long queues, and waiting times reflect a demand-driven strain on service delivery systems. This suggests that the success of the Huduma model in attracting users has also created operational pressures that require continuous scaling of resources and infrastructure.

The identification of environmental and infrastructural issues highlights that service delivery is not only about efficiency but also about the overall customer experience. Physical conditions within service centres can influence perceptions of service quality and satisfaction. The reported challenges related to distance and digital systems indicate that the benefits of the ISD model may not be equally distributed across all population groups. This points to the need for strategies that enhance both physical decentralization and digital accessibility.

Summary of findings

This section presented and analyzed the perceived constraints to implementation of the Integrated Service Delivery (ISD) model in Huduma Centres. The most prevalent constraint identified by both Desk Managers and customers was system downtime, showcasing the critical dependence of the model on ICT infrastructure. Others include high customer volumes, congestion, and waiting times, indicating a mismatch between demand and service capacity.

The study also identified resource constraints, including inadequate staffing, insufficient working resources, and underfunding, which affect the ability of centres to sustain high service delivery standards. Customer-related challenges, such as lack of information and incomplete documentation, were also reported, pointing to gaps in public awareness and preparedness.

Additionally, customers highlighted issues related to service environment and infrastructure, including congestion, high temperatures, and inadequate facilities, which affect the overall service experience.

The comparative analysis reveals that the implementation barriers of the ISD model are both systemic and experiential, affecting service providers and users in different but interconnected ways. Shared implementation barriers include: technological disruptions, high demand and congestion and capacity constraints. However, important differences exist: Front service/ Desk Managers emphasize internal operational and system challenges while customers highlight experiential issues such as waiting time and service environment. These findings suggest that while the ISD model is operationally effective, its sustainability depends on addressing both internal system efficiency and external service experience. Ultimately, the analysis underscores the need for a holistic approach to public service delivery reform, one that integrates technological reliability, resource adequacy, and user-centred service design.

These findings are consistent with previous studies on integrated service delivery systems. (Abdalla, Kiragu, Waswa, et al., 2015b) similarly found that while Huduma Centres improved accessibility and efficiency, increasing demand often resulted in congestion and pressure on service personnel. (Jiwan, 2016),(Nkanata & Ocholla, 2023b) identified ICT infrastructure challenges as a major barrier to

effective service delivery, while (Osborne, 2010) argues that citizen-centred reforms require attention not only to operational efficiency but also to customer experience and participation. The current findings therefore reinforce existing evidence that successful integrated service delivery depends on balancing technological reliability, organizational capacity, and citizen-centred service design.

The comparative analysis revealed that while Desk Managers emphasized internal operational and system barriers, customers focused more on experiential barriers such as waiting time and service environment. Overall, the findings suggest that the barriers are largely operational and systemic, rather than conceptual, and are linked to; technological, institutional, resource, coordination ,citizens access/experience and accountability limitations.

Conclusion

In conclusion, while the ISD model is perceived to have significantly improved public service delivery in Kenya, its effective implementation is constrained by technological, institutional, and operational barriers . Eliminating these barriers is critical in enhancing the sustainability, inclusivity, and overall performance of Huduma Centres. The findings suggest that future interventions should emphasize on a robust ICT infrastructure, enhanced institutional capacity, improved customer awareness, expansion of service access, and reinforcement of accountability mechanisms.

The study concludes that despite the perceived significant achievements of the Integrated Service Delivery (ISD) model, several barriers hinder its implementation and effectiveness. The most prominent implementation barriers include; system downtime, high customer volumes, long queues, and infrastructural constraints such as power outages and inadequate resources. These barriers were consistently reported by both desk managers and customers, indicating systemic issues that affect service delivery performance. While the implementation of Business Process Reengineering (BPR) contributed to improving service efficiency through the redesign of workflows and simplification of procedures, the findings suggest that process optimization alone is insufficient to address all operational challenges. In particular, persistent issues such as system downtime highlight the dependence of re-

engineered processes on reliable technological infrastructure. This indicates that the full benefits of BPR can only be realized when supported by stable ICT systems and adequate operational resources.

The study also reveals that capacity constraints, including inadequate staffing and high service demand, continue to place pressure on service delivery systems. Additionally, gaps in customer awareness and digital literacy limit the effective utilization of service innovations such as the Service by Appointment system. These constraints point to the need for complementary interventions that go beyond process redesign, including infrastructure development, capacity building, and public awareness initiatives. Overall, the study concludes that while the ISD model has made significant contribution in transforming public service, its long-term effectiveness depends on addressing these systemic and infrastructural constraints. Strengthening technological systems, expanding capacity, and enhancing public engagement will be critical in sustaining and scaling the gains achieved through integrated service delivery.

Recommendations

On account of the results and conclusions of this study, the following recommendations are made to improve effectiveness, sustainability, and scalability of the Integrated Service Delivery (ISD) model in Huduma Centres in Kenya.

- i. **Strengthen ICT infrastructure and system reliability:** To address the system downtime and power back up challenges.
- ii. **Institutionalize Business Process Re-engineering:** To ensure integration of back end and front end activities.
- iii. **Continual Expansion and updating of service infrastructure:** To mitigate the constraints of congestion, long queues ,equipment and challenges in the use of system by appointment (SBA).

Limitations and further studies

1. This study was limited to the oldest physical centres and the services provided there in. therefore the findings of this study may not be generalized to reflect the views of other centres countrywide.
2. The study was not provided with baseline data by the secretariat on services to enable comparison of before and after introduction of Huduma Centres.

3. The responses given by key informants may have been influenced by their own personal biases.
4. The other limitation was on methodology in the sense that the study was cross sectional collecting data at only one point in time which may change with circumstances.
5. Further research should be done on service integration on the virtual platforms like E-Citizen or county governments and their perceived impact on service delivery.

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