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**A COMPARATIVE EVALUATION OF THE IMPLEMENTATION OF PUBLIC  
PARTICIPATION GUIDELINES IN KENYAN COUNTY GOVERNMENTS**

**JAMAL MOHAMED HASSAN**

**055398**



**A RESEARCH THESIS SUBMITTED TO THE STRATHMORE  
UNIVERSITY BUSINESS SCHOOL IN PARTIAL FULFILMENT FOR  
THE DEGREE OF MASTER OF POLICY AND PUBLIC MANAGEMENT  
OF STRATHMORE UNIVERSITY.**

**MAY 2019**

**DECLARATION**

I declare that this research thesis has not been previously submitted and approved for the award of a degree by this or any other University. To the best of my knowledge and belief, the research proposal contains no materials previously published or written by another person except where due reference is made in the research proposal itself.

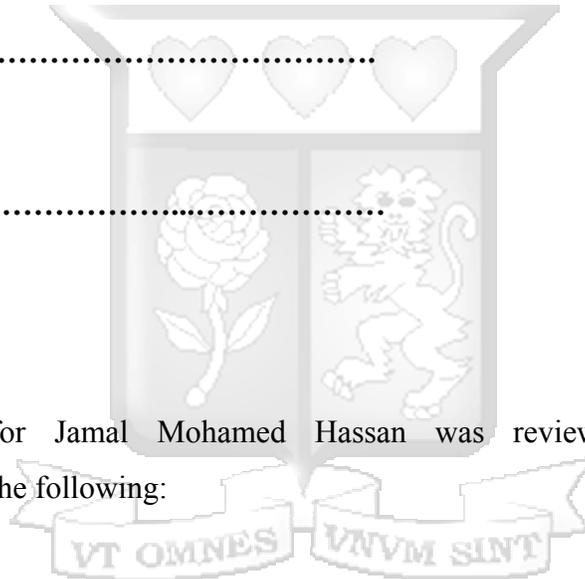
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**APPROVAL**

The research thesis for Jamal Mohamed Hassan was reviewed and approved for examination/defence by the following:



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## ABSTRACT

Little data showed the comparison and contrast of the various approaches of implementing public participation guidelines and the significance of their implementation in the success of key governmental processes. This research sought to evaluate the extent to which three different Kenyan county governments have implemented county public participation guidelines. This was done through determining the extent to which planning and financing of public participation affects implementation of public participation, exploring the mechanisms available for managing and coordinating public participation, establishing the influence of the public and county officials in implementing public participation in the county governments, determining how community awareness and access to public information influence feedback mechanisms for public participation and evaluating the different processes of outreach and mobilization for public participation. This study analysed secondary data collected from sampled County Governments and reviewed the data as provided for under the Constitution of Kenya by examining the principles of public participation, guidelines from the Ministry of Devolution and Planning, compared them with County Governments Public Participation Acts, and the actual budgets with a focus on funds allocated to public participation. This was in a bid to investigate county government efforts in enacting laws for public participation, setting public participation offices, developing and implementing a model for citizen engagement. Findings from the three county governments under this study showed that there exist problems such as approaches used, negative attitude from citizens, and the administration procedures despite realizing many achievements in the public participation processes. Inclusionary and exclusionary issues in the participation processes do exist unintentionally, but were attributable to limitations in budget, improper approaches used and lack of awareness amongst citizens and the stakeholders.

*Key words: Public participation, models, citizens, county governments, implementation, governance.*



## CHAPTER ONE

### INTRODUCTION

#### 1.1. Background Study

Citizen engagement or public participation was first institutionalized in the mid-1960s with President Lyndon Johnson's Great Society Programs (Cogan and Sharpe, 1986). The Great Society highlighted President Lyndon B. Johnson initiative in 1964 and 1965 to eradicate racial injustice and ending poverty in the United States. However, the actual origins of public participation can be trailed back to Colonial New England and Ancient Greece. Arnstien then defined public participation as power redistribution that facilitates deliberate inclusion of citizenry into the future. Subsequently, various definitions and applications of the term developed.

Simply defined, public participation is a process that provides citizens of a country an opportunity to influence public decisions. It has been regarded as a key component in a democratic decision-making process. The Division for Public Administration and Development Management (DPADM) under the UN Department of Economic and Social Affairs (UNDESA) defines citizen participation as '...implies the involvement of citizens in a wide range of public policymaking activities, including the determination of levels of service, budget priorities, and the acceptability of physical construction projects in order to orient government programs towards community needs, build public support, and encourage a sense of cohesiveness within neighbourhoods'.

The International Association of Public Participation (IAP2) defines public participation as 'any process that involves the public in problem-solving or decision-making and that uses public input to make better decisions' while recognizing the public to be stakeholders who do not form part of the decision-making entity. Ronoh (2012) notes that public participation entails a wide range of activities such as providing information, consultation or direct involvement in decision-making.

Participation is an exercise where stakeholders come together in matters that concern them to ensure priority setting, resource allocation, policymaking and access to public goods and service in an aim to achieve growth and development in their particular sector of concern (World Bank, 2011). Public participation therefore involves the process in which citizens, who are referred to as the public, raise their concerns, needs and values which are then incorporated into governmental

decision-making. This means that the citizens influence most decisions made by those in government.

In the recent past, it has been interesting to note that most countries have tried to incorporate public participation to ensure transparency, accountability and efficiency in delivering public services. It is in this regard that there has been a raise in awareness on the importance of public participation in governance and government. According to (Creighton, 2005), public participation applies to administrative decisions and it does not only include providing information to the public. There has to be a direct interaction and support between those making decisions and those who want to participate in helping make the decisions. In making these decisions together, there should be an organized process for involving the public in the process and when there is lack of an organised process, there leads to an ineffective and inefficient participation. The participants also should have some level of influence on the decision being made.

The potential of delivering good governance through the incorporation of public participation modalities in government is becoming increasingly adopted and is fully recognized in most countries. However, there has been a lack of knowledge on how to go about public participation in most levels of government. This has led to most countries drawing up a robust legal framework, policies, and guidelines on how to effectively carry out public participation (Sharma, 2008). For effective participation to realize good governance, therefore, there is need for accountability from both citizens and public leadership. Countries have in turn provided for legal structures and frameworks; institutional, financial and human resources to ensure its effective implementation to achieve this goal of good governance (United Nations, 2005).

Academic literature indicates that there is little research on how public participation has impacted governance. For most studies that have been carried out, however, there is evidence (Beierle & Cayford, 2003) that involving the public in decision making is an encouraging picture of the process itself. There is positive impact on the decisions made which in most cases address the public values and also help to resolve conflict, build trust and educate and inform the public about governance concerns and matters. Conversely, (Nabatchi, 2012) indicates that there is no precise method of evaluating the impact of public participation as there is lack of a comprehensive framework for analysis. This is because a challenge is presented, as there are very many approaches to public participation incorporated in government given the dynamics of the

government, resources and the citizens. It is in this regard that they have had to use third party institutions and consultants to evaluate public participation and ascertain its importance and impact.

The promulgation of the Constitution of Kenya in 2010 saw the country vote in a decentralized form of governance in 2013 in a process that has been widely known as devolution. Devolution presents yet the best attempt since independence to have citizen engagement at lower levels of governance (Obenga-Odom, 2010). This was in a bid to ensure that government is run as it ought to (Rivenbark & Kelly, 2006) and ensure that government is always efficient and responsive to its people's needs as comprehensively. The rise of devolution did not only see functions and funds devolved from central government; citizens also elected representatives to the County Assembly who participate on the development projects in a county. Devolution has also attempted to address some of the challenges experienced by the fiscal decentralization since independence such as lack of proper mechanisms for citizen engagement and articulation of community interests.

Decentralization, in governance and public administration, is commonly regarded as a process through which power; functions, responsibilities and resources are transferred from central to local governments and/or to other decentralized entities (Kauzya, 2005). It is a mechanism for bringing government closer to the governed and helps to improve public administration by empowering local authorities to be the planning and decision-making bodies thereby enhancing the capacity of government to achieve local participation (Azeem Vitus *et al*, 2003). One of the four key objectives of decentralization is wider public participation with the other three being deconcentrating bureaucracy, political power sharing and market liberation.

In Kenya, as is with other nations, public participation was first incorporated in economic development and it started with projects that targeted communities. This in most cases confined these communities for such a long time and was not effective at all. Attempts to enhance participatory development in Kenya by institutionalizing decentralized planning and implementation of projects through legislation began prior at independence (Wakwabubi & Shiverenje, 2003). The 'District Focus for Rural Development (DFRD)' sessional paper came into effect by 1983. The major shortfall of this Sessional Paper though was that it overemphasised on involving official and field workers mainly from the central government as opposed to the rural public (Republic of Kenya, 1965). In Homa Bay County, as the study shall reveal, public

participation meetings are held in the various sub counties but rarely yield the envisaged outcomes since such forums are poorly attended by the public who cite improper and inadequate advertising or inadequate time that locks many citizens out.

One of the key mandates of the Ministry of Devolution and Planning in the Kenyan government was to oversee a smooth and effective transition from a centralized form of government to a devolved form of government. Public participation, as earlier outlined, is a key process in government especially in its decentralization, and can be regarded as the process through which citizens hold accountable those in government and the services that they offer the society. The oversight institution executes this mandate for both national and county governments. It is within this implementation of the Constitution of Kenya 2010 that the Ministry of Devolution and Planning together with the Council of Governors that there was the establishment of the County Public Participation Guidelines. These guidelines were drawn to ensure that all county governments incorporated public participation as a key principle for their governance and as a right to every citizen of the county.

Each county of Kenya forms part of the forty-seven (47) county governments consisting of the Region Associations with national authorities of statutes and County Directors with state powers of executing laws and policies (Lubale, 2012). Rendering to the County Public Participation Guidelines (2015), the associates of the public are thought to contribute in the development and accounting for county public provision delivery; submission/conveyance of county public services; and act management. (Ministry of Devolution and Planning, 2015).

According to the County Public Participation Guidelines, for counties and the national government of Kenya to achieve effective and sustained public participation, there's need to ensure proper planning and financing for public participation. This means that both time and financial resources should be allocated way in time to prepare for implementation of the participation. On the other hand, institutional and human resource capacity are also important to ensure implementation of effective public participation. When there is limited resource, the is inadequate implementation of public participation which leads to poor service delivery, wrong prioritization of projects and lack of good governance generally in government (Mannarini & Talò, 2013). Inadequate HR capacity and offices for these individuals has a negative impact on the implementation of public participation leading to inefficiencies in government and poor decision making. Scholars have

cited that lack of capacity of many of the actors of public participation especially in developing countries has led to a deficiency in understanding policy processes leading to ineffective or lack of participation (Anwar, 2007). This has also seen most county officers not executing their roles as they should. Eventually, there is a denial of the right to public participation to citizens of these counties.

### **1.1.1. Legal Provisions of Public Participation**

The Constitution of Kenya 2010 makes public participation a key and integral aspect of Kenya's governance system. Participation is recognized in Article 10 of the Constitution as a national value and key principle in governance. The Constitution of Kenya further provides specific objects of Chapter 11 of the Constitution clearly outlining the key focus of devolved governments. The importance of public participation cannot, therefore, be overlooked. The objects of devolution as outlined are:

1. Promote democratic and accountable exercise of power;
2. Foster national unity by recognizing diversity;
3. Give powers of self-governance to the people and enhance the participation of the people in the exercise of the powers of the State and in making decisions affecting them;
4. Recognize the right of communities to manage their own affairs and to further their development;
5. Protect and promote the interests and rights of minorities and marginalized communities;
6. Promote social and economic development and the provision of proximate, easily accessible services throughout Kenya;
7. Ensure equitable sharing of national and local resources throughout Kenya;
8. Facilitate the decentralization of State organs, their functions and services, from the capital of Kenya; and
9. Enhance checks, balances, and the separation of powers.

Article 196 of Constitution of Kenya 2010 requires a county assembly to facilitate public participation and involvement in the legislative and other business of the assembly and its committees. The role of citizens in County Planning is to participate in forums for planning, identify priority project and programmes to be included in county plans, facilitate provision of

resources including land for County Government projects and monitoring, reviewing and evaluation of the implementation of the county plans.

The table in Appendix I sums the Constitutional and legal provisions given to both the national and county governments to implement and evaluate public participation so as to achieve a positive and impactful process of good governance.

An elaborate framework on public finance is provided for by the The Public Finance Management Act, 2012 and further directs the formulation of County Budget Economic Forum to assist in budgetary matters that is consultative. The CBEF assists the counties in many ways which includes identification of priority for budget areas and programmes according to the Commission on Revenue Allocation (CRA. The Forum, further provides the framework for consultative engagement on aspects such as County Fiscal Strategy Paper (CFSP) and the Budget Review and Outlook Paper (BROP) which are important documents in the process.

### **1.1.2. Global Best Practices of Public Participation**

Public participation brings with it benefits and challenges in its implementation for good governance and effectiveness in the public sector. According to (DSE - Department of Sustainability and Environment, 2005), there are identified principles and best practices for public participation that are generally adhered to for effective implementation and for a successful impact on good governance.

Important principles and best practices that were used in this study include:

- **Information Exchange:** This is the provision of objective and balanced information to support the public understanding of any project or development that needs their engagement and effort. There's not much dialogue in this part as information is just provided for the public's consumption.
- **Consultation:** Public opinion is sought by the decision makers and there's feedback mechanism established on the information provided to the public.
- **Collaboration / Engagement:** The public or its representatives are engaged in creation of solutions and how to implement them thereby influencing decision making processes.
- **Co-management / Partnership:** Governance structures are created in a way to give the public responsibility and delegate decision making to them.

- Commitment: That the public participation decision maker will provide the required resources and good time to ensure a meaningful participation.
- Integrity: That the public participation decision maker will address public and stakeholder concerns with honesty and in a forthright manner that is just to all those involved.

