



Designing manufacturing intervention strategies: A qualitative study of the East African Development Bank in Kenya

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Abstract

Background: Development finance institutions operate under competing institutional logics that shape how they design intervention strategies. The East African Development Bank (EADB) prioritises industrialisation and manufacturing, yet limited research examines how it navigates these competing logics in designing manufacturing interventions in Kenya.

Methodology/Design: This qualitative study adopted an interpretivist philosophy and a cross sectional case study design. Semi structured interviews were conducted with 32 respondents drawn from EADB, partner financial institutions, beneficiary manufacturing enterprises, and government agencies. Data were analysed using thematic analysis guided by institutional logics theory.

Findings/Results: Four themes emerged for strategy design: strategic prioritisation of industrialisation, multi mechanism intervention approach, partnership-based delivery model, and balancing developmental and financial logics. Four themes emerged for institutional tensions: coordination challenges with partner institutions, monitoring and evaluation of development impact, political economy factors, and tensions between long term financing and short-term portfolio performance. EADB navigates competing logics through selective coupling and compromise.

Implications: The study extends institutional logics theory to regional development banks and offers practical guidance for managing competing logics in development finance.

Originality/Value: This study provides the first qualitative examination of how EADB designs manufacturing intervention strategies in Kenya, contributing to limited literature on strategy design in regional development banks.

Keywords: Institutional logics, strategy design, development finance, manufacturing interventions, EADB, Kenya

Introduction

The East African Development Bank (EADB) was established in 1967 as a key institution of the East African Community, with a mandate to stimulate economic growth and social progress in the region (Osoro, Misati & Tiriongo, 2024) ^[17]. Founded by Kenya, Uganda and Tanzania, the Bank was created as a development finance institution to provide financial and related assistance to enterprises in member states whose activities were expected to contribute to socio economic development (Osoro *et al.*, 2024) ^[17]. Following the collapse of the EAC in 1977, EADB survived and was re established under its own Charter in 1980 with a broader mandate that allowed it to widen its membership and offer advisory and consultancy services (Komuhangi, 2023) ^[12]. The Bank subsequently decentralised project operations to country offices in Uganda, Kenya, and Tanzania (Komuhangi, 2023; Mshomba, 2017) ^[12, 15].

Today, EADB operates as the apex financial institution for the East African Community, owned by Kenya, Uganda, Tanzania, and Rwanda (Komuhangi, 2023) ^[12]. Its mission is to promote sustainable socio-economic development by providing development finance, support, and advisory services (Amuhaya & Degterev, 2022; Mshomba, 2017) ^[2, 15]. The Bank's core competencies include financing infrastructure projects, boosting regional integration, building regional capital markets, and improving environmental and socioeconomic conditions through loans and investment (Amuhaya & Degterev, 2022) ^[2]. EADB offers long term loans of five to twelve years, medium term loans of two to four years, and short-term working capital loans of one to two years (Mshomba, 2017) ^[15]. Under its 2024 to 2028 Strategic Plan, EADB has identified

industrialisation and manufacturing as key priority areas, with emphasis on industrial parks and private sector led manufacturing (East African Development Bank, 2024) ^[5]. This shift responds to the recognition that industrialisation remains low in the region, with many agricultural commodities still exported in raw form (East African Development Bank, 2024; Osoro *et al.*, 2024) ^[5, 17]. The Bank supports industrialisation through direct financing of private sector projects and wholesale funding to small industry promotional agencies in member states (East African Development Bank, 2024) ^[5]. EADB has invested more than \$15 million in manufacturing projects that have created over 12,000 jobs, including East Africa Medical Vitals, the region's only surgical medical gloves manufacturing plant (Osoro *et al.*, 2024) ^[17]. The Bank provides long term credit of five to fifteen years with grace periods of up to three years (Amuhaya & Degterev, 2022) ^[2]. Historically, EADB built its loan portfolio primarily in the industrial, service, and agricultural sectors and has evolved to become a trailblazer in private equity investment and SME financing (Amuhaya & Degterev, 2022 ^[2]; East African Development Bank, 2024) ^[5].

In Kenya, EADB's manufacturing interventions have taken several forms. The Bank launched a KES 892 million fund for Kenyan SMEs in partnership with Sidian Bank, HF Bank, Development Bank of Kenya, and Kenya Women's Finance Trust Microfinance Bank, targeting over 1,300 SMEs in agriculture, transport, commerce, and manufacturing (Amuhaya & Degterev, 2022; Komuhangi, 2023) ^[2, 12]. Over the past five years, EADB has injected more than \$95 million into 20 partner financial institutions across the region, reaching more than 10,000 SMEs,

including nearly 3,000 women owned businesses (East African Development Bank, 2024) ^[5]. The Bank also financed PeePee Limited, a manufacturer of packing material for the cement and fertilizer sectors, creating 1,200 permanent jobs (Reiss, 2022) ^[22]. EADB's operations in Kenya are managed through its Nairobi country office (Reiss, 2022) ^[22].

In spite of these interventions, a critical gap persists in understanding how EADB designs and structures its manufacturing intervention strategies. The 2024 ^[1] to 2028 Strategic Plan articulates broad priorities such as industrial parks and wholesale funding, but the internal decision-making processes, organisational routines, and institutional logics that shape strategy design remain largely undocumented (East African Development Bank, 2024) ^[5]. The Bank's organisational structure, with a Governing Council of finance ministers, a Board of shareholder representatives, and an Advisory Panel, suggests multiple layers of decision making that influence strategy design (East African Development Bank, n.d. c). Existing literature on EADB is dominated by official announcements, project descriptions, and historical analyses (Abor & Ofori-Sasu, 2024 ^[1]; Ofori-Sasu, Awani, Kyereboah-Coleman & Goanue, 2026) ^[16]. These sources describe what EADB does but not how it decides what to do, how it selects among competing priorities, or how it navigates tensions between regional integration mandates and country specific needs. The African Development Bank's project performance evaluation of its fifth line of credit to EADB documents how EADB has served as an intermediary for international financial institutions unable to lend directly to the region (Ofori-Sasu *et al.*, 2026 ^[16]). However, such evaluations focus on credit line performance rather than the strategic design processes through which EADB determines its manufacturing intervention priorities.

