FACTORS AFFECTING COMMUNITY PARTICIPATION IN THE MANAGEMENT OF DEVELOPMENT PROJECTS THROUGH LOCAL AUTHORITY SERVICE DELIVERY ACTION PLANS: A CASE STUDY OF KILGORIS CONSTITUENCY, NAROK COUNTY

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A RESEARCH PROJECT REPORT SUBMITTED TO THE SCHOOL OF MANAGEMENT AND LEADERSHIP IN PARTIAL FULFILMENT OF THE REQUIREMENT FOR THE AWARD OF THE DEGREE OF EXECUTIVE MASTER OF BUSINESS ADMINISTRATION AT THE MANAGEMENT UNIVERSITY OF AFRICA

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DECLARATION

This Research Project is my original work and has not been presented for a degree in any other University.

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EMBA/00019/2/2012

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Signature                               Date

This Research Project has been submitted for examination with my approval as University supervisor

Signature................................. ........................................

Dr. Nicholas Letting, PhD                           Date
DEDICATION
This work is dedicated to my loving wife, Jacklyne Nafula and daughter Pauline, for their encouragement, prayers and support. Without their support this research could not have reached this far. I also dedicate the work to my loving sons Reagan and Ryan for their perseverance and understanding throughout my long absence during the entire period of my study. To my father Sylvester Kwena who constantly encouraged me to put the best in my studies.
ACKNOWLEDGEMENT

My gratitude to the Almighty God for enabling me come up with this research project. Special thanks to my supervisor Dr. Nicholas Letting PhD, for his guidance, support, valuable insights and many hours spent in reading this research project and offering advice. I also extend my appreciation to my class colleagues David Maina, Marystella Baraza and Lukas Katee with whom I shared valuable ideas on the topic of my study. Finally, I wish to thank the respondents of Kilgoris constituency, for accepting to participate in the study, without their input this study would not have been possible.
ABSTRACT
The aim of this study was to examine the factors affecting community participation in the management of development projects through LASDAP in Narok County; Kilgoris Constituency. A qualitative research approach was followed in which data was gathered through document analysis and field interviews. The respondents in the study comprised two hundred community members among them were officials from the Local Authority and Civil Society Organizations in the study area. Key findings of the study indicated contrasting views between community and the Local Authority officials with regard to citizen participation in LASDAP development projects. The study established very low community participation in LASDAP process, limited awareness coming out strongly as one of the reasons for poor local involvement in the development projects. Based on the findings and conclusions of this study, the researcher made recommendations and provided guidelines for the implementation of community participation in the LASDAP process. The researcher concluded that in order for the government to achieve maximum community participation and subsequently impact on in LASDAP process, the local government is obliged to create an enabling environment for community participation, which includes amongst others addressing the institutional obstacles and the capacity gaps within the community. The researcher finally recommended that the local government must create awareness about the LASDAP projects and ways in which the community can actively participate. Subsequently the capacity of the local people must be developed to enable them contribute positively to the development of their local governments.
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ABBREVIATIONS AND ACRONYMS

CBO  Community Based Organization
CDF  Constituency Development Fund
CLGF Commonwealth Local Government Forum
CSO  Civil Society Organization
DDC  District Development Committee
DO   District Officer
FGD  Focus Group Discussion
KII  Key Informant Interviews
KIPPRA Kenya Institute for Public Policy and Research Analysis
KNBS Kenya National Bureau of Statistics
LA   Local Authority
LASDAP Local Authority Service Delivery Action Plan
LATF Local Authority Trust Fund
LG   Local Government
MCA  Member of county assembly
MP   Member of Parliament
NGO  Non-Governmental Organization
NIMES National Integrated Monitoring System
NTA  National Tax Association
PRSP Poverty Reduction Strategy
TISA The Institute of Social Accountability
## DEFINITION OF TERMS

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CHAPTER ONE
INTRODUCTION

1.1 Background of the Study

Kenya’s colonial and post-colonial legacy of centralized political and resource mobilizing power has excluded citizens (wananchi) from meaningful political engagement at the local level and has precluded the rise of accountable and viable local government systems. The country inherited from the colonial system a highly centralized system of governance, which the first president Jomo Kenyatta further entrenched by bloating the size of the state and centralizing power in the executive. After gaining independence the central government controlled the management of resources and afforded citizens little opportunity to participate in governance; in this way, centralized power exacerbated undemocratic institutions of governance, (Gitau, and Amaya, 2006).

According to Oyugi and Kibua (2006), a set of policies that set in motion the decentralization trend were formed. These policies originated under the District Focus for Rural Development (DFRD), which asserted the district as the most viable unit of development (in contrast to the state as whole). The DFRD aimed to empower localized government structures to determine their own development plans by devolving some central government powers to the district level. In recent years the central government has initiated a series of reforms to improve the fiscal viability and functioning of local governments (commonly referred to as local authorities) packaged in the Kenya Local Government Reform Program (KLGRP) (1999).

One such reform initiated by the KLGRP is a grant from the central to local authorities called the Local Authority Transfer Fund (LATF). The LATF grant has four primary objectives: to eliminate local authority (LA) debts, enhance economic governance, improve LA service delivery, and expand citizen participation in LA programs. Comprising five percent of total annual income tax collection, the LATF grant was divided among the 175 local authorities in Kenya based on population size and the submission of budget information and citizen planning tools (Oyugi, 2008).

These citizen-planning tools are referred to as Local Authority Service Delivery Action Plans (LASDAP), and they reflect stakeholder service delivery needs and
priorities as elicited through a series of town-hall-like meetings (Odhiambo and Taifa, 2009).

The main goal of LASDAP is to improve local government service delivery by involving community members in planning and prioritizing their service delivery needs. Citizens attend planning meetings to elicit their communities’ service delivery needs, and these needs are then translated into the local authority’s annual LASDAP. The services prioritized in the LASDAP indicate how the LA will spend its service delivery budget for the following year. Examples of LASDAP projects include repairing drainage systems, constructing classrooms and dispensaries, and installing boreholes (LASDAP Regulations, 1999).

The local government modernization agenda, largely set out within the 1998 and 2001 local government White Papers, is intended to bring about improvements under key themes including efficiency, transparency and accountability. Aspects of the modernization agenda relating to public participation, council decision-making and wider governance are considered a programme for the democratic renewal of local government. In practical terms, the last four years has seen the implementation of a range of policies and initiatives for local government, including new council constitutions, community planning, best value, local Public Service Agreements, Local Strategic Partnerships and local government finance reforms.

The future of local government is tied to its capacity as a community leader to work alongside other agencies and its citizens in order to achieve social and economic benefits. The local government modernization agenda includes encouragement or requirements for local authorities to engage the public in realizing this capacity. As the 2001 local government White Paper: Strong Local Leadership – Quality Public Services emphasizes, ongoing public participation - at local elections and between - is vital to enhancing the democratic legitimacy of local government, the development of community leadership and in improving service delivery (Devas and Grant, 2003). Local authorities have long had statutory responsibilities to consult and involve the public in relation to certain issues, such as land-use planning, through public meetings and consultation documents.
Under the Local Government Act, elected local councilors are expected to represent the interests of the local citizens so that citizen preferences are ultimately reflected in the policies made by the local council. Ideally, such policies as are set by elected local councilors should guide the budgeting and policy implementation processes that translate into service delivery, which is responsive to the citizen needs and priorities. This expectation is based on the assumption that citizens are able to influence local decision-making through their local council representatives. In electing local councilors, the electorate has certain expectations from those elected into office (Local Government act 1998).