### **1.1.3. County Public Participation Guidelines**

The issue of concern for the Kenyan national government has been how effective can devolution be implemented. It is in this goal to incorporate public participation as a key component in governance that the Kenyan government provided for an intervention by the Ministry of Devolution and Planning cooperatively with the Council of Governors to draw guidelines to assist proper implementation of public participation. The guidelines aim at informing the process of citizen engagement. They provide predominant attributes in policy making for public participation, law and formulating a plan for development, realization, evaluation and monitoring within the county.

Whistle it is important to take into consideration policies or legislation that are used to govern public participation, this guidelines bring to light aspects that need to be considered in undertaking public participation. In order to review, existing legislation and policy to inform new ones, the guidelines become a paramount need. The guidelines do offer a more hands on way to tackle issues in public participation and the process itself. Further it is able to clearly stipulate the responsibilities, roles and duties of stakeholders in the public participation process. In order to overcome the different political, cultural, social and economic contexts of counties it is key to adopt it to each counties needs. Guided by the Constitution of Kenya, the guidelines do provide a logical way and process of addressing and implementing public participation.

### **1.1.4. Public Participation in Makueni, Homa Bay and Kajiado Counties**

Public participation is currently a guaranteed and key process in Kenya as the Constitution in various chapters and clauses requires that public participation be undertaken at all levels of government before government officials and bodies make official decisions. This has however brought newer challenges especially in the implementation of public participation in accordance with the Constitution. The main challenge is that of many counties resulting to conducting public participation forums as a means of meeting set standards and not addressing community needs. This therefore gives rise to the need of evaluating how counties have creatively engaged their

communities and what standard mechanisms and modalities could be designed and recommended to ensure effective public participation.

In Makueni County, for instance, the World Bank (2015) reports that the County decision making process has implemented an effective public participation model that has seen the County being propelled into successful projects. The County's Public participation model is that of community development that has seen most of the best practices and principles implemented. The framework has seen the public being engaged from the villages, wards, sub county and to county level. This has allowed transparency and accountability for most developmental agendas in the county.

The best practices and principles the County has implemented, according to its framework (Makueni 2016), in the community development model of public participation include **informing** the citizen through provision of information that will assist them in understanding options, issues, and solutions; public **consulting** in order to get feedback on possibilities or decisions; public **involvement** to ascertain issues are factored in during the process of making decisions especially in coming up with a decision-making guide and alternatives; Public **collaboration** in development of decision-making criteria, options and discern favourable solutions; and **empowerment** of the public through bestowing the ultimate decision-making power with them.

Kajiado County in the defunct Rift Valley Province of Kenya has also seen some growth and positive impact through the implementation of public participation. Following the legal framework provided for in the Constitution of Kenya, 2010, it is worthy to note that they have implemented the public participation Act in the County level.

It has however been realized that the County lacks expertise in the correct public participation model to implement for the County's projects and agendas. From the County's Public Participation Report (2017), it is noted that despite the robust legal framework, the main method of public participation that was implemented was conducting of public meetings and town hall forums in especially budget related meetings.

Homa Bay County on the other hand has seen to have satisfied the requirements provided for by the legal framework that allows for public participation. However, the challenges that have come with the devolution process have overwhelmingly seen the County, like many others, not being

effective in the implementation of citizen engagement in most of the County's agendas due to the lack of a public participation Act in the county. The county therefore relies on the guidelines set by the Ministry of Devolution and Planning to ensure that public participation is implemented for critical agenda in the county processes. This has posed a great challenge to the county's governance.

The above three scenarios guided this study as they represent the success or lack thereof of most counties in Kenya in the implementation of the county public participation guidelines. The evaluation of these Counties' implementation is important to determine what best practices should be upheld for a successful impact in the governance structures and spearheading development in Kenya.

From the insight given above, the most important component in the evaluation of the implementation of public participation, then, is one of accountability. This is to ensure the proper use of public or institutional resources, including citizens' time and effort. However, there are more other components to evaluation. As with any intervention, evaluation provides the opportunity to determine whether the intervention works effectively and efficiently, that is, for the purpose for which it was implemented or to learn from experiences for the purposes of making future improvements either in the intervention itself or in the way that it is implemented.

Public participation becomes a critical aspect to promote, accountability improved service delivery and transparency both at the county and national level in Kenya. A quick look at many of the processes of public participation processes in counties reveals that a lot is yet to be done despite having a well detailed legal framework that should make implementation easy and its impact achievable. This study took into account guidelines that have been set forth in detail and assessed the extent to which each of the selected counties have implemented those guidelines and the impact of the same. In addition to the guidelines provided for by the Ministry of Devolution and Planning, this study also focused on the global best practices used in citizen engagement, the legal frameworks for the selected counties of study, financial and human resource capacities and the provisions set aside for the actual implementation of public participation.

## **1.2. Problem Statement**

Kenya, for a long period of time, embraced a centralized system of government which saw a de facto political executive coordinate local authorities in the country. Over time, however, the

country has progressively moved from a centralized to a decentralized system of government which was implemented by the promulgation of the Constitution of Kenya in 2010. The decentralized system has seen most functions that were highly centralized get devolved to local authorities otherwise known as the country's county governments (Chitere, 2004).

The decentralized system of government was seen to help fill in the shortfalls of the centralized government. Some of the widely felt shortfalls included administrative red tape and inefficiencies, poor utilization of public resources and marginalization of local communities in developmental agendas. The Constitution of Kenya 2010 brought with it the framework of devolving most of these functions to the set-up county governments for the benefit of the citizens. It is in the implementation of these functions that the Constitution hugely focused on enhancing public participation by changing the governance structure of the country from a central government to a devolved system of governance (Oloo, 2006). This meant that the planning phase, key decision-making processes, and implementation of development programmes shifted from the central government to county governments. In addition, it led to the establishment of institutional frameworks and legal provisions to guide and ensure this public participation was successful.

According to the Social and Public Accountability Network (SPAN), 2010, inasmuch as the devolution was widely embraced by the people of Kenya, it has brought forth with it challenges. The devolution process has lacked proper frameworks and platforms for the design and implementation of systems and structures. County governments have reported a lack of funding and human capacity to conduct proper public participation. According to (Hancock, 2009), an organization must allocate adequate financial resources and other structures that facilitate effective implementation of projects and other organizational projects for example adequate allocation for funds to facilitate effective budget implementation. These resources should be both financial and physical resources. It is in this regard that challenges like overlaps, duplication and redundancy of functions and low citizen engagement have been realized by counties as obstacles of ensuring efficient governance in all levels.

The Constitution's provision of a strengthened public participation legal framework to enhance citizen engagement is a great milestone. It is however worthy to note that the lack of proper designing, implementation and evaluation of public participation guidelines will continually mar the effectiveness and efficiency of devolution. Most counties in the country have established a

public participation office and have seen the enacting of the Public Participation Act. Despite there being principles to guide public participation at the counties, it has been hard for counties to fully engage the citizens in key decision-making processes and to address issues like social accountability, development agendas, resource mobilization and utilization, facing the public (Ronoh, Mulongo, & Kurgat, 2018). Since 2013, when counties came to power after the general election, few counties have been able to achieved public participation that was expected to lead to transparency, accountability, strengthened democracy and improved equity and fairness.

This study sought to carry out a comparative evaluation of the implementation of public participation guidelines in three counties in Kenya. The County Governments included in the sample size are based on the perception of one hand robustness in effectively implementing the outlined public participation guidelines and on the other hand, counties perceived to be still lagging behind in the implementation of public participation guidelines. The study further looked at innovative ways each county has put in place in enhancing public participation and effective communication, awareness and feedback mechanisms. The study therefore sought to answer the question of how public participation is carried out in the county governments and which best practices and principles are adopted by the county with the most successful implementation of public participation guidelines. This will inform public policy and help other county governments learn from their past experiences and guide them to chart better practices and principles for effective and successful implementation of county public participation guidelines for better governance.

### **1.3. Objectives of the Study**

The following are the overall and specific objectives of the study.

#### **1.3.1. Overall Objective**

The overall objective of this study was to evaluate the implementation of public participation guidelines and its impact in Makueni, Kajiado and Homa Bay counties.

#### **1.3.2. Specific Objectives**

The following are the specific objectives that guided the study.

1. To ascertain the extent to which planning and financing of public participation affects its implementation.

2. To explore the mechanisms available for managing and coordinating public participation.
3. To establish the influence of the public and county officials in implementing public participation in the county governments.
4. To determine how community awareness and access to public information influence feedback mechanisms for public participation.
5. To evaluate the different processes of outreach and mobilization for public participation.

#### **1.4. Research Questions**

The study aims at answering the following questions:

1. To what extent does planning and financing of public participation affect its implementation?
2. What mechanisms are available for managing and coordinating public participation in county governments?
3. What influence does the public and county officials have in implementing public participation in the county governments?
4. How does community awareness and access to public information influence feedback mechanisms for public participation?
5. Which outreach and mobilization processes influence effective public participation?

#### **1.5. Scope of the Study**

This study sought to evaluate the extent to which selected Kenyan counties, Makueni, Kajiado and Homa Bay, have implemented public participation guidelines in the running of government processes. This helped determine the most effective and efficient mechanisms that should be adopted by counties to successfully run governmental projects and processes. The study also determined whether these public participation mechanisms adopted in the different counties were in line with the legal framework set out in the Constitution of Kenya (2010), the global best practices of public participation, principles of public participation as outlined in the CRA and the impact they have had on running the government projects and processes.

This study was enriched by key informants working in the selected counties in the Office of Public participation. The study incorporated their expertise and experience in the sector to allow for evaluation of the various public participation processes and mechanisms adopted for the implementation of public participation guidelines and challenges faced in conducting effective

public participation and their recommendations towards achieving successful public participation in the county governments. The study therefore sought to gather information from the directors of public participation, the sub county officers for public participation, legal experts and representatives from the respective finance departments in matters concerning public participation in the budgeting of the county revenue allocation.

### **1.6. Significance of the Study**

This study will be useful to a number of stakeholders especially county governments. This is because the study evaluated three counties that give a representation on how most counties run public participation. Makueni County depicts how best public participation can be utilized and be a successful and key principle in governance, Homa Bay shows counties that have tried in engaging the public in most of her agendas while Kajiado County represents most counties that are yet to effectively incorporate public participation. The key informants were useful to this study as they gave information on the extent to which public participation has been implemented, how it should be implemented successfully, challenges facing public participation and their recommendations to inform policy and stakeholders on how best to implement effective public participation.

County governments will greatly benefit from the recommendations of the study on how to engage their citizens and ensure resources are efficiently utilized to address the public's needs. This was in accordance to the realization of the study's evaluation of the implementation of the county governments' public participation guidelines. The study will also help county governments understand the importance of having an effective feedback mechanism to be responsive to citizens' inputs. For the citizens, the study will offer an elaborate way through which they can engage the County governments creating transparency, accountability and sense of ownership in the governance framework.

This study will also offer insights on the principles of public participation taking into consideration guidance of the Constitution of Kenya 2010 on citizen engagement. The Central Government and other organizations will benefit from the study by outlining best practices, processes and mechanisms that they can further engage with citizens before, during and after undertaking any development agenda for a successful and impactful governance structure.

## CHAPTER TWO

### LITERATURE REVIEW

#### 2.1. Introduction

This chapter presents the various theories linked to this study. This includes relevant theories under the theoretical perspectives. The empirical literature review contains the findings and recommendations of previous studies related to this research topic that helped in leading to formulation of research propositions employed in the study. The chapter also details the research gap that needed to be bridged and the conceptual framework showing the relationship between the variables that were studied based on the available literature.

#### 2.2. Theoretical Perspectives of Public Participation

In the development domain and the political science field, the concept of public participation has been continuously debated in trying to arrive at standards to guide it. This led to different schools of thoughts having their own ideology of public participation. According to Lane (2005), all schools of contemporary thought, view participation as a fundamental element of planning and decision-making although the concept was considered a decision-making adjunct. This shift in understanding was prompted by mutually reinforcing processes of change during the last two decades. There has been widespread growth over the years when it comes to democracy. However, this has been affected by the quality of democracy, which is a catalyst for crisis in the political science space. In the developed countries of the global north, where democracy has matured, focus is on the declining patterns of citizen participation in the processes of representative democracy.

Since 1960s when the focus of interest in public participation changed, it became a prominent topic in governance. A 1969 article by Sherry Arnstein is still one of the most highly cited and influential pieces in the field. Arnstein described a “ladder” of increasing citizen influence and authority over government decision-making. There are three main levels of public participation: nonparticipation, which involves manipulation of the public, tokenism, which involves passing information, and consulting with the public and finally citizen control where the public collaborates with those in government and influence decisions. The figure below shows these three levels with the eight types of engagement that happen at each level.