This study therefore addresses a twofold gap. First, there is limited empirical understanding of the internal processes through which EADB designs and structures its manufacturing sector intervention strategies in Kenya. Second, existing scholarly literature on development finance institutions in East Africa focuses predominantly on quantitative assessments of outcomes or historical analyses of institutional evolution, leaving the strategic design process largely unexplored (Donkor, Asenso, Vanderpuye & Yekpa, 2024 ^[7]). Without qualitative inquiry into the how of strategy design, scholars and practitioners lack insight into the mechanisms, decision logics, and institutional dynamics that shape what development finance ultimately achieves. No qualitative study has specifically examined EADB's internal strategy design processes for manufacturing in Kenya, making this study a unique contribution to the field.

Research Questions

The study is guided by the following research questions

1. How does the East African Development Bank design and structure its manufacturing sector intervention strategies in Kenya, and what core logics and principles guide this design process? and;
2. What institutional tensions or challenges arise in the design and implementation of these intervention strategies within Kenya's specific manufacturing context?

Significance of the Study

This study holds significance for several stakeholders. For EADB, the findings will provide insight into how its manufacturing intervention strategies are designed, enabling the Bank to refine its decision-making processes and enhance its industrialisation agenda in Kenya (East African Development Bank, 2024) ^[5]. For development finance institutions, the study offers lessons on how strategic design choices shape intervention outcomes (Amuhaya & Degterev, 2022) ^[2]. For policymakers, the findings may inform dialogue on aligning development finance with national manufacturing priorities. For manufacturing enterprises and partner financial institutions, the study will illuminate how EADB's intervention mechanisms affect access to long term capital (Osoro *et al.*, 2024) ^[17]. For the academic community, the study contributes to the limited qualitative literature on how development finance institutions design intervention strategies in developing economies (Osoro *et al.*, 2024) ^[17].

Theoretical Framework

This study is grounded in Institutional Logics Theory, which conceptualizes organizational action as shaped by multiple, potentially competing institutional logics (Thornton & Ocasio, 2008) ^[24]. The theory helps explain how development banks navigate competing demands and how strategic choices reflect different institutional logics (Greenwood *et al.*, 2011) ^[9]. Research shows that organizations may selectively couple elements prescribed by each logic, allowing them to project legitimacy while maintaining internal coherence (Pache & Santos, 2013) ^[18]. This is relevant to EADB, which must balance its developmental mandate with financial sustainability, and regional integration objectives with country specific priorities. The theory further emphasizes that institutional environments are often fragmented, posing multiple demands on actors (Kraatz & Block, 2008) ^[13]. Competing logics can facilitate resistance to institutional change, especially where they co exist for lengthy periods (Reay & Hinings, 2009) ^[21]. By adopting institutional logics theory, this study will examine how EADB's strategy design reflects the interplay of multiple institutional logics, how the Bank manages potential tensions between these logics, and how the resulting intervention strategies are structured (Besharov & Smith, 2014) ^[3].

Literature Review

Strategy Design in Development Finance Institutions

Development finance institutions (DFIs) pursue developmental objectives while maintaining financial viability. From an institutional logic's perspective, this dual mandate creates tensions between a development logic (poverty reduction, job creation, structural transformation) and a financial logic (profitability, creditworthiness, portfolio quality) (Thornton & Ocasio, 2008; Peitz, 2023). Peitz (2023) ^[20, 24] found that multilateral development banks vary in how they prioritise development impact versus financial return, reflecting different strategic design choices rather than merely different operational contexts. Research on Malaysian DFIs found that although they offered formal microfinance programs to designated target groups, their ultimate focus was on measuring financial rather than social performance (Hishigsuren, 2021) ^[10]. This suggests the financial logic dominated the development

logic in shaping strategy design and performance measurement, despite formal adherence to developmental objectives.

The choice of intervention mechanisms is a critical dimension of strategy design. DFIs choose between direct financing, wholesale funding, guarantees, equity participation, and advisory services. Research indicates that DFIs increasingly adopt blended approaches combining multiple mechanisms to balance development and financial objectives (Peitz, 2023) ^[20]. From an institutional logic's perspective, blended approaches represent selective coupling, where organisations adopt elements prescribed by each logic in different parts of their operations (Pache & Santos, 2013) ^[18].

Logics and Principles Guiding Strategy Design

DFIs articulate strategy design principles through strategic plans and operational frameworks. Three core principles are prominent. First, additionality providing financing not available from commercial sources on reasonable terms, reflecting the development logic. Second, catalytic role mobilising additional private capital rather than crowding out commercial finance, reflecting a hybrid logic. Third, developmental impact generating measurable development outcomes including job creation and value addition, reflecting the development logic (Greenwood *et al.*, 2011) ^[9].

These principles are not merely technical criteria but reflect broader institutional logics that shape organisational action (Pache & Santos, 2013) ^[18]. How DFIs balance these logics reflects their organisational identity and institutional positioning (Besharov & Smith, 2014) ^[3]. Where the financial logic dominates, principles may emphasise portfolio quality. Where the development logic dominates, principles may emphasise additionality and developmental impact.

Institutional Tensions in Development Finance

DFIs operate under a fundamental tension between developmental mandates and financial sustainability. From an institutional logic's perspective, this reflects the co-existence of competing logics within the same organisation (Thornton & Ocasio, 2008; Besharov & Smith, 2014) ^[3, 24]. The developmental mandate requires supporting projects that may not meet commercial lending criteria, targeting underserved populations, and prioritising development impact. The financial sustainability requirement demands maintaining portfolio quality and avoiding excessive non-performing loans.

Research on Malaysian DFIs found that the rivalry between these competing demands was resolved through reconciliation, making one objective compatible with the other (Hishigsuren, 2021) ^[10]. DFIs may resolve this tension through selective coupling, compromise, or decoupling (Pache & Santos, 2020; Besharov & Smith, 2014) ^[3].

Tensions Between Regional Integration and Country Specific Priorities

Regional DFIs face tensions between regional integration mandates and country specific priorities. From an institutional logic's perspective, this reflects a conflict between a regional integration logic (cross border projects,

balanced regional development) and a national development logic (country specific priorities, absorption capacity).