For instance they expect that the elected leaders to be the channel for their views, needs and preferences into the council decision-making process and that the councilor will facilitate the citizens’ participation in project identification, planning and monitoring of implementation and further that the councilor will be their watchdog in the council to ensure that their taxes are prudently managed by the appointed council officers. In as much as these are very legitimate expectations in an ideal scenario, in reality of the Local Governments in Kenya, these expectations are rarely met due to deficiencies in the legislative framework, inadequate capacity, lack of necessary resources and the dynamics of political environment in which local councilors operate (TISA, 2010).

To begin, outside their participation in electing their local councilors, there is no clear and mandatory provision in the Local Government Act for involving citizens in the decision-making process of a Local Authorities in Kenya. Although under the provisions in the Local Authority Service Delivery Action Plan (LASDAP) Regulations and Guidelines, issued under the Local Authorities Transfer Fund (LATF) Act (1998), Local Authorities are required to involve the community and other stakeholders in project identification, prioritization and monitoring of implementation, the arrangement is inadequate because the citizens and other stakeholders are not involved beyond the selection of projects/activities included in the resource envelope.

Further, the responsibility for identifying and inviting the stakeholders to the consultative forums remain that of the local council with no right to demand inclusion by the citizenry.
In the absence of statutory provision prescribing formal channels for engagement, in the context of service delivery, councilors and citizens have resorted to interacting through informal forums. Through these forums, we cannot ascertain the power of their voices in the involvement of service delivery in their communities.

These informal forums include gatherings like “barazas” where members of the community gather to air their views and concerns which in most cases do not go beyond the “baraza” forums. This has resulted in members of the community not taking such forums seriously and in most cases absconding their attendance justifying their absence in such forums as why attends when nothing can be done. This has resulted in a feeling of alienation, lack of trust in the local authority and generally very low citizen participation in Local Governance.

Kilgoris is faced with enormous challenges relating to huge backlogs in basic infrastructure, high levels of poverty and underdevelopment. The fact that this area is poor, demands targeted community focused development planning that addresses poverty and builds a firm foundation for the creation of thriving and sustainable community. The impact of political animosity is of major concern and the constituency sees a need to adopt concerted effort to combat this pandemic by implementing a social development program, which will only come to fruition with maximum public participation in the LASDAP.

The purpose of this research therefore is to examine further the reasons for low citizen participation in Local Governance particularly in LASDAP in Narok County and how this gap can be bridged for successful citizen engagement at the local level.

**Kilgoris Constituency in Narok County**

Narok County is one of the 47 counties of Kenya and is located in the south rift valley and north of the Republic of Tanzania, it borders six counties namely, Nakuru, Bomet, Nyamira, Kisii, Kajiado and Migori. The county covers an area of 17944 km2, with a population of 850,920 according to the 2009 population and housing census. Tourism is the largest contributor to its economy as it hosts the Maasai Mara national reserve famously known as the seventh wonder of the world. Large and medium scale
agriculture is practiced. The inhabitants are predominantly Maasai pastoralist community (KNBS, 2009).

Kilgoris constituency is one of the constituencies of Narok County. The constituency has a total population of 180,417 (National population census 2009). The constituency covers a surface area 2,526.00sq.km. The constituency is further divided into six county Assembly wards that is Kilgoris Central, Keyian, Angata Barkoi, Shankoe, Kimintet, and Lolgorian (IEBC 2012).

1.2 Statement of the Problem

One of the key arguments in favor of decentralization is that it can improve participation; as government is closer to the people, citizens are more likely able and empowered to participate in political life and government is therefore held to account (Zoe and Alam, 2011). Participation is hypothesized to enhance four benefits in particular; social benefits (and reduced social costs), equality, community capacity and sustainability of projects. Community capacity is the benefit variable that correlates most highly with the participation, beneficiary organization and the use of indigenous knowledge (warren and Finsterbusch 1989).

Participation has been instrumental in guarding against abuse of office by public servants and political leaders. It has also provided a control against excessive discretion being vested in civil servants in public procedures. Community participation has provided checks and balances against unnecessary political interference in service delivery and disregard for professionalism and meritocracy in the public sector amongst others (Odhiambo and Taifa, 2009).

Based on this assumption about the positive effects of participation, LASDAP would be expected to increase the downward accountability of local authorities to provide services to their constituents; however, this has not been the case in many parts of the country. While participation is often crucial for engendering upward pressure on government and downward accountability to citizens, the composition and institutionalization of citizen participation are critical variables in predicting the representativeness of the process and pro-poor oriented outcomes (Devas and Grant 2003).
Devolution in and by itself is unlikely to improve local authority service delivery, particularly to the needs of the poor who may be marginalized from participatory structure. Physical planning is centralized in major towns and thus communities residing in remote areas remain marginalized in participatory planning (Okello et al, 2008).

This is particularly true for Kilgoris constituency in Narok County, which lies in the reaches of Maasai Mara game reserve yet has little to celebrate about. The formation of LASDAP was received with much expectation among community members who were promised inclusion in the development projects which has not been the case. Despite the importance of participatory development, the involvement of community members in the service delivery process is minimal in Kilgoris.

A number of questions need to be answered: What are the reasons behind this low citizen participation? Why is it that majority of the citizens are not aware of the processes of implementing development projects in their own constituency? What are the reasons behind Kilgoris residents not being fully involved in the planning of development projects in their own constituency? The consequences of not involving citizens in the planning process of their own projects are known and they can be very adverse and detrimental to the development of a nation.

These are the reasons that inform the gist of this study. I therefore sought to examine factors causing low citizen participation in this constituency.
1.3 Objectives of the Study

Broad Objective
The broad objective of the study was to examine factors affecting community participation in the management of development projects through LASDAP in Kilgoris constituency.

General Objectives
i. To examine the Institutional and Regulatory framework of LASDAP in relation to community participation in the management of development projects in Kilgoris constituency.
ii. To investigate the extent to which socio-economic factors affect participation of Kilgoris community in LASDAP projects.
iii. To establish political cultural factors affecting citizen participation in LASDAP programs.

1.4 Research Questions
i. What is the relation between Institutional and Regulatory framework of LASDAP and community participation in the management of development projects in Kilgoris constituency?
ii. To what extent do socio-economic factors affect participation of Kilgoris community in LASDAP projects?
iii. What are the political cultural factors affecting citizen participation in LASDAP programs?

1.5 Justification of the Study
A shift has taken place in Kenya's local governance structure. Whereas in the past, the central government provided local infrastructure (water and sanitation systems, roads, electricity, schools, and healthcare), today communities face these responsibilities themselves. The paradigm shift has been prompted and accompanied by changing thoughts on appropriate development approaches and forced by difficulties in fiscal affairs.

According to Oyugi, (2006) the shift matches a belief that more community participation and more decentralization result in more democracy and better development. In various countries, decentralized participatory development policies
have been enacted to promote a bottom-up strategy, a few success stories have been shared but the challenges have been overwhelming, key among these being low community participation and involvement in formulation of the service delivery action plans.