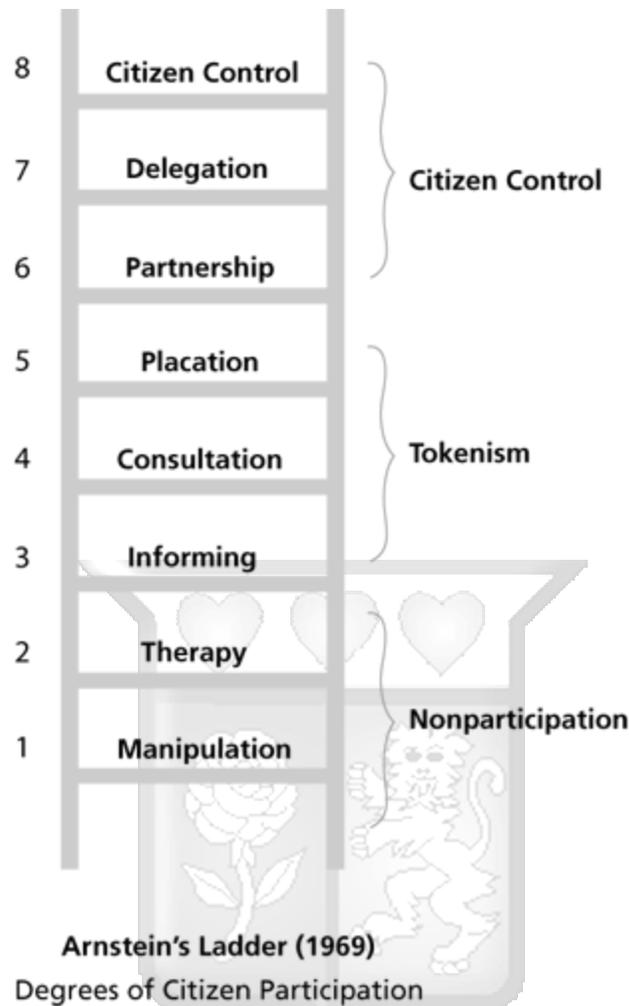


Figure 2.1 Arnstein's Ladder of Public Participation

Boyte (1989) argues that her approach reflected the orientation at that time of the Civil Rights movement, and other community organizing efforts in the United States, to transform social dynamics and gain power for excluded groups. This involved direct action by oppressed groups in cases that called for it to break down the walls of government and elitist institutions. This led to doubts whether public participation could really accomplish equality and inclusion.

In the past, public participation was not a part of the planning or decision-making process (Shipley & Utz, 2012). The late 1960s was considered a period of substantial social and political change around the world. For example, the Vietnam War was underway and, as a result, in North America, anti-war movements began to emerge, and African colonies were gaining independence from Europe (Maslin, 2007). Within North America, a social revolution was underway with many groups struggling with materialism and conservatism norms that were in force in 1960s Western

society (Maslin, 2007). Civil rights and anti-racism movements along with other changes characterized this period (Maslin, 2007).

The 1960s was a particularly challenging time for planners because their roles were changing from agency advocates to neighbourhood representatives (Warren, 1969). For example, experts that had experience working with communities or showed interest in public participation were more likely to be hired (Warren, 1969). Residents' power also increased in spite of the fact that city administrations were not ready to share it with citizens. As Warren (1969) suggests, citizens' power increased because of the frequency of social movements in the cities.

Local officials were forced to share power with residents due to the increased demand for "planning with people" (Wilson, 1963). In an effort to save their power, mayors tried to build strong relationships with neighbourhood associations that were very common at that period, and expected their support during elections (Wilson, 1963). Citizens wanted higher levels of engagement in the projects in their neighbourhoods but were not ready for any changes on their private properties (Wilson, 1963).

Different schools of thought have studied the theoretical approaches to public participation and the success of these approaches in the implementation of public participation. The two main approaches that this study incorporated in the evaluation of public participation guidelines are the functional theory and the theory of democracy.

### **2.2.1. The Functional Theory**

The functionalist perspective is based largely on the works of Herbert Spencer, Emile Durkheim, Talcott Parsons, and Robert Merton. This aspect of the public participation process involves ensuring that the practical aspects of the process such as tangible costs and benefits are effective and efficient. Characteristics that include effectiveness, efficiency, appropriate information usage and getting experts among citizens, and public enlightenment in regards to decision-making process and planning, which all leads to better decisions, are highly regarded and included in the process.

The functional rationale for an impactful implementation of public participation in decision-making includes the following important components: More effective decisions - Public participation can emanate more acceptable decisions if there will be improvement in the decision

making approach through increasing scrutiny and input, from the government and the public that results from the process of public participation (Praxis 1988). Any process of public participation can meet its set objectives and goals specifically during the planning process in order to avoid potential conflicts. As Gardner (1989) states: "public participation is not an end in itself but a means to better decisions". The result is that the decisions are more acceptable to the public because they have participated in those decisions.

A more educated public – Participation by the public is an educational process involving the issues, the decision-making and democratic processes. An informed public is therefore more prepared to assist in decision-making, will bring relevant information to the table and is less likely to initiate unnecessary conflicts.

Better use of public information and expertise - The public can offer the decision-maker two distinct sources of information. First, the public can offer information and expertise that the government does not have in various aspects of governance that require expert advice. Public participation can assist in estimating value and public will. This can result to a better decision making process.

Tipple and Wellman (1989) posit that if the criticism against public participation are considered then then it can have an impact on democracy. The literature also notes that for increase in proper management of resource and planning public participation can be a key aspect. If the public participation process is perceived to be fair, then the public will be more committed to the decision and more likely to accept it. The agency also benefits from the additional information and expertise provided by the public.

The functional theory in this regard looks into the rationale of the implementation of successful public participation processes. This in the end benefits the public and government in terms of avoiding characteristics that may make the implementation lag and yield little or no impact at all in the governance structures. In this case, the study looked at the three selected counties under study, that is Makueni, Homa Bay and Kajiado to be within the functionalist theory in an attempt to evaluate the implementation of public participation guidelines in these respective counties. In this case, the study looks at the level of independence in devolution of the decision-making processes by these three counties, the power given unto both the public and leadership actors, the legal provisions involved and most importantly the institutional frameworks upon which the public

participation guidelines are implemented. This theory led to the first two propositions of the study that stated:

***Proposition 1:*** *To ascertain the extent to which planning and financing of public participation affects its implementation.*

***Proposition 2:*** *To explore the mechanisms available for managing and coordinating public participation.*

### **2.2.2. The Theory of Democracy**

This is the perspective that incorporates the importance of ideals such as fairness and equity. The discussion of the democratic theory involves two distinct theories of democracy: representative and participatory democracy.

#### **2.2.2.1. Representative Democracy**

Prominent theorists of modern representative democracy include Schumpeter, Berelson, Dahl, Sartori and Eckstein (Pateman 1970). The origins of this contemporary theory of democracy can be traced back in time where government had grown to a considerable size and complexity and large bureaucracies were being created. Although the ideal of democracy is the rule of the people through maximum participation, the size of governments had made that ideal impractical that the new ideal became representative democracy, allowing minimum participation by the public.

This was viewed as a realistic arrangement. The general public was seen as apathetic to the workings of the government. and the only amount of participation required, other than by a small elite minority of elected leaders, was provided through voting in elections. According to (King, Feltey and Susel, 1998), in terms of the impact on the substance of government policies, citizens and leaders noticed that public participation conducted through normal institutional channels of elections was very little. This has therefore, over time, led to diminishing trust in government and its structures.

The amount of participation considered necessary was the minimum amount needed to keep the electoral process running. Democracy was equated with a competition between leaders for the citizen's vote to determine the leader who would then represent the apathetic masses and the public will. It was believed that any increase beyond that level of participation would only lead to a destabilization of the system. This therefore led to more challenges from this theory of

representative democracy and needed to be changed to adopt to the new challenges and concerns raised by the public.

This theoretical perspective was important but not key to the study. This was due to the fact that the three counties under study had elected representatives of the public who influenced decision making and utilization of resources. However, the study established that this form of governance was not effective and efficient in good governance. The importance of this theory for the study is the fact that citizens in Makueni, Homa Bay and Kajiado counties go through an election process of choosing representatives to the county assemblies to ensure proper implementation and facilitation of government processes. However, there is more that could be done and achieved through a different mechanism of democracy which was participatory in its nature. This theory led to the third proposition of the study that stated:

***Proposition 3:*** *To establish the influence of the public and county officials in implementing public participation in the county governments.*

#### **2.2.2.2 Participatory Democracy**

Participatory democracy was developed by (Pateman 1970; Bachrach dt. 1970) in response to the shortcomings of the modern representative system. The idea of pure democracy, where people actively rule themselves, was viewed as impractical by contemporary theorists. The limitation of participation through voting, and the lack of accountability between elections is the main rationale for public participation (Stanbury and Fulton 1988).

Participatory democracy can be said to exist "when individuals have a known and quantifiable effect on the (resource allocation) decision" (Knopp and Caldbeck 1990, 15). The most important characteristic of participatory democracy is the involved citizen. According to (McAllister 1986, 35) the best quality of the democratic government depends on an informed, active citizenry. In a participatory democratic society, an individual is a public citizen as well as a private citizen. In addition, it is believed that the individual knows what is best for him or herself, and the collective private will is the best definition of the public will. Therefore, it is the strong combination government and the participation of the individual that creates a good democracy.

The public will be more inclined to support a system that they actively participate in and accept as their own. Participation encourages the government to incorporate all private interests, thus

ensuring better decision-making. A key factor in this stability is the education of the citizen. By participating, the citizen becomes aware and involved in the issues that affect them personally, and at the same time becomes a democratic citizen, skilled in workings of democracy. Pateman recognizes that for a government to implement a great public participation model, the social educative aspect is key for its sustenance and great benefit.

Another characteristic central to the theory of participatory democracy is equality. Each citizen has equal rights and each person's private welfare is equally important for defining public welfare. To evaluate a successful public participation model implemented under the participatory democratic theory, some characteristics are termed as the key elements of great impact.

The first characteristic is that of democratic traits. The democratic criteria of equal representation, equity and accountability are, by themselves, sufficient rationale for public participation in government. Every member of the public has the right to participate in the decisions that affect them, and all positions should be considered. Equal representation involves adequate and timely notification and equal access to information and resources for participation. Equity encourages that the benefits and costs of the decisions are distributed equally, and that avenues for resolving conflict and filing appeals are open to those citizens who perceive the decision to be unfair. The decision-maker should be democratically accountable and the decision-making process, objectives and goals must be understandable and acceptable to the public.

The second characteristic is increased individual and community development. The educational facet of participation can help to develop a more informed and understanding population. In addition, people gain a sense of community and partnership through a public participation process that shares the decision-making responsibility.

The final characteristic is that of increased stability. Participation in democracy can act as a stabilizing influence in society by educating the citizens and reducing frustration and conflict. Participation can allow the citizen to become part of the system and they are therefore more likely to support that system.

The participatory democratic theory is deemed relevant for this study as Makuani, Homa Bay, and Kajiado county residents' participation in institutional decisions is hinged in the democratic practices of these governments. This means that the public freely chooses to participate in these

processes and decision-making in the effort to ensure resources are well prioritized, ensuring accountability and good governance in government. This led to the final propositions of the study that stated:

***Proposition 4:*** *To determine how community awareness and access to public information influence feedback mechanisms for public participation.*

***Proposition 5:*** *To evaluate the different processes of outreach and mobilization for public participation*

### **2.3. Empirical Literature Review**

#### **2.3.1. USA**

In the United States of America, public participation is regarded a top government priority, with policy being regularly revised and submitted to the public for criticisms and suggestions. The Public Participation Playbook was launched in 2015 to facilitate effective public participation by providing best practices and performance matrices. The Playbook has birthed impressive results in various sectors. Its application for example enabled the Peace Corps to better reach its target audience and attain record-shattering applications. (18F, 2016)

States and organisations have gradually moved from using only traditional methods of public participation such as public hearings and meetings, to technology such as social media. This move is said to have been prompted by unsatisfactory results from traditional methods, such as instances of failure to obtain the views of significant members of the public and impossibility of implementation of the people's views due to the period. (Barry Cullingworth, 2013) In sectors such as urban planning and transport, public participation is achieved by way of popular vote, and even legislative action on these matters may be overturned by a vote. (Cullingworth, 1999) Government departments such as the Department of Education employ the use of technology to enable public participation. The department uses tools such as blogs to receive comments, facilitate voting on topics and provide feedback to the public. (Department of Education, 2018).

There has been a great improvement on citizen participation in the federal government. The federal government has incorporated different models of public participation. According to the Advisory Commission of Intergovernmental Relations, citizen participation in government is most direct and most frequent at the local level. Governments at higher levels-states, the federal government,

and regional organizations-inevitably have relied much more heavily upon representative mechanisms, and local governments have moved more toward this form of democracy as they have grown in size (Gerring, Thacker & Moreno, 2007). This is due to the rise in complexities that arose due to the growth of size and as such more service delivery chains created to be effective in governance.

It was realized that citizen participation requirements tend to have a stimulating effect on localities' expenditures (Stenberg, 1972). The amount of influence exercised by the citizen in decision making apparently varies. In some programs, such as General Revenue Sharing and coastal zone management, citizens and policymakers feel that the citizens did affect the setting of priorities as they were highly involved due to the use of the democratic model of public participation. In other cases, particularly programs requiring only public hearings, decisions often were made prior to the citizen participation process and, thus, it was merely a rubber stamp effort. The consequence therefore was citizens not embracing the decisions made and they did not take responsibility of them.

In localities where the democratic model of citizen participation was encouraged and utilized, citizen participation processes tend to help citizens feel closer to individual programs (Pandeya, 2015). This however, does not necessarily reduce their feeling of alienation toward government generally.

### **2.3.2. Canada**

From the 1960s to the 1990s, there was an agitation for consultation between citizens and the local government, largely stemming from land conflicts. This was implemented from the mid-1990s, developing to the present where local government is no longer thought to have a monopoly over implementing the common good. (Graham, 2014)

The Canadian State Department of Justice released a Policy Statement and Guidelines for Public Participation in 2000. The Policy statement posits that public participation processes ought to be 'transparent, accessible, accountable, and supported by factual information and inclusive of the broad diversity of Canada.' The policy also notes that not all public participation practices require consultation or engagement, as some only facilitate communication; which is pivotal in ensuring further participation. Turcotte (2015) in his study finds that Canada has a high level of civic

engagement, with about two-thirds of the population being members or participants in a group or organisation. 44% of these were found to have participated using the internet. (Turcotte, 2015).