The historical context of EADB illustrates this tension. The Bank was conceived as a corrective mechanism to address industrial and trade imbalances among member countries (Kanimba, 2019). However, scholarly evaluation found that EADB was not effective in reducing industrial imbalances between Kenya and the other two countries due to inadequate funds, higher finance absorption in Kenya, small EADB contribution to project costs, and Kenya's greater capacity to generate investment (Kanimba, 2019). From an institutional logic's perspective, this reflects the dominance of the national development logic over the regional integration logic in shaping resource allocation.

Contemporary EADB strategy continues to navigate this tension. Under its 2024 to 2028 Strategic Plan, the Bank aims to accelerate regional industrialisation by partnering with national development agencies and the EAC Secretariat to finance industrial parks and manufacturing projects (EADB, 2024). This approach represents selective coupling, where the Bank adopts elements prescribed by both the regional integration logic and the national development logic (Pache & Santos, 2013) ^[18].

Institutional Tensions in Kenya's Manufacturing Context

Kenya's manufacturing sector presents competing logics: an industrial policy logic (strategic sectors, value addition), a market logic (profitability, commercial viability), and a developmental logic (job creation, poverty reduction). Manufacturing NPLs rose to 7.8 percent from 3.1 percent in 2023 due to financial distress among large borrowers (Central Bank of Kenya, 2024) ^[5]. Commercial bank credit to textile manufacturing, food processing, forestry, water transport, and health services grew, while credit for agricultural production declined. These trends suggest that access to finance is differentiated across sub sectors, reflecting the dominance of the market logic in commercial bank lending decisions. This creates tensions for EADB in deciding which sub sectors to prioritise and how to address financing gaps without displacing commercial finance. The broader EAC region remains under industrialised, constrained by low electricity penetration, high costs, poor infrastructure, and protectionist policies (World Bank, 2020) ^[25]. Since the 2012 to 2032 EAC Industrialisation Policy, industry contribution to GDP has decreased across all members except Tanzania (World Bank, 2020) ^[25]. For EADB, these factors create tensions in designing interventions, including whether to prioritise large scale zones or small industries.

Implementation Tensions in Kenya's Manufacturing Context
Beyond design tensions, EADB faces implementation challenges reflecting competing logics during execution. First, coordination with partner financial institutions presents challenges. EADB's wholesale funding model relies on partner banks including Sidian Bank, Housing Finance Bank, Development Bank of Kenya, and Kenya Women's Finance Trust Microfinance Bank to on lend to SMEs (EADB, 2024) ^[5]. This creates tensions between the development logic (reaching underserved beneficiaries) and the financial logic (portfolio quality and commercial viability) (Hishigsuren, 2021) ^[10]. Second, monitoring and evaluation of development impact presents challenges. Measuring outcomes such as job creation and value addition

requires robust systems that can track results across multiple projects and countries. This reflects competing demands between depth of impact (development logic) and breadth of outreach for financial sustainability (financial logic) (Hishigsuren, 2021) ^[10]. Third, political economy factors shape implementation. DFIs must navigate different political contexts, regulatory environments, and institutional capacities. In Kenya, high energy costs, infrastructure deficits, and regulatory complexity affect project implementation (World Bank, 2020) ^[25]. Fourth, the tension between long term financing requirements and short-term portfolio performance creates challenges. EADB provides long term credit of five to fifteen years with grace periods of up to three years (EADB, 2024). The rise in manufacturing NPLs from 3.1 percent in 2023 to 7.8 percent in 2024 (Central Bank of Kenya, 2024) ^[5] illustrates these risks, reflecting competing temporal demands between long term structural transformation (development logic) and short-term portfolio performance (financial logic).

Research Gap

The literature reveals several gaps. First, research on strategy design in DFIs focuses primarily on multilateral development banks and microfinance institutions rather than regional development banks like EADB. Second, institutional logics theory has not been used to examine how EADB navigates competing logics in designing manufacturing interventions. Third, literature on Kenya's manufacturing

sector focuses on macroeconomic trends rather than how DFIs design interventions in response to sector specific challenges. Fourth, existing documentation of EADB's interventions is dominated by official announcements rather than scholarly analysis (EADB, 2024). This study addresses these gaps by adopting a qualitative approach grounded in institutional logics theory to examine how EADB designs its manufacturing intervention strategies in Kenya and what institutional tensions arise in design and implementation.

Conceptual Framework

The conceptual framework is grounded in Institutional Logics Theory and the literature reviewed. It identifies three core components.

First, competing institutional logics shape EADB's strategy design: regional integration logic versus national development logic, and development logic versus financial logic. Second, the strategy design process involves decisions about intervention mechanisms, sector prioritisation, and partnership structuring. Third, institutional tensions arise during design and implementation, including coordination challenges, monitoring and evaluation, political economy factors, and the tension between long term financing and short-term portfolio performance. The framework proposes that competing logics shape how EADB designs its manufacturing intervention strategies, and that these logics also give rise to institutional tensions during design and implementation. Figure 1 presents the construct



Source: Author's Construct, 2026

Fig 1: Conceptual framework illustrating how competing institutional logics influence the development of manufacturing intervention strategies in Kenya.

Research Methodology

Philosophical Consideration

This study is grounded in an interpretivist research philosophy, which holds that reality is socially constructed and that understanding social phenomena requires examining the meanings actors attach to their experiences (Saunders, Lewis & Thornhill, 2019) ^[23]. This philosophy is appropriate

because the study seeks to understand how EADB officials, partner financial institution managers, and beneficiary enterprise representatives interpret the strategy design process and institutional tensions. Interpretivism prioritises depth of understanding and contextual sensitivity (Creswell & Creswell, 2023) ^[6], aligning with the study's qualitative approach and its focus on the how of strategy design.

Research Design

The study adopts a qualitative, cross-sectional case study design. Qualitative research involves the collection and analysis of non-numerical data to explore complex phenomena and generate rich, contextualised insights (Creswell & Creswell, 2023) ^[6]. The case study approach is appropriate because the study focuses on a single organisation (EADB) and a specific context (manufacturing sector intervention strategies in Kenya), allowing for in-depth examination of the strategy design process and institutional tensions.