This study sought to analyze the efficacy of the participatory approach at the local level by assessing the social, economic and political factors affecting citizen participation in Local Authority Service Delivery Action Plan (LASDAP). The study will majorly examined the obstacles to effective community participation in the participatory development program particularly in Kilgoris Narok County and give recommendations on how community participation can be enhanced for attainment of the millennium development goals in Kenya. It is expected that the study will inform policy on citizen participation.

1.6 Scope of the Study
The study was conducted in Narok County, in Kilgoris constituency. Kilgoris constituency is situated in the South Western part of the sprawling Rift Valley Province. It borders the Republic of Tanzania to the South, Kuria and Migori districts to the West, Gucha and Bomet districts to the North and Narok to the east. The constituency has a surface area of about 2526.00 sq km with five administrative divisions and estimated population of 180,417 people.

Kilgoris constituency is divided into 6 assembly wards, Kilgoris Central, Keyain, Angata Barkoi, Shankoe, Kimintet and lolgorian. People of diverse backgrounds including the Maasai, which is the dominant ethnic group, Kalenjin and Luhya among others, inhabit the constituency. Agricultural and livestock rearing are the main economic activities in the constituency.

The study involved the adult population of the constituency both male and female at community level who were sampled on a door-to-door basis. The study also involved a few government officials and representatives from Civil Society Organizations with experience in participatory governance in the area. Because of the vastness of the constituency, it was not feasible to cover the whole population of the constituency, hence the study was only concentrated in areas around Kilgoris Township and the findings obtained were generalized to the whole population.
1.7 Limitation of the Study

The researcher encountered a few challenges during the field study as expected from the nature of the study. The biggest challenge was getting respondents who were willing to participate in the survey especially because there was no significant reward for the participants. A culture of ‘must benefit’ has become rampant in our communities and any action is usually expected to come with a rewards especially if you are doing it for someone else. Getting authorization from the area chiefs to conduct the study was as also a challenge since the chiefs were not always in their offices this slowed down the mapping process.
CHAPTER 2
LITERATURE REVIEW

2.1 Introduction
In this chapter, literature that is related to and consistent with community participation is reviewed. An attempt is made to define participation. Models and theories of participation are given and a conceptual framework of the study is outlined. Also presented is the literature on challenges that face local authorities in ensuring citizen participation in development programs. The chapter further gives a summary and the gaps to be filled.

2.2 Theoretical Perspectives

Theories of community participation have received considerable academic attention particularly since the early 1990s but have been a source of debate since 1960s. This study will seek to borrow from some of the theories in an attempt to explain the dynamics of community participation of LASDAP.

2.2.1 Arnstein’s Ladder of Participation
The seminal work on the subject of community participation was by Arnstein(1969). The importance of Arnstein’s work stems from the recognition that there are different levels of participation from manipulation or therapy to what can be viewed as genuine participation. In the theory, he explains that there are eight ranks in the ladder and each of the ranks represents the type of participation and degree of citizen control over development.

In rank one and two participation takes the form of manipulation, in rank one and therapy in runk two. Three and four represent participation by informing and consulting respectively. These levels of tokenism allow have-nots hear and have a voice but hardly offer power to ensure that the powerful heed to their voices. There is neither follow through or assurance of changing status. The fifth is a graduation of participation from tokenism to placation.

Placation allows the have-nots to advice the powerful continue to retain the right to decide. The sixth, partnership, the seventh, delegated, power and the eighth citizen control. These runs stand for genres of participation that provide citizens with increasing degrees of decision–making power. The ladder promotes the idea that
participation should allow for, redistribution of power that enables the have not citizens presently excluded from the political and economic processes to be deliberately included in the future. Participation is the means by which citizens can include significant social reform which enables them to share in the benefits of the affluent society.

2.2.1.1 A ladder of citizen power

Burns et al (1994), modified Arnstein’s ladder of participation a ladder of citizen power. This was a shift towards understanding participation in terms of the empowerment of individuals and communities. This stemmed from the growing prominence of the idea of the citizen as a consumer, where choice among alternatives is seen as a means of accessing power.

This is more elaborate than Arnsteins ladder with further qualitative breakdown of some of the different levels. For example, a distribution is drawn between cynical and genuine consultation and between entrusted and independent citizen control. The phenomenon of civic hype, increasingly recognized during the 1990s is incorporated at the bottom of the ladder. This essentially treats community participation as a marketing exercise in which the desired result is sold to the community.

2.2.2 Robert Chambers: Participatory Rural Appraisal

Chambers, (1994) argues that to promote the development of the disadvantaged people, change agents must transform into learners. They must abandon their top-down attitudes, professional expertise and institutional behaviors. They must constantly reflect on the extent to which their actions inhibit development on their subjects. Chambers assumes that personal changes in the behavior and attitudes of development practitioners lead to professional changes. Drawing from chambers, Mwanzia et al (2010) explains that participation is a method, a process and outcome of development, research and empowerment. They explain that participatory methods are important to get information from the marginalized because most policy-makers are unaware of the needs of the rural poor as most of them live in the urban centers and do not share the social circumstances, or class origins of those they profess to help.
2.2.3 Understanding Local Authority Service Delivery Action Plan (LASDAP)

The Local Authorities Transfer Fund (LATF) was established through the LATF Act 1998 to enable Local Authorities to supplement the financing of the services and facilities they were required to provide under the Local Government Act. Through LATF, disbursements were made directly to LAs for use in improving service delivery to the public, improving financial management and accountability, and resolving outstanding debts. LATF allocation was 5% of the National Income Tax transferred from the Ministry of Local Government under the supervision of the Ministry of Finance to Local Authorities. LATF was essentially a grant used at the discretion of local authorities as defined by the Act. LATF targeted poverty at the local level. The local authorities collected their own revenues and combined this with disbursement from central government to provide services and deliver development projects. The fund has been in operation since financial year 1999/2000 until the March 2013 general elections ushered the new 47 county governments in Kenya (NTA 2013).

The Local Authority Service Delivery Action Plan (LASDAP) was introduced in 2000 in order to enhance citizen participation in identifying their priorities and needs and streamline the planning process to encourage the development of capital plans and enhance accountability. LASDAP process was seen to be the most comprehensive tool encompassing citizen participation in planning, selection, implementation and oversight of projects in local authorities.

It was envisaged that the bottom-up approach of LASDAP would engage citizenry and provide ownership of the projects identified through the LATF. LASDAP attempted to institutionalize citizen participation in governance and service provision at the local level through critically highlighting the role of citizens in these processes. Various opportunities for citizen participation were provided for in the LASDAP process, at least on paper, like information gathering, consultation and consensus meetings, formation of LASDAP monitoring groups, participating in feedback meetings, participation in the LAs budget day, community budget day and formation of project committees. In addition, it envisaged participation in project implementation and evaluation (NTA 2013).
2.2.4 Historical Background of LASDAP in Kenya

With the attainment of independence in 1963, Kenya inherited a dual administrative structure consisting of Local Authorities (LAs) and de-concentrated administrative of Central Government Ministries. Local Authorities were relatively powerful and well-functioning institutions, much fewer in number than the current number of 175, and having a reasonable own revenue base supplemented with grants from Central Government.