The Canadian system of governance highly utilizes the functionalist approach or what is otherwise known as the communicative model of public participation. This is where public participation is high around knowledge and the education of the citizens yielding better decisions and greater implementation of policy as the public has great feedback mechanisms and are involved in giving expert advice to the government in entities that are lacking their expertise.

### **2.3.3. Europe**

The European Institute for Public Participation reported that there has been a lack of well-directed evaluation of public participation therefore making it difficult to improve public participation in Europe. Public participation policy in the United Kingdom is aimed toward granting citizens greater direct control in decision-making. For instance, it targeted to increase the number of local authorities carrying out participatory budgeting from 20 to 400. (European Institute for Public Participation, 2009)

Alternately, the level of public participation in Germany however, is dependent on the issue at hand. Certain public participation practices are also constitutionally prohibited at the federal level. Modern methods of public participation have only been employed at the local level. Interestingly, public participation is citizen-driven and government policy therefore focuses on the effects of public participation and not its establishment. (European Institute for Public Participation, 2009).

The main model of public participation in wider European countries therefore is representative where the public has limitations in citizen engagement. This has led to more complexities as the public feels that the information and resources are not well shared or given inn time to accommodate their ideas and participation. It has seen most development agendas being rebelled against as the public does not acknowledge them.

### **2.3.4. Africa**

The legal and policy framework for public participation varies across the African continent. The Constitution of the Republic of South Africa 1996 for instance, provides for local government and further cites involvement of communities in local governance as an objective of local governments.

The legislature is also mandated to ensure public involvement in the legislative process. Further, South Africa has developed policy to put the law on public participation in motion.

Various public participation methods have subsequently been applied in South Africa. Despite the legal and policy framework in place, public participation has been said to lack a transformative quality. It has been instead, marred by issues such as corruption and inexperienced planners and officials. (Tshoose, 2015)

In Uganda, the Local Councils Statute, 1993, provides the legal basis for public participation, particularly in rural development. Moreover, public participation has played a significant role in reducing HIV/AIDS levels in Uganda. (Ronoh, 2017)

Nigeria applies public participation in different sectors. In a study investigating public participation in urban development, Chado, Johar and Muhammad concluded that the public participation process was not effective at all stages. (Jiman Chado, 2017).

Inasmuch as South Africa has a broad spectrum of legislative prescriptions pertaining to local government on the issue of public consultation and participation requirements, it is difficult to engage citizens due to the lack of proper implementation of a public participation model (Maphazi et al., 2013). This therefore leads to a struggle in implementing an effective and efficient model. Most governments in Africa therefore end up using bits of processed of the functional and democratic models. Some of the procedures include passing on information to citizens through notice boards and holding forums like town hall meetings. The impact reflected here is that of rubber-stamping procedures and very little or no impact at all in decision making therefore losing out on accountability and transparency. As a feature of developmental local government, the challenge to maximise enhanced and more effective public participation strategies will remain a challenge for many municipalities in South Africa and Africa in general.

#### **2.3.5. Kenya**

Public participation in the USA, Canada, Europe and South Africa present a perfect study for the importance of the implementation of public participation in governance matters and democracy. They indeed have a robust democracy that can be attributed to a culture of public participation.

Participatory democracy in Kenya started with community development projects. It is worthy to note that inasmuch as there is a robust legal framework and guidelines to enhance the

implementation of proper public participation, studies show that there is limited evidence that shows the actual implementation of these guidelines and the impact. Whilst bringing out the need for embedding public participation, Owiti (2015) notes that “greater citizen participation has been touted to harbour great potential to stabilize and consolidate gains made, and to improve the state of affairs where it is unsatisfactory or declining.” This shows that with proper implementation of participation, there is a positive impact on governance made by the public by creating a relationship by demand of accountability from development partners and service suppliers.

Mitullah (2002) analyses of the disadvantages of centralized planning brings out her core argument as is that such kind of planning leaves citizens as mere observers during development. In this case, “citizens have to contend or to comply with the policies, decisions and actions that officials bring to bear upon them”. Further she notes various reasons to participating in planning which includes the need to use information from local communities “more accurate source of information about the felt-needs of any region”. Additionally, local communities are geared more to making personal contributions as well other form of support to programs which they feel they have been part and parcel of from the onset. Relegation of citizens to observers leads to less accountability thus poor allocation and utilization of resources meant for public service.

Expectations of compensation for participation where the public often expects to be refunded for their time and makes demands for allowances to attend public participation forums has made it difficult for public participation officers to implement effectively meaningful citizen engagement. According to IGRTC (2016), both the national and county governments have not done any meaningful civic. This has been cited to be due to inadequate funding for public participation both at the national and county governments. This has hindered effective public participation and the proper implementation of the outlined guidelines.

Kenya, from the review of the Constitution of Kenya 2010, acknowledges that public participation is part of the democratic form of government for the people of Kenya. It is for this reason that most counties in the country are trying to implement the democratic model of public participation that is highly involving to the already established functional structure. This, however, has seen a huge struggle in implementation as there’s lack of resources, human capacity and expertise. Most of the identified processes that fall under the guidelines of public participation being embraced in the Kenyan counties include: facilitation of the citizens, increased democratic traits and increased

community development. Due to the challenge of expert advice, proper implementation has lagged behind leading to ineffective and inefficient models being used. There's also a widespread mistrust of citizens towards the government making accountability, transparency and sustainability difficult to achieve.

From the county websites of Makueni, Homa Bay and Kajiado counties, the study noted that only Makueni County had a clearly outlined structure for public participation. The county has implemented a democratic participatory mechanism based on community economic development. This mechanism ensures that the public participation principles and standards are well executed and that the public is involved from planning to delegation of public plans, agendas and projects. This has been made possible by the public matrix, outlined in appendix II, that the county adheres to.

Kajiado and Homa Bay Counties on the other hand do not have a structured public participation structure that has been implemented. However, they have adopted various public participation modalities and mechanisms as provided for in the legal provisions for public participation. This includes conducting town hall forums, using local dailies, websites, radio, SMS platforms, etc. in passing across information and getting feedback from the citizens. This has led to a challenge of effecting effective public participation as it has not been actualized as a constitutional practise but as a legal procedure on a need basis for the governments' activities.

#### **2.4. Overview of literature review and research gap**

Public participation has gained greater prominence in recent years in different parts of the world. For Kenya, this has culminated in the inclusion of public participation as a core principle in the new constitutional dispensation. The literature reveals the impact that effective public participation may have in society, such as the experience in Uganda where public participation aided in the prevention of HIV/AIDS. However, public participation can easily be rendered ineffective and resource consuming, such as in South Africa where corruption is a root cause of ineffective public participation despite there being legal and policy mechanisms in place. Use of appropriate public participation mechanisms is key, and one miscalculated step can be disastrous for the whole process and consequently, for the community. Studies also reveal that public participation should be principle-guided and that use of new technologies and procedures can improve results significantly.

This research lends itself only to the public participation as carried on in Kenya. Existing literature does not address broadly the application of theoretical standards, principles, guidelines and innovations in public participation within counties in Kenya. This research filled that gap by evaluating the implementation of public participation guidelines in the counties identified under this study.

## **2.5. Conceptual Framework**

The conceptual framework as represented in figure 2.2 shows the relationship between the implementation of public participation guidelines in the counties and the five enablers/foundational blocks for sustainable public participation; Planning and financing for public participation, Management and coordination, capacity building of county officials and the public, communication and access to public participation, stakeholder mapping, mobilization and outreach for public engagement. The enablers are the foundational blocks that have to be put in place for public participation to be effective and sustained.

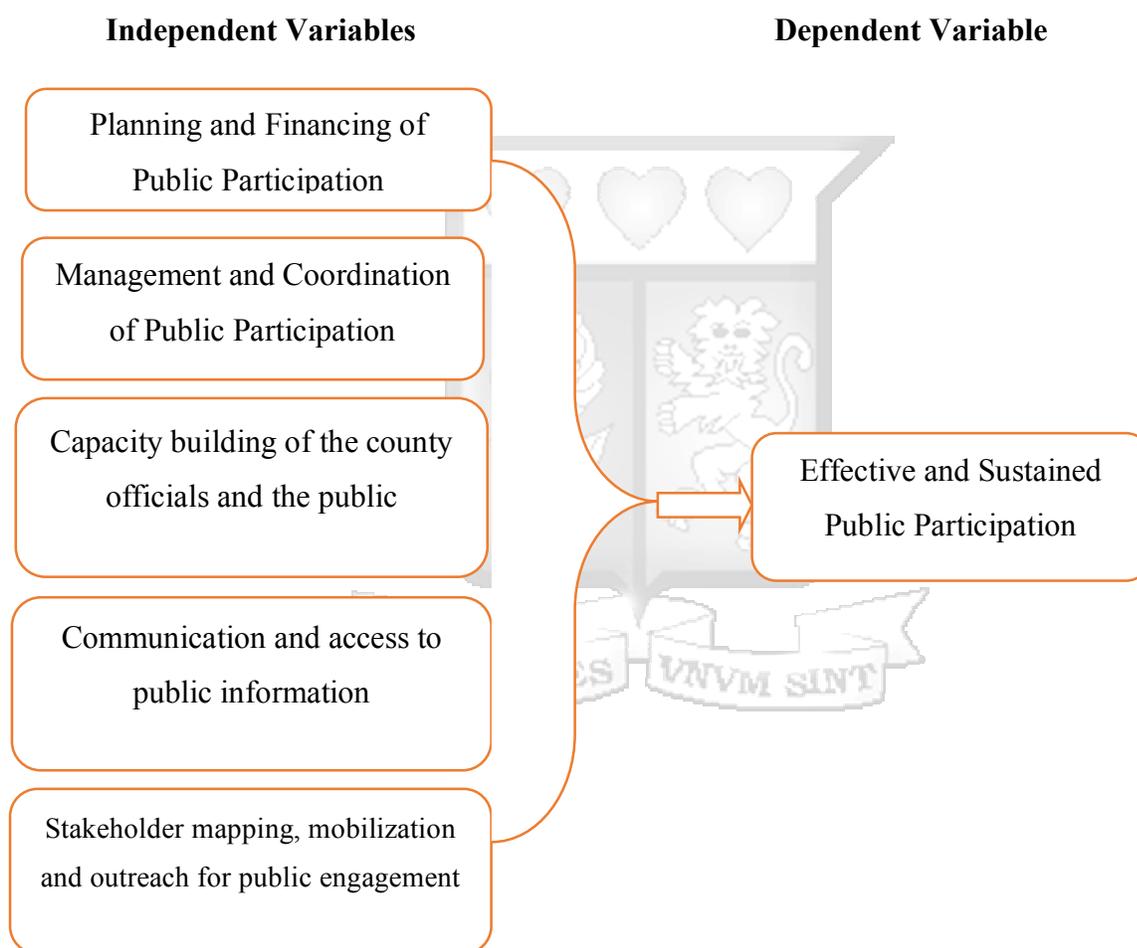
Devolution presents an elaborate opportunity for public participation to be implemented effectively compared to previous decentralized efforts. Public participation in counties refers to the process of involving the public in problem solving or decision making and uses the public input in making decisions. This is a mandatory and continuous process in county governance and it is a necessity to establish structures, steps and mechanisms that are inclusive and easy to follow.

The study sought to understand how counties have planned for the public participation process. This was done through analyses of the various legal frameworks put in place and institutions to facilitate public participation. In addition, the study sought to establish how much has been allocated towards public participation. Secondly, the study sought to identify if mechanism for management and coordination of Public Policy are in place. This includes considerations by county governments having coordinated administrative approach in managing public participation and civic education.

Thirdly, the study sought to identify whether capacity building is part of the public participation process and whether it is a continuous event. Capacity building is key aspect as it ensures both the county government officials and the public acquire the requisite skills, values and attitudes for effective public participation. The study also sought to identify how citizens within the counties access public information and that public communication is embedded in development activities.

The study identified if the counties have designated offices for providing access to information and if any county

The fifth aspect in the study was to analyse stakeholder-mapping, mobilization and outreach for public engagement. This included identifying if counties have set up stakeholder's registers based on the various sectors in the counties. Finally, the study established how the interaction of the six variables explained above and policies put in place by the national government, if any, affect public participation.



**Figure 2.2 Conceptual Framework**

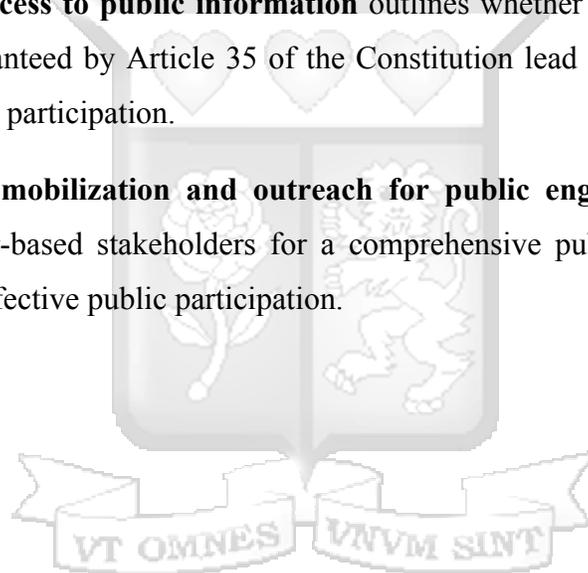
The **planning and financing of public participation** variable is to determine whether both required time and financial resources are allocated for effective and sustained public participation. This variable helps create indicators on how public officials should be evaluated on their engagement with the public. It also helps in determining what percentage of the total county budget may be allocated to public participation and civic education.

The **management and coordination of public participation** variable gives an indication to ensure public participation is meticulously executed according to plans and resources allocated. It also determines whether the independence of the County Executive and County Assembly in managing their own public and civic education processes leads to a better implementation and sustained public participation.