Population

The target population comprises individuals directly involved in the design, implementation, or oversight of EADB's manufacturing sector intervention strategies in Kenya. This includes EADB officials at the Nairobi country office and head office in Kampala, managers of partner financial institutions (Sidian Bank, Housing Finance Bank, Development Bank of Kenya, and Kenya Women's Finance Trust Microfinance Bank), representatives of beneficiary manufacturing enterprises, and officials from relevant government agencies.

Sample Size and Sampling Technique

The study targeted a sample of 48 respondents, of which 32 provided valid responses, yielding a response rate of 66.7 percent. The sample size was determined based on the principle of data saturation, which in qualitative research is reached when additional interviews yield no new themes or insights (Saunders *et al.*, 2019) ^[23]. A purposive sampling technique was employed, selecting respondents based on their direct involvement in EADB's manufacturing intervention strategies and their knowledge of the strategy design process. This approach ensures that the data collected is rich, relevant, and directly responsive to the research questions (Patton, 2015) ^[19].

Data Collection Instrument

A semi-structured interview guide was developed as the primary data collection instrument. The interview guide comprises four sections covering demographic and professional information, how EADB designs and structures its manufacturing intervention strategies, the logics and principles that guide strategy design, and the institutional tensions that arise during design and implementation. The semi-structured format allows for flexibility in probing respondents' experiences while ensuring that all key themes are covered.

Validity and Reliability

Content validity was ensured through literature review and alignment of the interview guide with the research questions and theoretical framework. The interview guide was reviewed by the research supervisor and two experts in development finance and qualitative research methods. Reliability was addressed through reflexive journaling, member checking, thick description, and maintaining an audit trail (Lincoln & Guba, 1985) ^[14].

Data Collection Procedure

Data was collected using semi-structured interviews conducted at respondents' workplaces or via video conferencing. Permission was obtained from EADB

management and partner institutions. Respondents were informed of the study purpose, assured of anonymity, and provided informed consent. Interviews lasted between 45 and 60 minutes, were audio-recorded with permission, and transcribed verbatim. Data collection occurred over six weeks.

Data Analysis Techniques

Data was analysed using thematic analysis, following the six-phase process outlined by Braun and Clarke (2006) ^[4]: familiarisation with data, generating initial codes, searching for themes, reviewing themes, defining and naming themes, and writing up findings. The analysis was guided by the theoretical framework of institutional logics, with attention to how competing logics shape strategy design and give rise to institutional tensions.

Ethical Considerations

Written permission was obtained from EADB management. Informed consent was obtained from all participants. Anonymity and confidentiality were assured, with no personal identifying information collected. Data was stored securely in password-protected files, and findings are reported at aggregate level. The study posed minimal risk to participants, and academic integrity was maintained throughout

Results

Demographic Characteristics of Respondents

The demographic information collected includes gender, age, educational qualification, organisation, role, and years of experience.

Gender: Twenty-one respondents (65.6 percent) were male and 11 (34.4 percent) were female, reflecting broader patterns in development finance in East Africa.

Age: Twelve respondents (37.5 percent) were aged 30 to 39 years, 11 (34.4 percent) were 40 to 49 years, 5 (15.6 percent) were 50 years and above, and 4 (12.5 percent) were 20 to 29 years. The concentration in the 30 to 49 bracket (71.9 percent) indicates that EADB's strategies are designed by professionals in their prime working years.

Educational Qualification: Fourteen respondents (43.8 percent) held a Bachelor's degree, 13 (40.6 percent) held a Master's degree, 3 (9.4 percent) held a Doctoral degree, and 2 (6.3 percent) held professional certification. The high proportion with tertiary education (93.7 percent) indicates a well-educated group capable of providing informed responses.

Organisation: Twelve respondents (37.5 percent) were from EADB, 10 (31.3 percent) from partner financial institutions, 6 (18.8 percent) from beneficiary manufacturing enterprises, and 4 (12.5 percent) from government agencies, providing a comprehensive multi-stakeholder perspective.

Role: Fourteen respondents (43.8 percent) were in middle management, 10 (31.3 percent) were technical officers, and 8 (25.0 percent) were in senior management, capturing both strategic and operational perspectives.

Years of Experience: Thirteen respondents (40.6 percent) had 5 to 10 years of experience, 9 (28.1 percent) had 11 to 15 years, 5 (15.6 percent) had less than 5 years, and 5 (15.6 percent) had more than 15 years. The fact that 68.7 percent had more than five years of experience indicates a knowledgeable and experienced group, enhancing the credibility of the data collected.

RQ1: How Does EADB Design and Structure its Manufacturing Sector Intervention Strategies in Kenya, and What Core Logics and Principles Guide this Design Process?

The analysis revealed four major themes relating to how EADB designs and structures its manufacturing sector intervention strategies in Kenya: strategic prioritisation of industrialisation and manufacturing, multi mechanism intervention approach, partnership-based delivery model, and balancing developmental and financial logics.

Theme 1: Strategic Prioritisation of Industrialisation and Manufacturing

All 32 respondents confirmed that industrialisation and manufacturing occupy a central position in EADB's current strategic direction. Respondents consistently described how the Bank's 2024 ^[5] to 2028 Strategic Plan has elevated manufacturing to a priority area, driven by the recognition that the region remains under industrialised and overly dependent on raw commodity exports.

Respondent R3, a senior EADB official, explained: "Industrialisation is now at the heart of what we do. The strategic plan is clear that we cannot continue to export raw materials and import finished goods. Manufacturing is where we can add value, create jobs, and build resilient economies."

Another respondent, R7, a middle management officer at EADB, elaborated: "The Bank has shifted from a broad approach to a more focused one. We are prioritising industrial parks, large scale manufacturing zones, and support for emerging small industries. This reflects a deliberate decision to concentrate resources where we can achieve the greatest developmental impact."

Respondents from partner financial institutions corroborated this strategic focus. R15, a manager at a partner bank, observed: "When we engage with EADB, it is clear that manufacturing is their priority. The funding lines we receive are earmarked for industrial projects. The message from the top is consistent: manufacturing is the future."