The Local Government Act, first issued in 1963, described a wide range of activities that Local Governments (LGs) were allowed to undertake. Although there were very few services that LGs were obliged to carry out, they were actually able to deliver a broad range of relatively high quality services (Oyugi, 2008). Soon after independence, however, power was centralized by the national government and took away major powers and functions of Local Authorities.

Through the 1970s and 1980s, both the various Line Ministries and the structure of Provincial Administration became stronger. Development committees such as the District Development Committee, under the stewardship of the District Commissioner were formed to coordinate development at lower levels. They were, however, not given much authority over funding and remained relatively ‘toothless’ to coordinate the line ministries.

In July 1983, the government adopted the District Focus for Rural Development (DFRD) as its main strategy to decentralize planning, financing and management of rural development activities. These functions were delegated to field agents of various sector ministries. In each district, the District Development Committee (DDC) was charged with the responsibility of coordinating the planning, implementation and monitoring of development activities in the district.

Also because of project funding for districts at the time, the DDCs, which were also expected to coordinate development initiatives by other players such as the private sector, development partners, NGOs and CBOs, reasonably performed during this time (1980s up to early 1990s). The LASDAP was introduced in 2001 through a ministerial circular (MoLG) (Sande, 2006). The LASDAP are three-year rolling plans
that are required to have a poverty focus with priority areas in health, education and infrastructure.

The LASDAP provided opportunities for the local authorities to constructively engage with local communities on matters of planning, budgeting and development. LASDAP is used to: Assist Local Authorities in planning/prioritizing their use of LATF and other resources through Community participation, encourage Local Authorities to spend resources on service delivery to citizens and In line with Poverty Reduction Strategy Program (PRSP), to encourage Local Authorities to meet the needs of the poor (Kibua and Oyugi, 2006).

2.2.5 Community Participation in Development Programs

Participation is the process through which stakeholders’ input and share control over development initiatives, decisions and resources which affect them (Odhiambo and Taifa, 2009). Citing Gardiner (1995), Okello et al, (2008) further define it as a process whereby stakeholders influence policy formulation, alternative designs, investment choices and management of decisions affecting their communities.

Participation is important because practical experience on the ground shows that it establishes the necessary sense of ownership. Generally, people tend to resist new ideas if these are imposed on them. Participation has greatly contributed to the sustainability of development initiatives, strengthened local capacity, given a voice to the poor and marginalized and linked development to the people’s needs.

Participation has been instrumental in guarding against abuse of office by public servants and political leaders. It has also provided a control against excessive discretion being vested in civil servants in public procedures. Participation has provided checks and balances against unnecessary political interference in service delivery and disregard for professionalism and meritocracy in the public sector amongst others (Odhiambo and Taifa, 2009).

2.2.5.1 Ways through Which Citizens Can Participate

There are two broad dimensions of citizen participation namely, indirect involvement and direct involvement. Indirect involvement acknowledges that electoral officials
and professional administrators should act on behalf of the citizens in a representative democracy. Direct involvement suggests that citizens are the owners of the government and should be involved in the decisions of the State (Yang and Callahan, 2005).

This paper therefore focuses on direct participation, which emphasizes the importance of citizen participation in formulation of service delivery plans. This dimension is administrative centric. This simply means that it focuses on the role of the public in the process of administrative decision-making or their involvement in decision-making related to service delivery. It thus implies governmental efforts to involve citizens in administrative decision-making and management processes at the grassroots level.

Since it occurs primarily at the administrative-citizen interface, direct participation therefore differs from political participation. The latter includes but is not limited to voting in primaries and elections, contacting the elected and campaigning for political candidates (Yang and Callahan, 2005). The imperative for citizen participation is also drawn from their statutory duty to pay taxes for service delivery. This means that they are not only consumers of services but also essential financiers of government revenue.

Citizen participation in administrative decision-making is thus inclusive of goal setting, determination of strategies, policies, and monitoring and evaluating government services. Citizen participation activities would then relate to the techniques and mechanisms to arrive at these. The techniques include but are not limited to public hearings and sittings, citizen advisory councils and citizen panels, which constitute LASDAPs, neighborhood or resident association meetings and citizen surveys.

The functional or practical areas for citizen involvement are economic development, education, environmental protection, public health and policing and public safety amongst others (Yang and Callahan, 2005).
2.2.6 Previous Studies on Community Participation

Citizen participation is an idea whose time has come. Throughout the world, and especially in Africa, citizen participation is seen as a means to enhance development and service delivery, improve governance and deepen democracy. This subject has attracted much attention from various scholars and researchers especially at this time when the country is going through a transition in the new political dispensation. Many studies have shown that public participation is an integral tool in an economy’s development. Despite its importance, not much has been achieved yet. Studies conducted in Kenya show worrying figures of public non-involvement in the development programs. In many parts of the country majority of Kenyans are not aware of projects in their constituencies and participation is foreign to them.

In a study conducted by the government in 2011, Parliamentary Budget Office set out a scorecard to measure the success of service delivery in Kenya specifically the CDF, which is a participatory development tool. The survey indicated the CDF program score as bad. On a scale of 1-5, the scorecard indicated a score of 2 out of 5, which is relatively low. Observations were that worrying gaps existing service delivery of government and service expectations by Kenyans in different sectors across the Country.

This is a practical pointer that feedback mechanisms between service provider and citizens are currently very weak or non-existent leading to the mismatch. The report identifies instances of disjointed service delivery at grassroots with a number of civil society organizations found to exist in different areas in the same region while offering similar services. This according to the report resulted in duplication of efforts thus preventing achievement of the overall goal.

A major weakness with the CDF Act (2003) is the lack of clear mechanisms of how the community needs to participate. Whereas Article 38 of the Act provides that community interests be considered in any project undertaken in an area, several empirical studies have established that there exists a gap between policy and practice. The existing mechanisms, if any, are grossly inadequate, opportunities to engage are infrequent and are based on information sharing and not necessarily genuine participation.
In order to enhance participation as the country implements devolution at county level, there is need for clear mechanisms for engagement and articulation of community interests. As such, the report recommended that the government through stakeholders’ engagement is obliged to come up with a robust feedback mechanism of identifying the communities benefiting from various public projects. (Sande, 2012).

Studies conducted by Gitau et al (2003), provide important insights on the nature of citizen participation in LASDAP in addition to eliciting issues involving citizen capacity to participate in LASDAP. Through their study, they found that the LASDAP participatory process generally favors the participation of registered Community Based Organizations (CBOs) rather than evoking more evenly representative community engagement of the common mwanaanchi at the grassroots level. This suggests that the poor and marginalized members of society may not be included in the decision-making and participatory process of issues that greatly affect them through attending LASDAP meetings.

In their study, Odhiambo, et al(2005), found that while residents have adequate knowledge of LA revenue sources, only four percent of their survey respondents indicated any awareness of LATF as a form of revenue mobilization. This suggests that the vast majority of residents in the County have very little awareness of this major central to local government transfer, which comprises upwards of forty percent of LA resource envelopes.

Odhiambo et.al (2005), established a fairly high level of understanding among residents of the types of resources and the methods used to mobilize them in the LA. However, despite this general awareness, the study found that in most cases, those residents did not demand accountability in the management of those resources. This is an interesting study because, if the residents are aware of the resources and even methods to mobilize them then why don’t they take part in monitoring and planning for these resources.