**Capacity building of the county officials and public** determines whether both the county government officials and the public acquire the requisite skills, values and attitudes for effective public participation. It is futile to create mechanisms of engagement without having the human capacity to ensure that the desired engagement is undertaken.

**Communication and access to public information** outlines whether access to information for Kenyan citizens as guaranteed by Article 35 of the Constitution lead to a sustained and proper implementation of public participation.

**Stakeholder mapping, mobilization and outreach for public engagement** indicates as to whether engaging sector-based stakeholders for a comprehensive public participation process leads to a positive and effective public participation.



## CHAPTER THREE

### RESEARCH METHODOLOGY

#### 3.1. Introduction

This study examined the implementation of public participation in three counties; Makueni, Homa Bay and Kajiado. This chapter outlines how the research was conducted taking into consideration the research tools and sources that were used to collect data. The tools, sources, methodology of data analysis and sample selection and how their selection is relevant to answering the research questions are explained.

#### 3.2. Research Design

The research in this study is based on the qualitative method approach, which entails the analysis of qualitative data. Doctrinal approach that is a method focussed on documentation in a specific field, such as analysing legal doctrine, was adopted, which involves primary and secondary sources. The study primarily used secondary qualitative data with a small component of primary empirical data that was also qualitative in nature. For the purpose of this research, documents such as articles, journals and online literatures were the main sources used to analyse the extent to which public participation has been implemented by public participation officers, the evaluation of its success on the three Kenyan county governments and how this compares in the three governments.

The approach employed here used the primary empirical data to complement the secondary qualitative research. The qualitative aspect of this research is tailored to curate information on current public participation efforts in the counties. Information gathered through the KII interviews was used to evaluate the outcomes or effectiveness of these efforts. The data of interest was that pertaining to efforts at enhancing public participation in the three counties during the first term of devolution—from 2013 to 2017.

#### 3.3. Population and Sampling

The target of this study is public participation officers, that is, those that facilitate and help implement public participation processes and models. This study therefore looks to compare to what extent public participation guidelines implementation to enable achieve and enhance citizen participation in matters of county governance at the helm of these officers.

The counties sampled are therefore those that have either made considerable steps towards enabling public participation or those that are considerably lacking in this regard. The sample group is selected in a bid to acquire a representation of the efforts to enhance public participation at the county level through legislative, institutional and policy frameworks and not a representation of all the counties. As such, the goal in sample selection is to identify counties that are in the have no structure on implementation of public participation (pre-implementation stage), that have begun to develop structural framework on public participation (development stage), and that have enacted structures and developed frameworks (implementation stage).

The counties were selected based on whether they have legislation on public participation, whether they have developed county policies for public participation, and whether there are actual institutional efforts made to effect public participation. Makueni, Kajiado, Homa Bay were selected based on these criteria. While several counties passed public participation legislation in the first term of devolution, Kajiado had not. Makueni had made tentative steps in this period by tabling a bill on public participation, while Homa Bay had passed legislation on the same (Kenya Human Rights Commission, 2015). As such, the three counties are representative of three crucial stages in the establishment of public participation channels at the county level: Homa Bay represents the pre-implementation stage, Kajiado county represents the implementation stage and Makueni represents the public participation development stage. Comparing the three counties shed light on the role and effectiveness of legislation, institutional and structural frameworks in driving efforts to establish and promote public participation. This facilitated an analysis of the effectiveness of public participation with and without binding county legislation, guidelines and policy. Additionally, this comparison shed light on the effectiveness of county guidelines, legislation and policy to satisfy the requirements of public participation and what more might be done to enable counties to meet these requirements.

Therefore, the sampling for the Key Informant Interviews (KIIs) was aimed and based on the snowball sampling and criterion of availability (convenience sampling). The identified key informants in this particular study include; the Directors of public participation, Sub-County public participation officers, Sub-County/Ward Administrators, and legal and financial experts of public participation. This leads to a total number of at least 6 informants from each County under study. This makes a total of 18 respondents for the study.

Key Informant Interviews were useful for this study as they helped in understanding the public participation Acts of the counties under study, the extent to which they have been implemented, the successes and shortcomings of public participation initiatives, recommendations to improve citizen participation, and how best to implement successful public participation in government. The Key Informants Interviews' data was thematically analysed using content analysis logic and corroborated with qualitative analysis from other sources for triangulation and consistency.

The objectivist qualitative approach was then utilized to comparing the three counties to the principles of public participation enshrined in the Constitution of Kenya (2010), the Public Participation Bill (2016) and models applied outside Kenya. This approach is an application of the qualitative data collection that was selected to facilitate the comparative analysis that follows. County primary data was collected from their legislations, policy guidelines and the mandates and guidelines of their public participation institutions.

#### **3.4. Selection of the Counties under study**

This research selected three counties based upon the implementation status of their public participation Acts. All the three counties have enacted the public participation Act and are in the process of implementing it to ensure effective participation in government. However, Makueni County is further ahead in terms of the implementation as the county has decentralized to village levels and this has led to an increase in public participation than the other two counties. It also has a structured matrix on how to implement the guidelines which makes the exercise of participation meaningful for the county. Kajiado county, like many other counties is in the process of establishing a structure on how to effectively implement the public participation guidelines. The county is doing so by using partner organizations and encouraging the public through establishing public initiatives thus creating awareness on the importance of public participation as a right and principle of good governance. Homa Bay on the other hand is still struggling like most Kenyan counties on the structure to implement public participation guidelines. The county is in need of proper institutional frameworks and human capacity to ensure proper implementation. Homa Bay County has incorporated the use of CSOs in some of its vital processes that require public participation. The county is facing more challenges compared to the other two in terms of implementation of the county public participation guidelines.

Table 3.1 below shows some of the important characteristics that led to the selection of these counties under this research to be representative of the three typical situations being faced by Kenyan counties across the country.

**Table 3.1 Characteristics of Counties**

<b>Makueni County</b>	<b>Kajiado County</b>	<b>Homa Bay County</b>
Participatory formulation of the County Public Participation and Civic Education Policy involving CSOs and a development partner.	Decentralization to sub-county and ward levels increasing the ability of the County to mobilise citizens for public participation.	Decentralization to sub-county and ward levels increasing the ability of the County to mobilise citizens for public participation.
Decentralization to sub-county and ward levels increasing the ability of the County to mobilise citizens for public participation.	The County Assembly's devolution of Assembly sessions through Bunge Mashinani Forums improving awareness and access to information.	Exemplary facilitation of citizens and CSO participation in the preparation and validation of the 2017/18 budget.
Exemplary facilitation of citizen participation in the management of wards through the ward management committees.	Exemplary participation in budget formulation and validation forums by CSOs.	
Creation of the Complaints, Complements and Information office to ease access to information by citizens and have an alternative complaints' raising mechanism other than petitions.	Initial attempts to decentralize administratively to the village level through enactment of the "County Administrative Bill".	

Implementation of village administration units after motion passed by the County Assembly.		
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### 3.5. Data Collection and Tools

The following tools were used for collecting the study’s data that was analysed to respond to the research questions set forth:

#### 3.5.1. Desk survey

This was the principal tool of data collection which included a library review of legislation, white papers and grey research. The study sought to collect county-specific information on public participation through a subjectivist’s narrow focus on the three selected counties’ legislative and policy frameworks. The desktop survey sought to gather information on the Public Participation Acts of the counties that have enacted the public participation bills and compare them. The acts were analysed against the County Public Participation Guidelines by the Ministry of Devolution and Planning. These two were the primary references of the study.

To evaluate the public participation processes adopted by the three counties under study, the research studied the global best practices and principles of public participation and the extent to which these practices and principles have been adhered to while implementing public participation in government. This information was acquired from reports, journals, legal material and other studies that are relevant to this topic.

These reports, journals and legal material gave data on the qualifications for conducting public participation, the existing models of public participation, the models being implemented and the extent to which they have been implemented through evaluating the impact and the effectiveness. Data realized from these sources was presented in the findings section of the thesis. A comparison of the desk research and the needs assessment of the study on the implementation of public participation in counties in Kenya was done to identify any gaps on the data collection tools (Key Informant Interviews). This enhanced the review and redesigning of the interview guides if need be. It is in this stage also that the key indicators of the study were well defined and structured to give a clear perspective of the objectives of the study and to get accurate data for better decision making and recommendations.

### 3.5.2. Key Informant Interviews

Key Informant Interviews are designed to interview individuals with extensive knowledge, information, on a particular area, topic, or issue. The interviews rely on loosely structured questions, which are administered using a free-flowing conversation approach.

In this particular study, the identified key informants are those bestowed with the mandate of implementing and facilitating public participation in the county governments of Kenya. This include those charged with the office of public participation, legal experts who draw up and advise on the legal framework to ensure that the public participation models adopted are in accordance with the Constitution of Kenya and those in the finance office who budget for and facilitate public participation.

### 3.5.3. Evaluation and Comparative Analysis Criteria

For this study to meet its significance, it is important that it studies the evaluation criteria for measuring the effectiveness of public participation in the Kenyan counties under study. Effective and operable measures of public participation could help policymakers learn from implementation so that they can enhance the effectiveness of the remainder of the participation effort they are currently working on and build long-term institutional capacity for future participation (Rowe and Frewer, 2000; Laurian and Shaw, 2009; Bryson et al., 2013).

This study took into consideration three approaches of measuring and evaluating public participation in these counties. The approaches were process evaluation, intermediary outcome evaluation and resource management outcome evaluation. These three types of evaluation take on the two most commonly used approaches of evaluation, that is process and outcome-oriented evaluation. Table 3.2 below outlines the type of criteria that was used to measure the effectiveness of public participation in government in the evaluation.

**Table 3.2 Evaluation Criteria of Public Participation**

<b>Process Evaluation</b>	<b>Intermediary Outcome Evaluation</b>	<b>Resource Management Outcome Evaluation</b>
Accountability	Development of social capital: interaction and network development and trust	Ecological improvement

Cost-effectiveness	Products from the process: agreements, end to a stalemate, innovation, institutional change, shared knowledge and information	Economic improvement
Deadlines and milestones		Human health and wellbeing improvement
Facilitation		Implementation of an accepted plan
Knowledge inclusion		Reduction in conflict/increased harmony
Legitimacy		
Power		

Evaluation of the processes of public participation also indicated, in most cases, the end of the outcome evaluation. With successful processes of public participation, it should lead to effective outcomes of the agenda. Given the criteria in table 2 above, this study yielded a comparative analysis based upon the evaluation criteria and include the following thematic areas of analysis:

**Accountability:** Evaluation can help improve and verify accountability structures. Elected officials, agency personnel, stakeholders, civic leaders, and citizens want to know if the programs they are funding, implementing, voting for, objecting to, or receiving are actually having the intended effects. Answering this question can only be done through evaluation. Evaluation can help serve these ends by providing one mechanism of quality control. This aspect of accountability gave an indication as to whether the processes, structures and resources set aside for public participation are effectively utilized to enhance successful engagement. From the study, the variables that gave indication of accountability were communication and access to public information. This ensured that the public participation officers answered to the public and that they made accessible information required for effective public participation.

**Management:** Evaluation provides useful and practical information about a project in its context that can help administrators monitor and improve implementation and management. For example, evaluation can offer a fresh look at public participation models being implemented, increase knowledge and awareness of these models and their impact on the government and community,

identify areas for improvement, track changes and impacts over time, and help determine whether a particular model should be modified, expanded, continued, or cancelled. The study used the variable of management and coordination of public participation to determine whether the evaluation of management led to a sustained public participation.

**Finance and resources:** Evaluation can help ensure that public monies and resources are being used appropriately and efficiently. In an era of budget scarcity, evaluation can be used to assess the costs and benefits of public participation programs, to determine whether participation saves time and money in the long run, and to ascertain how best to allocate financial, human, technological, and other resources to achieve desired goals. Such information was extremely useful for justifying programs, particularly when those programs are effective but at risk of being scaled back or cut altogether. This was evaluated using planning and financing of public participation variables to ensure sustainable cost effectiveness and time allocated to the public participation processes.

**Legality:** Evaluation can help managers determine whether their participation programs are adhering to—and meeting the intentions of—relevant laws, rules, and mandates. Because much citizen participation is mandated by law, it is important to understand how such programs are being used to accomplish broader societal or legal goals and how well they are serving the needs of government at large, as well as the needs of individual agencies and the public. This was determined by the legitimacy and power of the processes.

**Ethics:** Evaluation can help make sure that participation programs have fair and appropriate representation and that participants understand the impact of their contributions. This makes participation programs more likely to foster democratic values such as transparency, accountability, and legitimacy, among others.

**Ownership:** When done right, evaluation can help build ownership of problems, processes, and outcomes. Within public participation officers, evaluation signals that a program is supported and considered meaningful. Outside officers, evaluation demonstrates to allies, stakeholders, and citizens that the government is interested in improving its participatory processes. This might generate interest among outside groups in assisting with evaluation and taking a stronger role in addressing the problem or issue for which participation is being used. This is indicated through

evaluation of knowledge, communication and access of information to the public and inclusion in public participation processes and models.

**Research and theory support.** Evaluation can help improve the study and practice of citizen participation. Most research on citizen participation has dealt with questions about scope (Who participates? How many participate? How is participation structured?). There has been less focus on questions of quality (Is participation effective? What are its impacts and outcomes?). These and other questions about quality can only be answered through evaluation. Of the facilitation of the processes of public participation.

### **3.6. Data Collection Procedure**

The researcher collected secondary data from legal doctrine approved by the government of Kenya, policies by the county governments under study, legal literature on public participation and documentation from journals, books and scholarly theses. For the key informant interviews, there was an Introduction Letter to introduce the researcher and the purpose of the study to the respondents. Subsequently, the researcher interviewed the key informants after receiving the authorization to collect data from the targeted institutions.