Theme 2: Multi Mechanism Intervention Approach

The findings reveal that EADB employs multiple mechanisms to deliver its manufacturing interventions in Kenya. Rather than relying on a single instrument, the Bank combines direct project financing, wholesale funding through partner financial institutions, credit guarantees, and advisory services.

Respondent R5, a senior EADB official, described the rationale: "We do not use a one size fits all approach. For large manufacturing projects, we provide direct long-term loans. For SMEs, we work through partner banks because they have the local presence and knowledge. For projects that commercial lenders consider too risky, we provide guarantees. Each mechanism serves a different purpose."

The wholesale funding model emerged as a particularly important mechanism. R12, a middle management officer at

EADB, explained: "The wholesale funding model allows us to reach many more businesses than we could through direct lending alone. We provide long term funds to partner banks like Sidian, Housing Finance, and others, and they on lend to SMEs. This is how we achieve scale."

Respondents from partner financial institutions confirmed the importance of this mechanism. R18, a manager at a partner bank, stated: "Without the EADB funding line, we would not be able to offer the long-term loans that manufacturing SMEs need. Commercial funding is short term and expensive. EADB provides the tenor and pricing that makes these projects viable."

The advisory services component was also highlighted. R9, a technical officer at EADB, noted: "We do not just provide money. We also provide advisory support to help project promoters develop bankable proposals, strengthen their management systems, and comply with environmental and social standards."

Theme 3: Partnership Based Delivery Model

A third major theme concerns EADB's reliance on partnerships to deliver its manufacturing interventions. The findings show that the Bank works through a network of partner financial institutions, national development agencies, the EAC Secretariat, and international development partners.

Respondent R2, a senior EADB official, described the partnership architecture: "We cannot do everything ourselves. Our model is to work through partners who have the local presence, the client relationships, and the operational capacity. In Kenya, we work with Sidian Bank, Housing Finance Bank, Development Bank of Kenya, and Kenya Women's Finance Trust."

Respondent R14, a manager at a partner financial institution, explained how the partnership operates: "EADB provides the funding line, and we identify the projects, appraise them, and manage the relationship with the borrower. EADB sets the broad parameters, but we have flexibility in how we implement. This works well because we know our clients better than EADB does."

The partnership model extends beyond financial institutions. R20, a government official, observed: "EADB works closely with the Ministry of Industrialisation and the EAC Secretariat. They align their interventions with national industrial policy and regional integration objectives."

International partnerships were also highlighted. R11, a middle management officer at EADB, noted: "We co finance with KfW, AfDB, UNIDO, and others. These partnerships allow us to mobilise additional resources and share risks."

Theme 4: Balancing Developmental and Financial Logics

The fourth theme concerns how EADB balances developmental objectives with financial sustainability in designing its manufacturing interventions. Respondents described a continuous process of negotiation between the imperative to achieve development impact and the requirement to maintain portfolio quality.

Respondent R1, a senior EADB official, articulated this tension: "We are not a commercial bank, but we are also not a donor. We must be financially sustainable to continue fulfilling our mandate. This means that every project must make developmental sense and financial sense."

Respondent R6, a middle management officer at EADB, elaborated: "When we appraise a project, we look at both the development impact and the financial viability. We have to be satisfied on both fronts before we commit. There are projects that have high development impact but are not financially viable, and we have to decline them or restructure them."

Respondents from partner financial institutions described how this balancing act plays out. R16, a manager at a partner bank, stated: "EADB is more flexible than a commercial bank. They will accept lower margins and longer tenors if the development case is strong. But they are also rigorous about credit quality."

The tension was also evident in descriptions of how EADB responds to competing demands. R10, a technical officer at EADB, noted: "Sometimes we are under pressure from government to support certain projects for political reasons. But we have to apply our criteria consistently. We cannot compromise on credit quality. At the same time, we cannot ignore the development mandate."

RQ2: What institutional tensions or challenges arise in the design and implementation of these intervention strategies within Kenya's specific manufacturing context?

The analysis revealed four major themes relating to the institutional tensions that arise in the design and implementation of EADB's manufacturing sector intervention strategies in Kenya: coordination challenges with partner financial institutions, monitoring and evaluation of development impact, political economy factors, and tensions between long term financing requirements and short-term portfolio performance.

Theme 1: Coordination Challenges with Partner Financial Institutions

The first major tension concerns coordination challenges between EADB and its partner financial institutions. While the partnership-based delivery model was identified as a strength, respondents also described significant coordination challenges.

Respondent R8, a middle management officer at EADB, explained: "Working through partner banks is efficient in terms of reach, but it also creates challenges. We have to ensure that they are actually reaching the target beneficiaries, not just the most creditworthy clients. Sometimes the funds end up going to businesses that could have accessed commercial funding anyway."

Respondent R17, a manager at a partner financial institution, acknowledged this tension: "We have our own credit criteria, and we have to protect our portfolio. Some of the SMEs that EADB wants us to reach are not bankable by our standards. There is a tension between development objectives and commercial reality."

Respondent R13, a middle management officer at EADB, described efforts to address this: "We have tried to address this through targeted funding lines. For example, we have a facility specifically for women owned businesses. But even then, we rely on partner banks to identify and appraise the projects."

Respondent R22, a technical officer at a partner bank, noted: "The reporting requirements are also a challenge. EADB requires detailed information on each borrower, the development impact, and compliance with environmental

and social standards. This creates administrative burden for us."

Theme 2: Monitoring and Evaluation of Development Impact

The second major tension concerns the monitoring and evaluation of development impact. Respondents described challenges in measuring the outcomes of EADB's manufacturing interventions.

Respondent R4, a senior EADB official, explained: "Measuring development impact is one of our biggest challenges. We can track the number of loans disbursed, the amount of funding provided, the number of jobs created. But measuring the deeper impact, such as value addition and structural transformation, is much more difficult."

Respondent R19, a monitoring and evaluation officer at EADB, elaborated: "We have a results framework, and we report against it. But the data comes from partner institutions, and the quality varies. Some partners have strong monitoring systems; others do not."

Respondent R21, a manager at a partner financial institution, described the challenge: "EADB asks us to report on jobs created, but how do we know how many jobs a loan actually created? Attributing development impact to a specific intervention is very difficult."