This observation informs the gist of this study in the sense that it will be important to find out if the citizens believe in the Local Authority ability to deliver good services to them.
A major gap exists between the local authorities and residents in terms of engagement and communication. Odhiambo et al. found that 42.7 percent of survey respondents reported never having consulted with the LA on service provision. Moreover, 86.1 percent of those surveyed reported that they had never participated in any project or activity initiated by the LA indicating a trend of limited engagement with the LA and lack of awareness of LATF-funded projects.

The wide gap between local authorities and the communities they serve provides a different perspective on the progress of LASDAP and LATF, which have generally been applauded by foreign organizations such as the World Bank and United Nations (see Third Kenya Human Development Report: Participatory Governance for Human Development).

KIPPRA, Kenya Institute of Public Policy Research and analysis conducted a survey to assess the level of public participation in Kenya. The report observed poor participation particularly for marginalized groups that resulted in poor prioritization of projects and exclusion, Menon et al (2008). Though the structures exist there is in some cases little commitment to making them work on the part of duty bearers. At times, there are deliberate steps to lock out citizen participation.

This is achieved through postponement of meetings and lack of advertisement. Lack of an ingrained culture amongst public officials to share information is a factor that greatly affects the release of adequate information to citizens. There is a tendency by Council officials to engage in the LASDAP process simply to fulfill funding requirements without a sincere commitment to enhancing public participation. The cardinal condition for the disbursement of LATF to local authorities is the preparation of LASDAPs in which the communities participate (Oyugi and Kibua, 2006).

2.2.7 Community Level of Awareness of LASDAP

Awareness campaigns promote how people can get involved in the work being undertaken and the outcomes of the planning process. It would seek to ensure that information given about the planning process is accurate, relevant, accessible and regularly updated. Successful devolution requires citizens to be politically conscious, and have access to information. Citizens must not only be aware of their rights and
responsibilities but also know the channels via which they can exercise their rights and responsibilities (Omolo, 2010).

Citizen access to information is crucial as a right in its own regard and is central to the functioning of democracy and enforcement of other rights. Without freedom of information, State authorities or agents can selectively release good news whilst withholding damaging information. Such climates then breed corruption; any information held by a public body should in principle be openly accessible. This is particularly in recognition of the fact that public bodies hold information not for themselves but for the public good. (Omollo, 2011). This subsequently underscores the importance of citizen awareness of development programs.

Previous studies indicate that there is low level of awareness of LASDAP among the citizens of in Kenya. A study conducted by the IEA on the Community Development Fund (CDF) showed that the development program is generally well known in many communities across Kenya’s eight provinces (85%). However, the study indicated that the knowledge of regulations and specifics of CDF was very low (21%) and communities were unaware of costs of projects and disbursed amounts (IEA, 2006).

In a study conducted by Oxfam GB a Non-Governmental Organization keen on development issues in Kenya, in establishing the levels of awareness of citizens regarding development programs in Mombasa revealed that there were extremely low levels of awareness of the LASDAP process (18%) in the county. A majority of respondents (82%) were not aware of any existing development programs in their constituencies (Mboga, 2009). This was a new subject, which was alien to them.

Odhiambo, et al (2005). in his article “Management of Resources by Local Authorities” states that a study conducted in Narok, indicated that while residents have adequate knowledge of LA revenue sources, only four percent of their survey respondents indicated any awareness of LATF as a form of revenue mobilization. This suggests that the vast majority of residents in the LAs studied have very little awareness of the service delivery tools like LATF and LASDAP to citizens in the community.

In 2006, Kenya Institute of Public Policy Research and analysis (KIPPRA) conducted a survey to assess the level of public awareness and the extent of public participation
in decision making in the administration of decentralized funds. The survey also sought suggestion on how the coordination and effectiveness of the funds could be improved in 2006. The report observed poor awareness by community members and fund managers of their roles and responsibilities in the governance of funds has contributed to poor performance in some cases a complete failure of funds.

Thus, even with a detailed structure as is the case within the LASDAP process there is limited knowledge amongst the public of the spaces or opportunities for engagement. Poor information management and failure to disclose information regarding local development alienates citizens from local development and provides opportunities for corruption (TISA, 2010).

The LASDAP in every county do have an elaborate timetable of events from the processes of information gathering to monitoring and evaluation. The timetable should provide citizens with the information that would facilitate their effective participation at each stage, but the timetable is poorly publicized and resourced. The LASDAP desk office is charged with the responsibility of ensuring that the documentation of the LASDAP process is carried out on a timely basis. It also organizes meetings related to the LASDAP process.

Poor information management and failure to disclose information regarding local development has been a common feature associated with the LASDAP desk. This has been one of the major reasons that alienates citizens from local development and provides opportunities for corruption (TISA, 2010).

2.2.8 Efficacy of LASDAP as a Participatory Development Tool

The World Bank report Kenya: an Assessment of Local Service Delivery and Local Government in Kenya is an examination of the various local service delivery reforms in Kenya and an evaluation of the institutional structures and finances of Kenya’s local authorities. Underlying the World Bank’s study is the assumption that local provision of local services is preferable because it “allows for greater demand responsiveness in the quantity and quality of services, and the provider is also subject to more continuous oversight by the local community, enhancing the transparency and accountability of the process (Flaster 2010).
The formulation of the CDF and LASDAP are among the strategies designed by the government to bring the development process at the grassroots. Since their formulation overall, the CDF and LASDAP have recorded success in undertaking and completing local projects like building latrines in schools, putting up cattle dips etc. However, the projects have been observed to deteriorate over time (Omollo 2011). This calls for concern as to why the projects are not sustainable, could it be that the communities do not own the projects or the projects do not consider the priority need of the community, it is hoped that this study attempts to answer this question.

According to the World Bank, declining levels of service delivery exist despite decentralization efforts because of the overlap between the three parallel service-providing systems: the District System, the Sector System, and Local Government System. The World Bank underscores the lack of clearly delineated responsibilities for each system and the lack of coordination between planning, budgeting, and service delivery, all of which correlate with declining levels of service delivery.(Flaster,2010).

Other studies done in Kenya also indicate that LASDAP as a participatory development tool has failed in its service delivery majorly due to inadequate resources. Engaging the community is quite a costly affair that requires sufficient funds to facilitate meetings, and build the capacity of citizens to enable them engage fully in the planning process. LAs fail to collect the revenue due as taxpayers are often unwilling to pay taxes because the LAs hardly provide any services.

In majority of the municipalities in the country, the service delivery is very poor; the city council has neglected their role of garbage disposal for instance, resulting to mountains and heaps of garbage in town centers. The town council schools have run down and it seems no one is providing these essential services to the people. This has resulted to a ‘give up’ situation among the residents as they no longer see the need of paying taxes and they are not being reciprocated with essential services that they are entitled to.

Enforcement action against tax defaulters is difficult and extensive corruption drains available resources. Many LAs (including some of the richest!) have huge debts. In many cases less than half of the potential revenue is collected. Many LAs have
substantial deficits – in reality, even if not shown in the approved budget. Expenditure management is often simply crisis management – staving off creditors. In most LAs, few services are actually delivered, and little attempt is made to direct the available resources to addressing poverty.