Before collecting data from the key informants, there was need for the researcher to test the validity and reliability of the secondary data collected for the study. The researcher ensured the validity and reliability of this data by getting feedback from the key informants of the study. This established the accuracy of the data collected and incorporated necessary recommended corrections that were made before collecting key informant data.

Data was collected from the key informants by recording interviews on a predetermined questionnaire where the researcher recorded the information gathered. The data collected was recorded in a spreadsheet in a coded format for analysis. King (2003, p. 431) states: ‘Coding is the process of attaching a label (code) to a section of text to index it as related to a theme. The study coded the data in thematic form with regard to its objectives.

### **3.7 Data Analysis Techniques**

#### **Data Analysis**

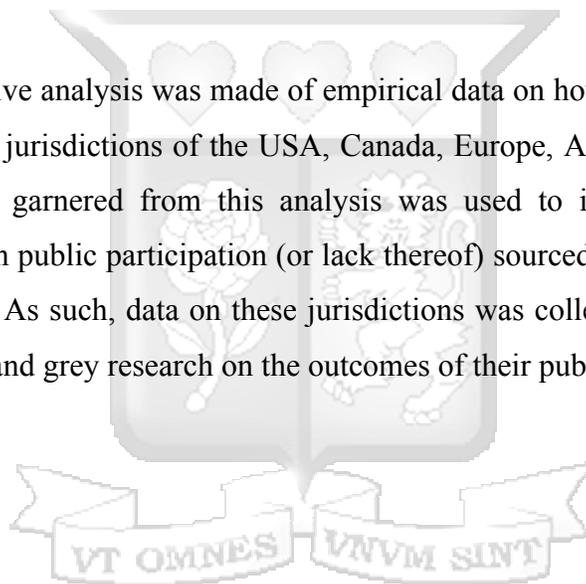
The analysis in this study is tailored to provide answers to the research questions enumerated in chapter one. The study therefore analysed the implemented standards and principles guiding public

participation in the counties by evaluating their robustness and shortfalls in light of the principles of public participation that the constitution prescribes. This entails an analysis on the presence and effectiveness, or lack thereof, of legislative provisions on public participation. This was followed by an enquiry into the existence of the necessary institutions to put these legislative provisions in effect. Lastly, the study analysed the mechanisms the counties have installed to facilitate feedback and innovation as an effort to enhance public participation.

The qualitative data collected from the key informants was coded using structured and emergent coding and analysed. Descriptive statistics were used in cases of any quantitative data that was important to this study.

### **Data Analysis Models**

In this study, the qualitative analysis was made of empirical data on how public participation has been implemented in the jurisdictions of the USA, Canada, Europe, Asia and other countries of Africa. The information garnered from this analysis was used to inform the discussion on qualitative information on public participation (or lack thereof) sourced from the relevant county legislations and policies. As such, data on these jurisdictions was collected through a review of their policy frameworks and grey research on the outcomes of their public participation efforts.



## CHAPTER FOUR

### DATA ANALYSIS, PRESENTATION AND INTERPRETATION OF FINDINGS

#### 4.1 Introduction

This chapter will entail the data analysis, findings and interpretation of these findings as set out in the research methodology. The study sought to evaluate the implementation of public participation models in county governments in Kenya.

The main research tool that was used in the study to collect the missing data from the desktop survey was conducting key informant interviews in the three counties. The interview guides were formulated in line with the study's objectives. To ensure that the data collected was of quality and valid for the study, both structured and unstructured questions were included in the data collection tool.

The data gathered from the study was cleaned and analysed in the categories outlined under the study methodology and the results were used to evaluate the extent to which public participation models have been implemented in county governments in Kenya. This was to further establish the impact of the outcome on government and governance concerns on the improvement of governance and the communities within which these counties are located in the country.

#### 4.2 Response Rate

The research successfully conducted key informant interviews and was able to obtain information from 15 respondents out of the targeted 18. The major challenge for lacking more respondents was due to the fact that most persons in charge of the public participation in the counties were on fieldwork in remote parts of their respective counties hence could not be reached at the time of the research.

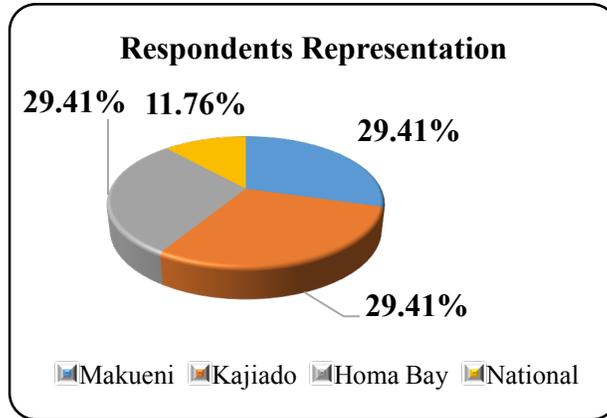


Figure 0.1: Respondents representation

Due to time constraints, the researcher used data gathered from the 15 respondents to fill in the gaps that were identified from the literature review for this study. The figure above shows a representation of the respondents from each county. 5 representatives mandated with facilitation and implementation of public participation from each county and 2 officials from independent bodies, that is the CRA and a legal expert, were interviewed.

#### 4.3 General Statistics

This research sought to gather data from primary sources indicated to be two, that is county public participation acts and the county public participation guidelines from the Ministry of Planning and Devolution. The study had data from both Makueni and Kajiado Public Participation Acts that forms the largest legal framework under which both counties run their public participation activities. Homa Bay County on the other hand is yet to enact its Public Participation Bill and as such carries out its activities of citizen involvement following the guidelines of the Ministry of Planning and Devolution and the Constitution of Kenya, 2010. This means Homa Bay County is still in the pre-legislation stage of the enacting of the public participation act.

The other important data collection tool used by this study was that of key informant interviews where key informants were identified and gave information on the implementation of different public participation models in the counties. The table below shows the roles of the interviewed key informants and their roles as concerns public participation in government.

**Table 0.1 Respondents' Designation**

<b>County</b>	<b>Respondent's Designation</b>
<b>Makueni</b>	FBO CSO Officer
<b>Makueni</b>	PPCE Officer
<b>Makueni</b>	Sub county Civic education Officer
<b>Makueni</b>	Office of Governor
<b>Makueni</b>	Budgeting and planning
<b>Kajiado</b>	Sub county Civic education Officer
<b>Kajiado</b>	Lawyer
<b>Kajiado</b>	Ward Public Participation Facilitator
<b>Kajiado</b>	Director PP office
<b>Kajiado</b>	Finance and Budgeting, Office of governor
<b>Homa Bay</b>	Economic Advisor
<b>Homa Bay</b>	Finance
<b>Homa Bay</b>	Ward CSOs coordinator
<b>Homa Bay</b>	Sub county Civic education Officer
<b>Homa bay</b>	PP- Training and awareness
<b>National</b>	Legal Expert
<b>National</b>	CRA commissioner

The study noted that most of the key informants in the county governments have been in their positions for less than five years.

#### **4.4 Public Participation Guidelines**

The Ministry of Devolution and Planning (2015) has published guidelines that county governments use in line with implementing their public participation activities. The guidelines have been outlined and represented in the table below in four defining themes that when actualized should lead to a successful and impacting public participation.

**Table 0.2: Summary of Public Participation Guidelines**

<p><b>1. Steps in establishing content for discussion</b></p> <ul style="list-style-type: none"><li>• Identify policy problems.</li><li>• Formulate policy proposals.</li></ul> <p><b>2. Legitimising decision-making process</b></p> <ul style="list-style-type: none"><li>• Define who needs to be involved in public consultation.</li><li>• Decide what level of public participation should take place.</li><li>• Identify decision makers.</li><li>• Identify opinion shapers.</li><li>• Identify institutional capacity to undertake.</li><li>• Specify the decision making process and schedule events.</li></ul> <p><b>3. Implementing the policy, legislation or development plan</b></p> <p><b>4. Monitoring and Evaluation</b></p> <ul style="list-style-type: none"><li>• Outline the oversight, monitoring and evaluation framework for policy, legislation and development plans implementation.</li></ul>
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*Source: Adapted from Ministry of Planning and Devolution and Council of Governors*

Reviewing the Public participation acts of Makueni and Kajiado counties, the research established that the legal framework enacted by these counties (Kenya Law Review, 2016) incorporates the above guidelines for the public participation processes to be undertaken. The Homa Bay County public participation bill of 2014 also captures in detail the guidelines. This shows that in essence, the counties under study have a framework that aligns the public participation processes to these guidelines.

It is however important to note that from the key informant interviews undertaken by the county government officials, the counties have the legal framework required and that conforms to these guidelines but lack effective implementation. Kajiado and Homa Bay county officials noted that it was difficult for them to legitimise the decision-making process for public participation activities.

In Homa Bay County, for instance, it was noted that there was a lack in identifying institutional capacity as it was lacking and as such was overwhelming to carry out the activities effectively. Scheduling of events was therefore delayed leading to a delay of subsequent activities and

outcomes. This led to the general dissatisfaction of the citizens on the effectiveness of public participation activities within the county.

Kajiado County on the other hand faced a similar challenge of lack of institutional capacity but sought to partner with CSOs and private sector stakeholders to help in the effective running of these activities. The study noted, however, that this alternative to ensure effective participation from the public led to financial implications that resulted into less activities being carried out.

Makueni County recorded a great form of infrastructure among the three counties to implement the above outlines with ease and within the timelines required to implement the required plan or project by the county government. This was due to the ongoing trainings of the county officials from partner organizations who are experts in the participatory methods in community development.

#### **4.5 Evaluation of the Implementation of county Public Participation Guidelines**

To measure the extent of implementation of county public participation guidelines in the county governments, the study formulated an evaluation criterion that was based on the guidelines enabling a sustained and effective public participation. The study sought to establish the mechanisms being used by the counties under study and the extent to which they have impacted governance in the specific counties.

##### **4.5.1 Planning and Financing of Public Participation**

Timely access to information, financial resources, data, documents, and other information relevant or related to policy formulation and implementation is one of the key guidelines under public participation processes in county governments in Kenya. This was the first objective's variables for the study. This implementation was however only seen to be implemented in Makueni County.

In Homa Bay county, the purpose of public participation forums was made clear through the media. However, very short notice (often just one day) was given to the public to prepare. The documentation County Budget and Economic Forums (CBEFs) and Public Participation in Kenya (International Budget Organization, 2017) was uploaded on the website, but was written in technical language. This made it difficult for the citizens to engage in public participation activities related to budgeting review processes of the county. The study also noted that according to the Communications Authority of Kenya (2016/2017) report on internet penetration, many members

of the public, especially in villages, do not have access to the internet, which was a further limiting factor. Notices for public participation were found to be very short. In one case, a newspaper advertisement was placed the day before the consultation. The consultations were held in central locations, such as sub-county offices and secondary schools. However, some county officers observed that willing participants were unable to attend because they could not afford transportation and the county could not offer facilitation due to their tight budget on public participation activities.

There was a general lack of awareness identified by the key informants, both nationally and in the counties, by the public on matters concerning public participation in governance matters for both governments. The study noted that most citizens did not know about upcoming public participation activities in their counties and if they knew, they had no knowledge of the venues and the date when they were scheduled to take place. (Hartley & Wood, 2005:320). Additionally, the study noted that the counties are not taking full advantage of the opportunity put forth by technology. Technology should be adapted and put in use in the public participation process given that technological development is advancing steadily, yet rapidly (Kingston, Carver, Evans & Turton, 2000).

Openness and transparency are also required to achieve a sustainable and effective model of governance for proper utilization of resources. Citizens should be able to hold accountable those in governance to achieve efficiency. Those in governance on the other hand have a responsibility to be open in all processes to ensure excellent service delivery. The study showed that Makueni County government's infrastructure has seen the citizens have trust in the government since they are involved in all governance matters of the county. It is worth to note that this has led to ecological improvement of Makueni county with the citizens' involvement in decision making given the information government makes available to them. This has enhanced better livelihoods for the people.

In Kajiado and Homa Bay counties, there have been cases of citizens complaining of government officials not being transparent to the citizens. This can especially be shown from the reports given by the auditor general of the financial years between 2013 to 2017 which show that resources allocated these two counties were not well utilized. Citizens also made complaints that they were

not consulted or made aware how these resources were allocated and utilized in the county governments.

Accountability according to Vendelin & Sifael (2018), is a process used by organizations/duty bearers to ensure that its stakeholders' needs are met through their decision making and activities. The process is based on four pillars: transparency, participation, learning and evaluation and feedback mechanisms that allow an organization to give an account of, take account of, and be held answerable by stakeholders. Accountability in this study was measured by the financial management of the counties under study.

The County Budget and Economic Forum (CBEF) is an important tool for facilitating public participation at the county level. An elaborate framework on public finance is provided for by the The Public Finance Management Act, 2012 and further directs the formulation of County Budget Economic Forum to assist in budgetary matters that is consultative. The CBEF assists the counties in many ways which includes identification of priority for budget areas and programmes according to the Commission on Revenue Allocation (CRA). The Forum, further provides the framework for consultative engagement on aspects such as County Fiscal Strategy Paper (CFSP) and the Budget Review and Outlook Paper (BROP) which are important documents in the process. It is in these budgeting processes for the county governments that public participation is highly required to ensure that proper prioritization for programmes and plans is done.

All the three counties under study were found to have implemented the CEBF as guided by the Commission for Revenue Allocation. It is however worthy to note that in Makueni County, this was implemented in 2018 and as such, this had slowed down a bit the consultation process and public participation from the citizens of the county.

Kajiado county comes out strongly of the two counties to have the best public participation activities around the budgetary processes of the county. All sub counties and wards have committees that a majority is the citizens who contribute and help in decision making in the budgeting processes. Homa Bay County on the other hand is the weakest of the three in the involvement of the public in its budgeting activities. It was noted that Homa Bay county invited its citizens for engagement but the government did so on short notice. The information made available to citizens was also not user friendly thus limiting their contribution in the activities.