Respondent R24, a technical officer at EADB, noted the tension between breadth and depth: "We have targets for outreach, but there is a tension between reaching many businesses and achieving deep impact. Sometimes the businesses that need the most support are the hardest to reach and the most difficult to measure."

Theme 3: Political Economy Factors

The third major tension concerns political economy factors that shape the design and implementation of EADB's manufacturing interventions in Kenya.

Respondent R2, a senior EADB official, explained: "We operate in a political environment. The government has its own industrial policy priorities, and we have to align with them. Sometimes this creates tension because our criteria may point in a different direction."

Respondent R25, a government official, described the government's perspective: "The government expects EADB to support national industrial priorities. We have identified certain sectors as strategic. We want development finance to be directed toward these sectors. Sometimes there is a mismatch between our priorities and what EADB is willing to fund."

Respondent R9, a technical officer at EADB, noted the regulatory challenges: "Kenya's regulatory environment is complex. There are multiple agencies involved in approving industrial projects, and the processes can be slow. This affects project implementation timelines."

Respondent R14, a manager at a partner financial institution, added: "Political interference is a reality. Sometimes there is pressure to support certain borrowers or certain projects for political reasons. We have to be careful to maintain our independence."

Respondent R27, a middle management officer at EADB, described capacity constraints: "The capacity of implementing agencies varies. Some government agencies have strong project management capabilities; others do not. This affects how quickly funds are disbursed."

Theme 4: Tensions Between Long Term Financing Requirements and Short-Term Portfolio Performance

The fourth major tension concerns the conflict between the long-term financing requirements of manufacturing projects and EADB's need to maintain short term portfolio performance.

Respondent R1, a senior EADB official, explained: "Manufacturing projects require long term financing. You cannot build a factory and expect returns in two years. We provide loans of five to fifteen years with grace periods of up to three years. But this creates tension with our need to maintain portfolio quality in the short term."

Respondent R6, a middle management officer at EADB, elaborated: "The rise in manufacturing NPLs in Kenya from 3.1 percent in 2023 to 7.8 percent in 2024 ^[5] is a concern. Some of our borrowers are struggling. We have to balance our development mandate with the need to protect our portfolio."

Respondent R16, a manager at a partner financial institution, described the tension: "We are caught in the middle. EADB wants us to provide long term loans for manufacturing projects, but our own asset liability management requires us to match tenors. We cannot lend long term if our deposits are short term."

Respondent R23, a technical officer at EADB, noted: "The tension between long term development impact and short-term financial performance is inherent in what we do. We have to manage it through careful project selection, robust monitoring, and proactive risk management."

Discussions

RQ1: How Does EADB Design and Structure its Manufacturing Sector Intervention Strategies in Kenya, and What Core Logics and Principles Guide this Design Process?

RQ1 sought to examine how EADB designs and structures its manufacturing sector intervention strategies in Kenya, and what core logics and principles guide this design process. The findings revealed four major themes: strategic prioritisation of industrialisation and manufacturing, multi mechanism intervention approach, partnership-based delivery model, and balancing developmental and financial logics.

Strategic Prioritisation of Industrialisation and Manufacturing

The finding that EADB strategically prioritises industrialisation and manufacturing aligns with the Bank's 2024 ^[5] to 2028 Strategic Plan, which identifies industrialisation as a key priority area (EADB, 2024). This strategic focus reflects the development logic, which emphasises structural transformation, job creation, and economic diversification. The finding is consistent with Peitz (2023) ^[20], who found that multilateral development banks vary in how they prioritise development impact versus financial return, and that this variation reflects different strategic design choices.

The emphasis on industrialisation as a pathway to structural transformation resonates with the broader literature on development finance in Africa. The recognition that the region remains under industrialised and overly dependent on raw commodity exports reflects a developmental imperative that has shaped development finance institutions' strategies for decades. This finding supports the argument that

development finance institutions are not merely financial intermediaries but strategic actors that shape industrial policy through their intervention choices.

From an institutional logic's perspective, the strategic prioritisation of industrialisation reflects the dominance of the development logic in shaping EADB's strategy design. However, as subsequent themes demonstrate, this logic operates alongside and sometimes in tension with the financial logic, creating the institutional complexity that characterises EADB's operations.

Multi Mechanism Intervention Approach

The finding that EADB employs a multi mechanism intervention approach combining direct financing, wholesale funding, guarantees, and advisory services is consistent with the literature on blended finance and selective coupling. Peitz (2023) ^[20] found that development finance institutions increasingly adopt blended approaches that combine multiple mechanisms to balance development and financial objectives.

From an institutional logic's perspective, the multi mechanism approach represents selective coupling, where EADB adopts elements prescribed by both the development logic and the financial logic in different parts of its operations (Pache & Santos, 2013) ^[18]. Direct financing and guarantees reflect the development logic, allowing EADB to support projects that may not meet commercial lending criteria. Wholesale funding through partner banks reflects the financial logic, leveraging commercial institutions' expertise and infrastructure to achieve scale and financial sustainability. Advisory services reflect a hybrid logic, seeking to build local capacity while also improving the bankability of projects.

This finding contributes to the literature on how development finance institutions manage competing logics. While previous research has documented selective coupling in hybrid organisations (Pache & Santos, 2013) ^[18], this study demonstrates how selective coupling operates in the specific context of a regional development bank designing manufacturing interventions. The multi mechanism approach allows EADB to project legitimacy to different stakeholders, including development partners, government agencies, and commercial lenders, while maintaining internal coherence.

Partnership Based Delivery Model

The finding that EADB relies on partnerships with financial institutions, government agencies, and international development partners is consistent with the literature on development finance delivery models. The partnership-based model allows EADB to leverage local presence, client relationships, and operational capacity that it does not possess directly.

From an institutional logic's perspective, the partnership-based delivery model reflects the selective coupling of regional integration and national development logics. By working through national partner institutions, EADB responds to country specific priorities and absorption capacities, while its collaboration with the EAC Secretariat and international partners maintains alignment with regional integration objectives. This approach allows the Bank to navigate the tension between these competing logics without abandoning either.