Many of these problems are caused by the structural imbalance between expenditure needs and resource availability at the local level. There is a huge gap between the formally approved budget and what actually happens. This is mainly because revenues are forecast unrealistically, in order to show a balanced budget whilst accommodating the many demands from councilors. The forecasted revenues cannot then be collected, so the LA soon runs short of money.

In order for the LA to survive, the Treasurer effectively operates a “shadow budget”, deciding what will really be done with the money actually available. Since most of the available resources are already committed, to salaries and council or allowances, little else from the original budget is implemented. (Devas, 2002).

2.2.9 Challenges Facing Local Authority in Ensuring Citizen Participation in Development Programs

Kenya’s transfer into multi-party system of governance has been followed by a rapid growth in civil society networks and groups. Such growth in civil society activity has not been matched by opportunities for participation in the local government system (Local Government System in Kenya, 2009 CLGF) The law only guarantees political participation through civic elections, as is assumed that councillors effectively represent citizens. Yet the councillors rarely hold consultative meetings in their respective wards (UN Habitat 2002, 44).

Local authorities work through legally constituted committees of elected and nominated councilors. The responsibilities of councilors include formulating policies and planning of activities that help the community engage in socio-economic and political responsibilities in their areas. It is through the council committees that the community and stakeholders when invited can participate in council deliberations. (Mboga, 2009).
Despite the importance of citizen participation, a number of challenges have resulted to low participation of communities in service delivery. This is discussed as follows; The legal framework is not clear on citizen participation. The Local government Act does not refer to citizens’ participation. “It allows, but does not require the local authority to publish a summary of a budget estimates in a local newspaper. The provision stipulates that Local citizens can attend full Council meetings as observers but they cannot attend any committee meetings as these are held behind closed doors as closed sessions.

As a country that is still in transition, Kenya has adopted a policy of decentralisation by devolution still in the initial stages. The local authorities have a minor role in service provision as at present most of the service delivery and development activities are undertaken by line ministries, non-governmental organisations or through the Constituency Development Fund system.(local government system in Kenya, 2009).

Local authority did not recognise the traditional government, unlike in many other African countries; traditional leaders are not formally involved in the local government of Kenya (Ibid, 2009).

A landmark event in the evolution of participatory development and law in Kenya was the enactment of the Physical Planning Act in 1996. The Statute does provide for community participation in the preparation and implementation of physical and development plans. However, its major shortfall is the lack of the critical element of community sensitization on their roles. Physical planning is also centralized in major towns and thus communities residing in remote areas remained marginalized in participatory planning (Okello et al, 2008).

Inadequate revenues; Local Authorities are faced with a challenge of raising adequate revenues to finance their expenditures. Deficits lead to increased borrowing hence an increase in Local Authority debt. Local Authorities have seen a gradual removal of their functions to central government ministries and departments because Local Authorities were unable to deliver the services effectively (Mboga, 2009). The existence of several funds has been another key impediment to effective citizen engagement in devolved governance.
A study on the harmonization of decentralized development in Kenya, examined the effects of the existence of multiple funds and the duplication of implementation jurisdictions. The study established that these have largely deterred citizen engagement in local governance. Citizens have been confused by the existing overlaps between administrative boundaries, which have made it difficult for them to understand or recall the processes involved in fund administration. The overlaps have also made it difficult to conduct monitoring and evaluation (KHRC and SPAN, 2010).

Poor information management and failure to disclose information regarding local development alienates citizens from local development and provides opportunities for corruption (TISA, 2010). A study conducted in Turkana District by Oxfam GB showed that there were extremely low levels of awareness of the LASDAP process (18%). A majority of respondents (82%) were not aware. The low levels of awareness are due to the limited one-week period within which notice is given of LASDAP meetings.

In a vast and remote district like Turkana one week’s notice is insufficient for effective outreach to the communities, lack of funds for transport to access the remote areas further compounds the outreach. (Omollo 2011) Poor information management on the part of duty bearers alienates citizens from effective engagement in local governance (Omollo, 2009).

Poor planning has often contributed to the marginalization of communities, poor prioritization of community needs and high incompletion rates of projects at local levels (TISA, 2011). The LATF/LASDAP has an elaborate local planning mechanism effected through LASDAP consultative forums. The forums act as platforms through which citizens have been able to articulate their interests and priorities (TISA, 2010). However, in practice this kind of planning is not realized due to poor resourcing and enforcement of the LASDAP. To ensure effective compliance, which has been a key challenge, the framework for information gathering needs to be given legislative force (TISA, 2011).

Unsustainable projects; overall, whereas the CDF and LASDAP may be successful in undertaking and completing local projects, the projects usually deteriorate over time. One of the main reasons behind this is that the communities lack the capacity to
sustain projects handed over to them. Local Councils do not receive funds to train community members on project management. (Omollo, 2011).

2.2.10 How Citizen Participation in Local Governance can be Improved

Successful citizen participation involves eight core areas, which must be clearly examined. These are citizen awareness, capacity building, planning, Implementation, monitoring & evaluation, feedback & reporting mechanisms, financial resource mobilization and Citizen Engagement Forums.

There is need to create awareness amongst both duty bearers and citizens on what citizen participation is and its importance. For devolution to be successful, the citizens must be politically conscious, and have access to information. They must not only be aware of their rights and responsibilities but also know the channels via which they can exercise them (Omolo, 2010). The local authority need to designate funds to facilitate the process of citizen awareness creation. County governments should publish and widely disseminate any information of public significance in accordance with the relevant legislation. Strengthen mechanisms of communication such as the LASDAP desk office and explore alternative methods of disseminating information.

The LASDAP desk has defined responsibilities for ensuring timely documentation of the LASDAP process and organization of meetings. The framework is good and should be adopted but strengthened to ensure its optimal efficiency and effectiveness. This may require adequate financial and human resource provision. There is need to give sufficient notice of meetings to enable communities adequately prepare to attend and participate effectively in consultations. Where guidelines for participation exist, there is no commitment towards implementing them (Omollo 2011).

There is need to sensitize both communities and duty bearers on the importance of citizen participation. There is need for a calendar of activities to enable citizens engage effectively at various stages of the development cycle. The government should put provision for a recourse mechanism where action against public bodies can be taken if information is unduly withheld (Omollo, 2011).

Duty bearers also need continuous capacity building on participatory methodologies. To engage effectively, citizens not only need an awareness of their roles and
responsibilities but knowledge and skills on how to execute the responsibilities. Capacity building consists of developing knowledge, skills and operational capacity so that individuals and groups may achieve their purposes (Okello et al, 2008). Therefore, County governments should conduct community profiling and needs assessments to inform capacity building.

This will include the analysis of technological capabilities of the communities, and an assessment of attitudes, value systems and literacy levels. It may also capture other social and economic indicators that may be useful in tailoring the training curricular and modes of delivery. The overall goal would be to empower stakeholders to formulate Proposals and plans implement projects and ensure their sustainable management (Omollo, 2011).

Community profiling and training needs assessment may be done through neighborhood surveys, focus Group Discussions and formal meetings with local leaders, CSOs and CBOs. Identification of resource persons who may be trained as trainers may be useful to achieve this. Since it is an expensive venture to undertake, it should thus be conducted through a staggered phase that will train the committees directly involved in participation.