In all the three counties under study, the study noted that the key informants outlined that the cost effectiveness of running public participation activities was in dire need of more funding. The budget allocation to the office of public participation in all the three counties was quite low to run the activities intended for effective public participation.

#### **4.5.2 Management and Coordination of Public Participation**

The second objective comprised of the management of projects where, only Makueni county was discovered to have entrenched and established a Program Management Committees' (PMCs) method to enable citizens provide oversight while at the same time partaking in decision-making and implementation of projects. There was clear independence of the Public Participation Office from the County Assembly which ensured the office's autonomy in running effective public participation.

#### **4.5.3 Influence of the public and County Officials on Public Participation**

Makueni was discovered to have some of the best mechanism to facilitate citizen engagement. The Civic education framework was discovered well developed with a well planned structure that operates under the office of the County Executive Committee member in charge of devolution and public service. The Public Participation Office which is run by the Public Participation Coordinator works through six Sub-County Education Coordinators (SCECs). These coordinators work closely with the ward public participation facilitators (WPPF) at the level of wards.

County officials engaged during the study were viewed that national laws to be sufficient enough to carry out public participation. However, most citizens especially from Homa Bay county were critical of this position. They emphasized that lack of the legislation created challenges in carrying out effective public participation. Disagreements between the county executives and county assemblies largely contributed to inability to pass the necessary legislation. One key area of disagreement was found to be the use of resources for public participation. This is because most officials felt that public participation could be handled by anyone and needed no experts in its implementation.

#### **4.5.4 Influence of Communication and access to public information**

Makueni County was discovered have lack the County Budget and Economic Forum (CBEF), which undermined citizens participation in budgetary matters. The county has a uniform Public Participation Matrix that is outlined in Appendix II. Makueni County has incorporated the use of

public fora for its public participation activities. These include town hall meetings, public barazas and focus discussion groups. It also uses the community radio that broadcasts in the ethnic language to create awareness of public participation activities. Key informants from Makueni also noted that there's use of SMS platforms and the use of local newspapers and the county government's website to pass across the information required to citizens to have effective public participation.

The study established that Kajiado County has the needed legal framework to conduct public participation activities. However, the infrastructure that has been put in place is not sufficient to conduct effective public participation. The county uses its website, sub county office notice boards, SMS platform, local radio stations and town hall fora to carry out its citizen engagement activities. In it doing so, the county realized that the citizens had little or no interest in being part of the public participation activities. Due to this the county came up with interventions that would motivate the citizens to embrace public participation as a critical principle for effective governance. The Director of the office of public participation in Kajiado county noted that one of the initiatives by the county dubbed "Bunge Mashinani" would see the legislative arm of the government conduct its activities in public to help citizens comprehend the law and their rights. This has led to creation of more awareness and motivation to the citizens to take up roles and responsibilities in the county government's activities.

Feedback from the public was sought in public meetings, on the county website, and occasionally via SMS. The County Assembly used its own mechanisms to source feedback through the offices of the MCAs at ward level. During the preparation of the 2014/2015 budget, participatory forums were held late; only one day's notice was given to the public for written feedback. This was in the form of memoranda. CSO networks were engaged in discussing the feedback from public meetings as part of the Budget Committee. This was not the case before where feedback was sought during the meeting. Furthermore, the county has now employed an NGO and Diaspora Coordinator who will help improve the relations and feedback from non-state actors. No feedback has been provided to the public on matters placed to them for input.

This research noted that in Homa Bay County, the required legal framework as outlined by the Constitution of Kenya was in place. However, there was little infrastructure on communication

and access to information by the public that was set aside for the public participation activities to take off for the benefit of the county citizens and the government at large.

#### **4.5.5 Stakeholder mapping, mobilization and outreach for public engagement**

Public participation is a tool that ensures ownership of projects, decisions and plans by both the citizens and the county government. Ownership ensures proper outreach for implementation of effective public participation, that an activity is well executed and implemented as both parties have determined the importance of the activity. This leads to great outcomes and benefits to the citizens and government.

In the three counties under study, Makueni County was the most exceptional on ownership. The key informants outlined that it is the citizens who come up with the ideas on projects and plans for their wards and sub counties. The citizens also chose those who were qualified and knowledgeable in specific matters to help in decision making. This ensures that the citizens prioritize well their resources and are keen to implement beneficial projects to the community.

In Kajiado and Homa Bay counties however, ownership was quite low as the citizens felt that the plans and projects were decided upon by those in government hence, they did not feel like they were a part of the participation. Homa Bay county was noted to be using its CSOs network to provide education on the importance of ownership of projects of the county. Feedback was provided to the CSO network members, who were expected to communicate the same to the public. However, in practice this rarely happened as they were wary of being seen as the mouthpiece of the county. Citizens are only able to see whether their inputs were taken on board in final documents, but these generally lack reasons for decisions taken. A county website has been established to provide information to the public, but internet penetration in the county is still low making such citizens isolated on the county plans and projects.

#### **4.5.6 General Citizen participation Benefits**

Makueni County in its public participation report identified that there have been gains for the county from effective public participation implemented by the county despite the challenges of implementation. The most important benefit for the county has been the social impact achieved which has helped in lessening conflicts of social nature through collaboration of different interest groups and stakeholders. Public Participation investment has helped counties reduce on social conflicts that may arise and the development of required laws and policies.

The other important effects that the county has benefited from is the economic impact which has seen enlightenment of citizens who are actively involved in the development process thus impacting on decisions which have influenced livelihoods in a positive way.

Kajiado and Homa Bay counties have not documented public participation benefits they have realized but the key informants feel that there have been major milestones achieved in accountability and proper utilization of the limited resources the counties have.



## CHAPTER FIVE

### DISCUSSIONS, CONCLUSIONS AND RECOMMENDATIONS

#### 5.1 Introduction

This chapter will give the summary of the findings of the study, the conclusions and recommendations and further areas of study. This chapter will outline major deductions made from the study regarding evaluation of the implementation of public participation in county governments in Kenya.

#### 5.2 Summary of Research Findings

The main purpose of this study was to enhance the evaluation of the implementation of public participation models in different county governments in Kenya. The study also sought to understand the innovations adopted by the various county governments to enhance effective public participation in line with the guidelines, best practices and principles of public participation processes. The research in this study was based on the qualitative method approach, which entailed the analysis of qualitative data. Doctrinal approach, such as analysing legal doctrine, was adopted, which involved primary and secondary sources analysis in the themes outlined in the research methodology for the study.

##### 5.2.1 Planning and Financing of public participation

For its first objective, the research found that all the three counties had extensive and comprehensive legal frameworks and provisions for the implementation of effective public participation.

From the findings, the research noted that due to financial constraints in all the three counties, institutional guidelines for public participation processed had not been achieved fully. This is in contrast with the study's literature, Innes et al. (1994), Margerum (2002), Beierle (1999), and Howell, Olsen, and Olsen (1987), who presents a compendious range of approaches to apply in developing effective participatory procedures in managing the environment. The studies explain that for any successful public participation, there should be sufficient planning time and financial allocation for those activities. Sub county officers in Kajiado and Homa Bay counties noted that they did not have offices in place and as such were using the county's headquarter offices. This

made citizen engagement hard and, in most cases, delayed the time it took for the officers to run public participation activities in their areas of jurisdiction. This was in agreement with

### **5.2.2 Management and Coordination of Public Participation**

The second objective of the study showed that governance structures are created in a way to give the public responsibility and delegate decision making to them enhancing **co-management / partnership** of the public resources and plans. Kajiado and Homa Bay counties have showed little or no effort in actualizing this principle. This is shown by the research findings where the legal provisions of the both counties have incorporated this guideline but the counties face complaints from their citizens on how irresponsibly resources are being utilized given the reports of the Auditor General (2017). Makueni county on the other hand is putting up mechanisms in its public participation matrix (Appendix II) to ensure that the citizens are a part of the decisions and projects they put forth to the county government in a bid to ensure transparency and accountability of the resources for the county. This has in turn led to **commitment** as a good global practice for public participation. It has seen public participation decision makers in Makueni county provide the required resources and good time to ensure a meaningful participation. This principle is in agreement with the participatory democratic theory where the public is responsible for their decisions. The finding also agrees with (Lakin, 2013) who outlines extensively that the public can determine how to spend development (capital) funds on investment projects in the county. This is however not the case for Kajiado and Homa Bay counties where the public does not fully participate in the management and coordination of public participation activities.

### **5.2.3 Communication and access to information**

Findings from analysing the models used to enhance public participation, according to the fourth objective of the study, in the three county governments under this study pointed out to the fact that Makueni County had the best infrastructure that put into account the global best practices, standards and principles of public participation.

On **Information Exchange**, all the three counties showed the effort they put forth in ensuring provision of information to support public understanding of the county's project, plans or development that needed their engagement and effort. There's not much dialogue in this part as information was just provided for the public's consumption. Makueni county's modalities show that various ward and subcounty forums are held in order to come up with proposals, needs

assessment and prioritization of these plans and development agendas. The county partnered with various organizations that had capacity and expertise in the various technical aspects of the plans to ensure that citizens understood what the technical information passed for their consumption to ensure further effective contribution from the citizens.

Kajiado county passed information using radio and the local dailies for the citizens to have access. They also posted this information on the county's website. They however did not make effort into helping simplify the technical terms and jargon used in the information accessed by the citizens.

Homa Bay county's performance on information was lower than both Makueni and Kajiado counties as key informants noted that the information was in most cases given on short notice to the citizens and in most cases was also not simplified for the citizens' comprehension to help lead to effective citizen participation.

**Consultation** is another guiding principle and global best practice where public opinion is sought by the decision makers and there's feedback mechanism established on the information provided to the public. Makueni County still comes out as the best of the three counties in consultation with its citizens. The county has implemented their petition and feedback mechanisms from the citizens. This influences the effectiveness of public participation. From the findings however, the research realized that Kajiado and Homa Bay counties lag behind in the aspect of consultation as they have a petition provision in their legal requirements but have not implemented it. This has therefore made it hard for citizens' feedback to be considered in decision making by the officers and facilitators of public participation in these county governments.

In the three counties under study, Makueni County was the most exceptional on having the most innovative measures to carry out public participation. It also had the best feedback, complaints and petition mechanism in place when compared to Kajiado and Homa Bay counties. According to the Makueni County Public Participation Report (2017), the most innovative measure in place for public participation is citizen's ownership of projects, plans and ideas. The citizens came up with the ideas on projects and plans for their wards and sub counties and prioritized them first before handing them over to the public participation officers for decision making processed. This ensures that the citizens prioritize well their resources and are keen to implement beneficial projects to the community.

In Kajiado and Homa Bay counties however, innovations were geared towards information exchange which only allowed passive or indirect public participation which outlined information consumption by the public. Their innovative mechanisms included use of technology, in most instances use of SMS platforms and social media to reach the public for participation. Since this led to little motivation, Kajiado county is looking towards setting up initiatives of public interest to motivate citizens in participating in public affairs of their county and to also feedback on how best to influence effective and efficient governance.

#### **5.2.4 Stakeholder mapping, mobilization and outreach for public engagement**

In the last objective of the study, the county governments are also expected to ensure proper stakeholder mapping, mobilization and outreach for efficient and effective public participation. The public participation officers are therefore expected to have good **Collaboration / Engagement** between them and the citizens. The public or its representatives are engaged in creation of solutions and how to implement them thereby influencing decision making processes. Of the three counties, Makueni county depicted a strong engagement relationship with its citizens. Citizens' representatives are allowed to go through all the phases of public participation processes thereby influencing decision making. Kajiado county on the other hand was coming up with innovative ways to motivate its citizens into having a good collaboration with the county government. This includes road shows and having the county assembly start a public legislative initiative geared towards interesting the citizens. Homa Bay county, due to the challenges identified by the study lacked the institutional capacity required by the county government to have a proper engagement with its citizens. Most key informants from Homa Bay County identified that they only engage citizens on a need basis rather than making it a part of the governance requirement and principle.

#### **5.3 Conclusion**

Findings from the three county governments under this study show that many achievements have been realised in the public participation processes, but some problems may exist in terms of approaches used, administration procedures and citizens' negative attitudes. Inclusionary and exclusionary issues in the participation processes do exist unintentionally, but were attributable to limitations in budget, improper approaches used and lack of awareness amongst local residents and the stakeholders.

It is worthy to note that this study realized that only Makueni County had a clearly outlined model for public participation. The county has implemented a democratic participatory model based on community economic development. This model ensures that the public participation principles and standards are well executed and that the public is involved from planning to delegation of public plans, agendas and projects. This has been made possible by the public matrix, outlined in appendix II, that the county adheres to.

Kajiado and Homa Bay Counties on the other hand do not have a structured public participation model that has been implemented. However, they have adopted various public participation modalities and mechanisms as provided for in the legal provisions for public participation. This includes conducting town hall forums, using local dailies, websites, radio, SMS platforms, etc. in passing across information and getting feedback from the citizens. This has led to a challenge of effecting effective public participation as it has not been actualized as a constitutional practise but as a legal procedure on a need basis for the governments' activities.

The study concludes that the following are challenges of integrating public participation in the devolved governance for sustainable development: negative attitude towards public participation; lack of motivation of the public to participate lack of awareness of participation meetings; lack of capacity to participate; lack of designated venues; the nature of language during public meetings; and citizens are given short notice about public participation forums and inadequate time to reflect on development plans/proposals.

Therefore, these findings highlight the need for policies that will address the gap between meeting the minimum legal requirements of public participation, the extent to which public participation models have been implemented and how to achieve meaningful participation.