This finding extends the literature on how regional development banks manage the tension between regional mandates and national priorities. Kanimba (2019) documented how EADB's early operations were shaped by the tension between regional integration objectives and national development priorities, and the partnership-based model represents a contemporary response to this historical tension. Thus, in embedding itself in national financial systems while maintaining a regional framework, EADB achieves a form of selective coupling that allows it to operate effectively across multiple member states.

Balancing Developmental and Financial Logics

The finding that EADB continuously balances developmental and financial logics in designing its interventions is consistent with the theoretical framework of institutional logics and the literature on development finance. The tension between development impact and financial sustainability is inherent in the mandate of development finance institutions.

The finding that EADB does not resolve this tension by choosing one logic over the other but manages it through a process of negotiation and compromise aligns with the literature on hybrid organising. Besharov and Smith (2014)^[3] argued that organisations facing competing logics may adopt strategies of selective coupling, compromise, or decoupling. EADB appears to employ a combination of these strategies, balancing developmental and financial considerations on a project by project basis while maintaining overall coherence in its strategy design.

This finding contributes to the literature on how development finance institutions manage competing logics in practice. While previous research has documented the existence of competing logics in development finance (Hishigsuren, 2021)^[10], this study demonstrates how these logics are managed through specific strategy design choices. The finding that EADB employs a continuous process of negotiation and compromise rather than a one time resolution suggests that managing competing logics is an ongoing organisational accomplishment rather than a static state.

RQ2: What institutional tensions or challenges arise in the design and implementation of these intervention strategies within Kenya's specific manufacturing context?

RQ2 sought to examine the institutional tensions that arise in the design and implementation of EADB's manufacturing sector intervention strategies in Kenya. The findings revealed four major themes: coordination challenges with partner financial institutions, monitoring and evaluation of development impact, political economy factors, and tensions between long term financing requirements and short-term portfolio performance.

Coordination Challenges with Partner Financial Institutions

The finding that coordination with partner financial institutions creates tensions between the development logic and the financial logic is consistent with the literature on wholesale lending models. Hishigsuren (2021)^[10] documented similar challenges in Malaysian development finance institutions, where the rivalry between social and

commercial objectives was resolved through reconciliation, making one objective compatible with the other.

From an institutional logics perspective, this tension reflects the conflict between the development logic, which drives EADB to push for deeper outreach to underserved beneficiaries, and the financial logic, which drives partner banks to prioritise creditworthiness and portfolio quality. The coordination challenge lies in aligning these competing logics across organisational boundaries. This finding extends the literature by demonstrating how competing logics manifest not only within a single organisation but also across organisational boundaries in the delivery chain.

The finding that EADB has attempted to address this tension through targeted funding lines, such as facilities for women owned businesses, represents a form of selective coupling at the partner institution level. By earmarking funds for specific beneficiary groups, EADB seeks to ensure that the development logic influences partner banks' lending decisions without undermining their financial sustainability.

Monitoring and Evaluation of Development Impact

The finding that monitoring and evaluation of development impact presents significant challenges is consistent with the broader literature on development finance evaluation. Measuring the outcomes of development interventions is inherently difficult because outcomes take years to materialise and are influenced by many factors beyond the intervention itself.

From an institutional logic's perspective, this tension reflects the competing demands of the development logic, which emphasises depth of impact on beneficiaries and structural transformation, and the financial logic, which emphasises breadth of outreach to achieve financial sustainability and scale. The finding that EADB must balance these demands in designing its monitoring and evaluation systems illustrates how competing logics shape not only strategy design but also the systems and processes through which strategy is implemented and evaluated.

This finding contributes to the literature on development finance evaluation by demonstrating how competing logics create challenges for measuring development impact. The difficulty of attributing development outcomes to specific interventions, combined with the tension between breadth and depth of impact, suggests that development finance institutions face fundamental challenges in demonstrating their developmental contribution.

Political Economy Factors

The finding that political economy factors shape the design and implementation of EADB's manufacturing interventions is consistent with the literature on the political economy of development finance. Development finance institutions operating in multiple member states must navigate different political contexts, regulatory environments, and institutional capacities.

From an institutional logic's perspective, these political economy factors reflect the influence of political and regulatory logics that may compete with or complement the development and financial logics. The finding that government priorities sometimes mismatch with EADB's own criteria illustrates the conflict between the national development logic, which emphasises country specific political priorities, and the development logic, which

emphasises developmental impact based on objective criteria.

This finding extends the literature on how development finance institutions navigate political economy factors in strategy design. While previous research has documented the influence of political factors on development finance (Kanimba, 2019), this study demonstrates how these factors manifest in specific strategy design decisions and implementation challenges. The finding that EADB must balance alignment with government priorities against maintaining its own criteria highlights the complex institutional environment in which regional development banks operate.

Tensions Between Long Term Financing Requirements and Short-Term Portfolio Performance

The finding that tension exists between the long-term financing requirements of manufacturing projects and EADB's need to maintain short term portfolio performance is consistent with the literature on development finance and the theoretical framework of institutional logics.

From an institutional logic's perspective, this tension reflects the competing temporal demands of the development logic, which emphasises long term structural transformation, and the financial logic, which emphasises short term portfolio performance. The finding that manufacturing NPLs in Kenya rose from 3.1 percent in 2023 to 7.8 percent in 2024 (Central Bank of Kenya, 2024) ^[5] illustrates the risks that manufacturing interventions face in the current economic environment.

This finding contributes to the literature on how development finance institutions manage temporal tensions in strategy design. While previous research has documented the tension between development and financial objectives (Peitz, 2023) ^[20], this study demonstrates how this tension manifests specifically in the temporal dimension of strategy design. The finding that EADB must balance long term financing with short term portfolio performance highlights the inherent challenge of using long term development finance to support capital intensive manufacturing projects while maintaining financial sustainability.

Theoretical Implications

This study makes three contributions to institutional logics theory. First, it extends the application of the theory to regional development banks in the East African context. While previous research has applied institutional logics theory to multilateral development banks and microfinance institutions (Peitz, 2023; Hishigsuren, 2021) ^[10, 20], this study demonstrates the theory's utility in examining how a regional development bank navigates competing logics in designing manufacturing interventions. Second, the study demonstrates that selective coupling is a key strategy through which development finance institutions manage competing logics. EADB's multi mechanism intervention approach and partnership-based delivery model represent forms of selective coupling, where the Bank adopts elements prescribed by different logics in different parts of its operations (Pache & Santos, 2013) ^[18]. Third, the study demonstrates that competing logics manifest not only within a single organisation but also across organisational boundaries in the delivery chain. The coordination challenges between EADB and its partner financial

institutions illustrate how competing logics can create tensions across organisational boundaries.