It could also be done through an initial baseline survey, which can be a collaborative effort with the Kenya National Bureau of Statistics (KNBS) further, county governments should organize for community training on various subjects that would enhance their participation. This would include leadership dynamics, resource mobilization and utilization, basic bookkeeping, accounts and budgeting, and conflict and conflict resolution. Any other necessary skill may also be identified through the needs assessment (Omollo, 2009).

County governments would need to organize for continuous and refresher training courses for duty bearers on participatory methodologies. The training should facilitate attitudinal and behavior change within government organizations. (Omollo, 2011). Poor planning has often contributed to the marginalization of communities, poor prioritization of community needs and high incompletion rates of projects at local levels. The LATF/LASDAP has an elaborate local planning mechanism affected
through LASDAP consultative forums. The forums act as platforms through which citizens have been able to articulate their interests and priorities (TISA, 2010).

County planning should be guided by a common vision derived consultatively by all stakeholders in the county. The vision should be developed in line with the national vision. There is need for Strategic Action Plans that identify both long-term and short-term objectives. The Action Plans should be developed from statistical and factual data. Participatory Community-based generation of planning data through methods such as the CBMS will enhance the targeting of funds and their alignment of national development goals. Strategic Action Plans should then be translated into Strategic Investment Plans, which show cost estimates of projects and the expected duration of implementation.

Technical personnel from relevant government ministries such as finance, water, roads and public works need to be incorporated in the planning stages. Their role should primarily be to provide guidance on the identified needs and the requisite financial and technical resources. Planning for development priorities needs to be devolved to lower levels (wards) to ensure representation. There should be linkages between the wards and counties to ensure synergy of plans. There is need for preparatory design to determine how this will be implemented and fit into the overall planning framework at county level. This will guard against the duplicity of roles that parallel structures often generate (Omollo, 2011).

2.4 Summary

The main goal of LASDAP was to improve local government service delivery by involving community members in planning and prioritizing their service delivery needs. Citizens attended planning meetings to elicit their communities’ service delivery needs, and these needs were then translated into the local authority’s annual LASDAP. The services prioritized in the LASDAP indicated how the LA would spend its service delivery budget for the following year.

Decentralization reforms aims at providing greater local government control of resources in conjunction with structures to support downward accountability to citizens a factor that will promote better management of resources and more efficient service delivery (Ribot 2001).
However, devolution is not a guarantor of accountable local governance, and the same corrupt practices that operate at the Central Government level may simply be transferred to the LAs by way of enhanced autonomy hence the persisting failures of LASDAP suggest shortcomings of its participatory design despite the opportunity that participation provides for enhanced accountability and transparency of local governance (Flaster, 2010).

2.5 Gaps in the previous studies

Citizen participation in Local Governance has attracted a lot of interest among many researchers. Several studies have been conducted on this subject. However many have failed to address the weak articulation of mechanisms and frameworks for community engagement. Very little research has been done on the role that the Local Authorities can play in terms of fostering public participation to the LASDAP a factor that has significantly affected the success of the LASDAP at the community level.
2.6 Conceptual Framework

Independent Variables

- Institutional and regulatory framework
  - Rules and regulations
  - Structure of LASDAP

- Socio-Economic factors
  - Income levels
  - Literacy levels

- Political cultural factors
  - Political interference

Dependent variable

Community participation in LASDAP
- Participation in project identification
- Participation in project implementation
- Participation in monitoring and evaluation

Figure 2.1 Conceptual Framework
2.6.1 Operational Definition of Independent Variables and its Indicators

This section is devoted to the independent variables used in this study. The main assumption is that there are a number of social, cultural, economic and political factors that may have been affecting and arguably encumbering to some extent the effective participation of community people in development activities through LASDAP. For the purpose of analysis, the main factors that may affect community people’s participation in development projects through LASDAP especially in planning and implementation stages are mainly categorized in three areas; a) institutional and regulatory framework, b) socio-economic factors, and c) politico-cultural factors. For better understanding, an attempt has been made here to clarify the variables and its determining indicators.

2.6.1.1 Institutional and Regulatory Framework

The congenial institutional structure and supportive legal framework of an organization is considered as a precondition for ensuring stakeholders’ access in planning and implementation process of its development programs. In Kenya, politically authoritarian and highly centralized state structure mingled with political rent seeking inhibited the poor and the marginalized generally in involving the domain of decision-making process at local level. In addition, complex regulatory framework of LASDAP acts as deterrent in integrating and elating the community people into local development projects.

2.6.1.2 Structure

The institutional structure integrates and widens the scope of all parties involved in successful operationalization of development projects. It instigates and encourages people to participate in development initiatives undertaken by it. In this study, structure indicates the existing LASDAP is formatting. Due to the colonial tendency of heaving power in the center and the bureaucratic tendency of establishing control on local council, LASDAP has failed to emerge as a well-structured participatory development program. Lack of expertise in technical matters and absence of gradual institutional reform has made the existing LASDAP structure non-participatory (Khan, 1991).
2.6.1.3 Rules and Regulations

Proper legal provision is very important in shaping the institutional procedures as well as ensuring and protecting the participatory right of community people in development projects. The indicator has been used to assess the extent of influence of the existing rules, regulations and guidelines of LASDAP in encouraging local people into the participatory practices at local level.

2.6.1.4 Socio-Economic Factors

People’s participation is greatly determined by the socio-economic factors in which they are bound to live and adjust. The socially poor, disadvantaged community and minorities are seldom asked for participation in government run program/projects. This is shaped by the prevailing social norms and cultures in a society. As social theory implies, the social determinants for participation are gender, economic status, level of education, person’s influence in the society.

Actually social-economic factors play significant role in shaping both participation and participatory outcomes. Social exclusionary practices like gender inequality, religious factors etc. may undermine participation of certain groups particularly the women in decision-making (Gupter, 2004: 366).

2.6.1.5 Income Level

In a traditional society, income level of a person is considered as an important criterion for judging one’s ability. Similarly, to assess the extent of participation of common people in development project, income level as an indicator has been chosen in this study. There is a general assumption that higher the income level, higher the participation. As a result, it can be said that lower income level affects participation. Economic condition of people also determines their active participation in project run by local government.

Economically strong people often make alliances with the elected representatives and exploit their positions to ensure mutual gains. It may be inferred from their proposition that the better-off people in society in terms of economy easily get participation in various government run programs because their social identity is the
prosperity and the social prestige they hold in the society. Moreover, they are key influential persons in the society in absence of who hinder the implementation of government run program and policies.

2.6.1.6 Literacy levels

Education is the password to enter into the development intervention. Meaningful participation in development project largely depends on the educational status of community people. Hence, to explore the level of participation of common people in development project, literacy rate or educational status has been chosen as an indicator in this study.

It is evident that illiterate people hardly understand the practical details of a project and thus their illiteracy is a great hindrance to their participation. Illiterate people are often looked down upon as problematic as they more often cannot articulate their demands and put forward their opinions in a systematic way. Hence, their illiteracy is leading them to non-participation.

2.6.1.7 Gender

For ushering a balanced development, integration of cross-section of people irrespective of gender is a viable option. The rural society is predominantly patriarchal in which female participation in development activities is traditionally looked down upon. The common religious sentiment is also against women’s spontaneous participation in development program. However, people with strong family background enjoy privileges at all levels. In fact, without the support of the traditionally strong families implementation of any development program is very difficult.