#### **5.4 Recommendations**

Findings from this study showed that there have been significant strides that have been implemented by various county governments to ensure that they meet the set out legal and institutional provisions for public participation processes and activities. The study however noted that there are many challenges that county governments need to take into consideration and create solutions towards achieving proper implementation of effective public participations. The study therefore sought to give its recommendations to the institutions mandated to implement efficient and effective public participation.

#### **5.4.1 Recommendations to County governments**

Public participation is a key principle that should be incorporated in the governance and operations and maintenance structures of the water points in both counties to ensure sustainable functionality. The County departments should work in partnership with the County department of governance and county department of public participation to come up with proper institutional systems. These will guide effective implementation of public participation in key decision-making processes especially in governance, social accountability (of which participation and feedback is key) and financial management of the county resources. These three departments will have a key role of stipulating the requirements of citizen involvement and ensuring that proper mechanisms and resources are put in place to achieve effective participation.

There's need to foster transparency and accountability processes and procedures that require all actors in government to be answerable to their constituencies and stakeholders. These processes and procedures should allow for criticism of how management, operations and maintenance of these water points are carried out and give room for participation to improve on these processes and procedures. Community social auditors should be used to ensure that social accountability from all the actors can be measured and tasked to give areas of improvement to ensure sustainable accountability that will translate to sustainable benefits of governance.

Building capacity of sub-county and ward administrators in order to perform public participation work effectively and civic education on the functions and roles of the county government, among other issues is critical.

Work towards more effective engagement with CSOs and other stakeholders in carrying out civic education and mobilizing citizens for public participation.

#### **5.4.2 Recommendations to partner organizations (CSOs, Private sector)**

Aim to have more structured engagements with the county government through Memorandum of Understanding that detail commitments and responsibilities on both sides to ensure effective implementation of public participation models that are impactful to the community.

Form and manage a broad CSO network in the County as well as thematic networks (networks that deal with different thematic issues such as finance) to be effective in facilitating public participation.

### **5.4.3 Recommendations to policy**

There is need for policy makers to promote community involvement in policy formulation, implementation and all stages of project planning to implementation. This will require capacity building for the citizens through training to ensure citizens have proper knowledge on how to create policies that will ensure achievement of effective public participation and good governance.

The study also recommends that there is policy to establish a participatory framework that allows citizens to monitor and evaluate development outcomes in the counties to ensure better decision making and implementation for subsequent projects and plans.

Policy makers should also formulate policies that demand reporting from public participation officers to create a culture of accountability both amongst the duty bearers and those demanding accountability.

### **5.5 Limitations of the study**

The study basically sought to establish the extent to which public participation models have been implemented by the different county governments under study from the point of view of public participation officers, that is those in government, legal, policy making and in the allocation of resources. The study would have been enriched by getting primary information from the citizens and how their perceptions and attitudes influence the county governments in the implementation of public participation.

Data collection from the key informants was also a challenge for the study considering the red tape associated with government. Unavailability of some of the targeted key informants was also another limitation for the research. This is because the informants would have further given an understanding on the underlying factors enhancing or drawing back effective implementation for public participation in county governments in Kenya. This made it difficult to acquire the required data on time and extended the data collection phase.

### **5.6 Areas for further research**

Given that the focus of this study was on the public participation officers and policy makers, there is greater need in future to expand this research study to include the citizens perceptions, attitudes and influence on integrating public participation in the devolved system of governance for sustainable development in Kenya.

Public participation is a very broad area and therefore further research could be conducted on strategies on how to improve public participation in the devolved system of governance for sustainable development. The study could further research on how participation influences implementation, how participatory processes should not only meet institutional and legal requirements but be a part of constitutional practise and influence formal regulatory programs.

The research would also seek to understand the changing role and institutional structure of public participation models over time as they progress from planning to real implementation of decisions by actors from both the public and government.



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## APPENDICES

### APPENDIX I: LETTER OF INTRODUCTION

Strathmore University  
P.O. Box 59857-00200  
Nairobi, Kenya

January, 2019

Dear Respondent;

**RE: REQUEST TO COLLECT RESEARCH DATA.**

I am a student at Strathmore University Business School pursuing a Master's Degree in Public Policy and Management. I am currently doing a study on the **Comparative study on evaluation of implementation of public participation in county governments in Kenya** which is also the main purpose of this study. The specific objectives of this study are to determine the extent to which public participation has been implemented in various county governments in Kenya and whether they follow the guidelines set by the Ministry of Devolution and Planning, the legal framework set by the Constitution of Kenya, 2010 and the global best practices and principles of public participation. The study will also seek to understand the innovations adopted by county governments in enhancing effective public participation. Data from the key informants identified will be collected through interviews.

The research study is in partial fulfilment of the award of Master's Degree. I humbly request you to participate in this study which will surely make this research a success. I would like to assure you that the information collected will be treated with strict confidentiality. Your voluntary involvement and cooperation in this study will be extremely appreciated.

Thank you in advance

Yours Sincerely,

**Jamal Mohamed Hassan**

**Admission no: 055398**

**APPENDIX II: CONSTITUTIONAL AND LEGAL PROVISIONS FOR PUBLIC PARTICIPATION**

<b>Constitutional and legal provisions for public participation</b>	
<b>Article 1(2) of the Constitution of Kenya, 2010</b>	All sovereign power belongs to the people of Kenya. The people may exercise their sovereignty directly or through their elected representatives.
<b>Article 10 (2) a, b and c</b>	The national values and principles of governance include; democracy and participation of the people; inclusiveness; good governance, integrity, transparency and accountability.
<b>Article 27</b>	The Constitution guarantees equality and non-discrimination. Hence, public participation should ensure equality and non-discrimination.
<b>Article 33</b>	Public participation should respect the freedom of expression of all participants.
<b>Article 35</b>	The Constitution guarantees the right to access information by citizens.
<b>Article 174 (c)</b>	Objects of devolution are; to give powers of self-governance to the people and enhance their participation in the exercise of such powers in decision making.
<b>Article 174 (d)</b>	Communities have the right to manage their own affairs and to further their development.
<b>Article 184 (1)</b>	National legislation shall provide for the governance and management of urban areas and cities and shall provide for the participation of residents in the governance of urban areas and cities.
<b>Article 231 (1)(d)</b>	The values and principles of public service include the involvement of the people in the process of policy making and (f) transparency and provision to the public of timely and accurate information.
<b>Fourth Schedule Part 2(14)</b>	The functions and powers of the county are to coordinate and ensure the participation of communities in governance. Counties

	are also to assist communities to develop the administrative capacity to enhance their exercise of power and participation in governance at the local level.
<b>The Public Finance Management Act Section 207</b>	County Governments are to establish structures, mechanisms and guidelines for citizen participation.
<b>County Government Act Section 91</b>	The county government shall facilitate the establishment of modalities, and platforms for citizen participation.
<b>The County Government Act Sections 94, 95,96</b>	Counties are to establish mechanisms to facilitate public communication and access to information using media with the widest public outreach. Every county shall designate an office for ensuring access to information.
<b>County Government Act Sections 100 and 101</b>	County governments should create an institutional framework for civic education.
<b>Urban areas Act Sections 21 and 22</b>	Overarching theme is participation by the residents in the governance of urban areas and cities. The Second Schedule of the Act provides for the rights of, and participation by residents in affairs of their city or urban areas.
<b>Public Procurement and Disposal Act 2015 Section 68(3), 125(5), 138, and 179</b>	Emphasis on transparency of the procurement process including requirements for procuring entities to publicly avail procurement records after closure of proceedings, publicise notice of intention to enter into contract on websites and public notice boards and publish and publicise all contract awards.



**APPENDIX III: KII INTERVIEW GUIDES**

**A COMPARATIVE STUDY ON THE EVALUATION OF PUBLIC PARTICIPATION MODELS IN KENYAN COUNTY GOVERNMENTS**

**INTERVIEW GUIDE OF THE LEGAL / POLICY MAKING STAKEHOLDERS**

**INTRODUCTION**

This interview guide intends is to seek relevant primary or empirical data for the *COMPARATIVE STUDY ON THE EVALUATION OF IMPLEMENTATION OF PUBLIC PARTICIPATION MODELS IN COUNTY GOVERNMENTS* study.

The aims of this guideline are to collect primary data related to the objectives of the study which are (1) To validate if existing public participation models in the counties are guided by global best practices, standards and principles. (2) To explore if public participation models in counties are guided by the prescribed guidelines by the Ministry of Devolution. (3) To determine if there are existing institutions and legal provisions to facilitate and improve public participation in the counties. (4) To establish innovative measures and feedback mechanisms put in place by counties.

Your support and cooperation are very much anticipated and appreciated. The data collected will be treated with absolute confidentiality and integrity.

**Designation of Respondent:** .....

**County:** .....

**Date of Interview:** .....

**Name of Interviewer:**.....

1. What roles does the National Government play in facilitation of the legal framework/policy of public participation within the county?  
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2. What roles does the County Government play in in facilitation of the legal framework/policy of public participation within the county?  
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3. How is the County government involved in formulation of policy on public participation in the county?  
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4. Has the County government passed any legislation on public participation?

a) (a) Yes (b) No

b) If Yes, how effective is the legislation?

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c) If No, why?

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5. What are some of the challenges in the implementation of the legal framework/policy on public participation in the county?

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6. What would you recommend as possible measures to the challenges mentioned above?

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7. What form of relationship exists between the county government and other bodies/policy makers in promoting public participation within the county? (e.g. NGOs, CBOs, Legal Advisors, etc.)

(a) Financial Assistance (b) Planning Advice (c) Mobilization of citizenry (d) Training (e) Others (specify) .....

Name of Institution/body	Form of Collaboration

8. Any further suggestions/comments

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.....  
**A COMPARATIVE STUDY ON THE EVALUATION OF IMPLEMENTATION OF  
PUBLIC PARTICIPATION MODELS IN COUNTY GOVERNMENTS**

**INTERVIEW GUIDE FOR THE COUNTY GOVERNMENT OFFICERS: OFFICE  
OF THE GOVERNOR, DIRECTOR OF PUBLIC PARTICIPATION, SUB-COUNTY  
OFFICERS & AND SUB-COUNTY/WARD ADMINISTRATORS**

**INTRODUCTION**

This interview guide intends is to seek relevant primary or empirical data for the ***COMPARATIVE STUDY ON THE EVALUATION OF IMPLEMENTATION OF PUBLIC PARTICIPATION MODELS IN COUNTY GOVERNMENTS*** study.

The aims of this guideline are to collect primary data related to the objectives of the study which are (1) To validate if existing public participation models in the counties are guided by global best practices, standards and principles. (2) To explore if public participation models in counties are guided by the prescribed guidelines by the Ministry of Devolution. (3) To determine if there are existing institutions and legal provisions to facilitate and improve public participation in the counties. (4) To establish innovative measures and feedback mechanisms put in place by counties.

Your support and cooperation are very much anticipated and appreciated. The data collected will be treated with absolute confidentiality and integrity.

**Designation of Respondent:** .....

**County:** .....

**Date of Interview:** .....

**Name of Interviewer:**.....

1. What roles does the National Government play in facilitation of public participation within the county?

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2. What roles does the County Government play in in facilitation of public participation within the county?

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3. What are some of the challenges in the coordination and relationship between the county and the national government in facilitating public participation in the county?

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 4. What forms of public participation models exist in the county in order to ensure proper citizen engagement in decision making processes?

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5. What are the challenges facing the different forms of public participation models existing in the county in ensuring high citizen involvement in decision making processes?

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6. Do you hold meetings with the public?  
 (a) Yes (b) No

If yes, how often? .....  
 If no, why?

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7. Have you received any training on running public participation activities? (a)Yes (b) No

8. If Yes, which type of training?

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 .....

9. If no, why?

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 .....

10. Does your office have enough capacity for running public participation events?

(a)Yes (b) No

11. How often do you carry out the various public participation activities in your county?

List public participation activity/type	Daily	Weekly	Monthly	Quarterly	Yearly	Other(specify)


12. How regular are the public participation activities?  
 (a) Daily (b) Monthly (c) Quarterly (d) Yearly (e) Other .....
13. To what extent are the relevant and rule-affected people and stakeholders represented in the processes? (e.g. people with low income, unemployed, people with disabilities, geographical distribution, etc.)  
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 .....
14. Which means of targeted recruitment of participants are applied to safeguard the inclusion of all relevant and underprivileged/marginalised voices of the public? (e.g. open-door policy, random selection, activating channels of organised local interests i.e. churches, associations, activist groups, etc.)  
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15. To what extent do the organisers provide information at an early stage, during and after the process about significant information at stake? (e.g. time, ease of language, active facilitation, etc.)  
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16. To what extent have the processes, objectives and results been communicated towards the general public and relevant target groups? (television, social media, newspapers, blogs, newsletter, mailing lists etc.)  
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17. To what extent have the contributions of participants the chance to influence the agenda and final results of deliberations? (i.e. What has been done with the results of participation?)

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18. To what extent do the participation procedures have an impact on the problems and issues at stake?

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19. Do the planned resources fit the respective objectives of participation?

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20. What are some of the most common challenges making a public participation activity unsuccessful? (e.g. lack of correspondence with public, lack of capacity, lack of participant etc.)

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21. What happens when the public participation activity is unsuccessful?

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22. What measures have been put in place to address the above causes/problems?

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23. How long does it take act upon the deliberations of the public participation activity?

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 .....  
 24. What is the relationship between you and the following institutions on the facilitation of public participation?

Institution	Form/Nature of collaboration/Association		
	Technical support	Financial support	Others (specify)
Public participation Department			
NGOs (name them)			
Office of Governance			
Traditional elders/authority			
Politicians/MCA/MP etc.			
Others (specify)			

21. How would you describe the relationship between your office and members of the public in this county?

(a) Good (b) Fair (c) Bad (d) Other (specify)

28. Any further suggestions/comments