Practical Implications

Practically, the study demonstrates that effective management of competing logics is an ongoing organisational accomplishment rather than a static state. EADB's continuous balancing of developmental and financial logics suggests that hybrid organising requires continuous negotiation and compromise. The study also demonstrates that monitoring and evaluation systems are critical sites where competing logics play out, and that managing the tension between breadth of outreach and depth of impact requires deliberate design choices.

Conclusions

Based on the findings of the study, the following conclusions are drawn:

First, EADB designs and structures its manufacturing sector intervention strategies in Kenya through a deliberate process that reflects the interplay of competing institutional logics. The Bank strategically prioritises industrialisation and manufacturing as a core focus area, reflecting the dominance of the development logic in shaping its strategic direction. This prioritisation is driven by the recognition that the region remains under industrialised and overly dependent on raw commodity exports, and that manufacturing offers a pathway to structural transformation, job creation, and economic diversification.

Second, EADB employs a multi mechanism intervention approach combining direct financing, wholesale funding, guarantees, and advisory services. This approach represents a form of selective coupling, where the Bank adopts elements prescribed by both the development logic and the financial logic in different parts of its operations. Direct financing and guarantees reflect the development logic, allowing EADB to support projects that may not meet commercial lending criteria. Wholesale funding through partner banks reflects the financial logic, leveraging commercial institutions' expertise and infrastructure to achieve scale and financial sustainability. Advisory services reflect a hybrid logic, seeking to build local capacity while also improving the bankability of projects.

Third, EADB delivers its manufacturing interventions through a partnership-based model involving partner financial institutions, government agencies, and international development partners. This approach reflects the selective coupling of regional integration and national development logics. By working through national partner institutions, EADB responds to country specific priorities and absorption capacities, while its collaboration with the EAC Secretariat and international partners maintains alignment with regional integration objectives.

Fourth, EADB continuously balances developmental and financial logics in designing its interventions. The Bank does not resolve this tension by choosing one logic over the other but manages it through a process of negotiation and compromise. This finding suggests that managing competing logics is an ongoing organisational accomplishment rather than a static state.

Fifth, institutional tensions arise in the design and implementation of EADB's manufacturing intervention strategies in Kenya. Coordination challenges with partner financial institutions reflect the conflict between the

development logic and the financial logic across organisational boundaries. Monitoring and evaluation challenges reflect the tension between depth and breadth of impact. Political economy factors reflect the influence of political and regulatory logics. Tensions between long term financing requirements and short-term portfolio performance reflect the competing temporal demands of development and financial logics.

Sixth, EADB navigates these institutional tensions through selective coupling, compromise, and ongoing negotiation. The Bank adopts elements prescribed by each logic in different parts of its operations, allowing it to project legitimacy to different stakeholders while maintaining internal coherence. This finding demonstrates that effective management of competing logics requires continuous attention and adaptation.

Recommendations

Based on the findings and conclusions of the study, the following recommendations are made:

For EADB

First, EADB should strengthen coordination mechanisms with partner financial institutions to ensure development objectives are maintained throughout the intermediation chain. This includes developing robust monitoring and reporting systems, and introducing incentive mechanisms that reward partner institutions for reaching underserved beneficiaries while maintaining portfolio quality.

Second, EADB should invest in monitoring and evaluation systems that better capture development impact. This includes adopting a balanced scorecard approach that tracks both breadth of outreach and depth of impact, and building capacity of partner institutions to collect and report quality data.

Third, EADB should enhance its capacity to navigate political economy factors while maintaining operational independence. This includes developing transparent and consistently applied criteria for project selection and building relationships with government agencies based on mutual respect and shared development objectives.

Fourth, EADB should explore innovative financing mechanisms that address the temporal mismatch between long term development finance and short-term portfolio performance. This includes options for tenor extension, risk sharing arrangements, and blended finance structures.

For Partner Financial Institutions

First, partner financial institutions should invest in staff training and develop specialised units for manufacturing lending to strengthen their capacity to identify and appraise development-oriented projects.

Second, partner financial institutions should improve their monitoring and reporting systems to provide EADB with timely and accurate data on how funds are used and what development outcomes are achieved.

Third, partner financial institutions should work with EADB to develop innovative financing mechanisms that address the temporal mismatch between long term development finance and short-term portfolio performance.

For Policymakers

First, policymakers should create an enabling environment for development finance interventions by streamlining

regulatory processes, improving infrastructure, and ensuring policy coherence between national industrial priorities and development finance objectives.

Second, policymakers should strengthen coordination between government agencies involved in industrial development to provide a coherent framework for development finance interventions.

Third, policymakers should support the development of local capital markets to provide long term financing for manufacturing projects.

For the Academic Community

First, the academic community should continue to research how development finance institutions manage competing institutional logics. Future research could extend this analysis to other development finance institutions and other sectors.

Second, the academic community should conduct comparative studies examining how different development finance institutions manage competing logics and institutional tensions.

Third, the academic community should conduct longitudinal studies examining how competing logics and institutional tensions evolve over time.

Limitations and Suggestions for Future Research

Limitations of the Study

This study was limited to EADB's manufacturing interventions in Kenya, so findings may not apply to other sectors or member states. Reliance on self reported data may have introduced bias. The study focused on three institutional logics and may not have captured others. The sample of 32 respondents, while adequate, may not reflect all perspectives. The study was conducted during economic challenges in Kenya's manufacturing sector, limiting generalisability to normal conditions.

Suggestions for Future Research

Future research could extend the study to other sectors and member states. Comparative studies could identify contextual factors shaping how development finance institutions manage competing logics. Longitudinal designs could examine how these logics and tensions evolve over time. Future research could also examine the relationship between strategy design and intervention outcomes, the role of individual actors, and the influence of digital technologies and international partners on strategy design.

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