2.6.1.8 Politico-Cultural Factors

Politico-cultural factors are also responsible for constraining participation of people in projects run by local government. Likewise, socio-economic factors, political backgrounds of stakeholders have been influential factor in shaping the participation outcomes. Powerful stakeholders, who are politically, socially and economically dominant, for their own interests may thwart the participation of their counterparts
(Samad, 2002). In fact, in most of the cases, interests of the political elites and administrators, who run the regime, penetrate the arena and shape the outcomes. From time immemorial a politico-cultural factor, that is patron-client relationship has engrained in the local community.

2.6.1.9 Political Interferences

The said indicator has been used to quantify the perpetual truth i.e., political intervention in local development program. In many cases, projects are selected not on the basis of local people’s urgent need and demands but for facilitating local ruling party political leaders or elected representatives closest ones some undue advantages. Political interference, therefore, is a common phenomenon in processing rural development projects in Kenya.

Historically politics has been preserved for very small, relatively homogeneous elite who shares a common education, culture, and ethos; interacts socially; and intermarries. Informal networks of patron-client relations that ultimately prevent the local people to be involved in the development projects dominate the political arena. These networks of patron-client relations coupled with complex bureaucratic structure of the country make participation difficult (Kochanek, 2000:547).
CHAPTER THREE
RESEARCH METHODOLOGY

3.1 Introduction

This Chapter deals with the methods and all the procedures that were applied in conducting this study. It explains the research design, the target population, sampling frame, design and size, the data collection methods and the procedures of analyzing the data that was collected from the field.

3.2 Research design

This study employed the survey design of research. It was the most appropriate to gather as much information as possible to enable valid conclusions, Mwachiro et al (2011); used similar design in an earlier study. In order to have first-hand information on the dynamics and complexities of the community participation in Local Governance, Primary investigations were conducted through interviews. Selective quantitative assessments, using structured questionnaires were administered to the targeted respondents in Kilgoris constituency in a span of two weeks.

Questions related to community members’ opinions about their participation in LASDAP process were addressed by the collection of survey data from households in the language of the respondent’s choice. Two hundred respondents were randomly selected to represent the Adult population within Kilgoris constituency. A qualitative component of analyzing detailed issues was considered. In this light formal and informal interview with key government, officials and CSOs stakeholders were conducted.

3.3 Target Population

A universe is defined as all potential subjects who possess the attributes in which the researcher is interested whilst a population limits the boundaries of the study unit to those who possess specific characteristics (Strydom & Venter, 2002). In this study, the researcher targeted the community members Narok County in Kilgoris constituency.
Key stakeholders in the area were selected; this involved a few government officials from the Local government and representatives from Community Based Organizations (CBO) with experience in participatory governance.

3.4 Sample and sampling method

Sample is the sub-population to be studied in order to make an inference to a reference population (A broader population to which the findings from a study are to be generalized). The study employed a simple random sampling technique to identify respondents. Simple random sampling was preferred because the respondents and the subject of the study make the subject homogenous. According to Mugenda and Mugenda (2003), simple random sampling is a probabilistic sampling technique, which ensures each subject or object, or respondents have an equal chance of representation.

In order to perform a simple random sampling, a sampling frame was constructed based on the study area. The list of respondents in the study areas was generated from government offices, which provided the names of the council officials in charge of LASDAP in the constituency. Names of CBOs representatives were also sampled from this source. The participants in the study community were sampled randomly from door to door visits in the area and this was used as a sampling frame for the study.

3.5 Sample Size

The sampling size of this study was 200 men and women in Kilgoris constituency, within the ages of 18-60 years this sample is equivalent to 10% of the resident population of the constituency. Since this was a descriptive study, according to Mugenda and Mugenda(2003) and Gay,(1981),10% is considered adequate for descriptive studies. The target group also included a few government officials mainly at the local level; these included the District Officer (DO) chiefs, village elders, members of the county assembly, community representative leaders and CBOs representatives in the area, who were selected both purposively and randomly from the areas.
The selection of the respondents group was based on the following criteria; residents of the study area and not a visitor in the area; conversant with Kiswahili language or any local language; willing to participate in the study and finally, group diversity by way of gender, age and ethnicity was essential.

It must be noted however that the researcher attempted to strike the 50% gender diversity without much success hence the interviews preceded with other participants on availability basis.

3.6 Sampling Techniques

The study employed random sampling in choosing households to participate in the survey. This technique provided an equal chance to every population unit to be included in the sample. Selection criteria considered the following factors; time frame of the study, financial resources, coverage of households, and accuracy of information, reliability of information and precision of information. (Kothari 2004).

3.7 Data Collection Procedures

This study employed various forms of data collection and analysis. The research used a mixed approach with both qualitative and quantitative methods, an increasing trend in development studies (Rao, 2002; Rao&Woolcock, 2003). The mixed approach aimed to exploit the advantage of both techniques, and in addition, the crosschecking among techniques promote consistency in result. further, Dudwick et al (2006) obverse that while using a single approach may be necessary in some circumstances, a judicious combination of methods increases analytical richness of a study and provides a sounder empirical basis for making policy and project recommendations. The methods used were preferred because of their potential to elicit information and bring out the voices of the interviewees; more specifically this research employed the following research methods:

Documentation: This involved collecting information and data from existing surveys, reports and journals already presented by researchers in this field. Structured Questionnaires: This was used to collect information from households. Questionnaires were developed to obtain survey data that allowed an understanding of the impact of citizen participation in grass root development projects. The researcher took
handwritten notes which served to remind him of the various aspects he needed to pursue. The interviews were conducted in English, Kiswahili and where necessary in the local language.

Key Informants Interviews (KII s): Key informants were purposively selected because they were knowledgeable about issues related to community engagements in local governance. Key informants interview were conducted with local government officials, and officials from CSOs. Interviewers conducted interviews with the aid of question guides that elicited responses on various aspects related to the role of citizens in local governance. Interviewers met the participant in a place convenient for them mainly at the respondents’ homes. Each interview lasted for about one hour or slightly less, with interviewers making detailed notes for analysis purposes.

3.8 Data Processing and Analysis

Analysis of data is a process of inspecting, cleaning, transforming and modeling data with the goal of highlighting useful information, suggestion conclusions and supporting decision making. According to Shamoo and Resnik (2003) various analytic procedures “provide a way of drawing inductive inferences from data and distinguishing the signal (the phenomenon of interest) from the noise (statistical fluctuations) present in the data”

The correlations that were drawn between participatory mechanisms and LASDAP project successes have formed points of evaluation relevant to the wards studied in Kilgoris, which may not hold for other regions of Kenya as a whole. The data collected from the field study has been carefully analyzed and presented using graphs and pie charts for easy understanding by the intended users.
CHAPTER FOUR
RESEARCH FINDINGS AND DISCUSSIONS

4.1 Introduction

This chapter presents an analysis, interpretation and presentation of data obtained from the field. The information collected from the field study was aimed at achieving the objective of the study which was to examine Factors Affecting Community Participation in the Management of Projects through LASDAP. This chapter will clearly outline the results of the research conducted in Kilgoris Constituency based on field interviews conducted with the community members of the County.

4.2 Research Findings and Data Analysis

This Constituency analysis draws from interviews held with members of the Kilgoris Constituency. The respondents interviewed in the research were identified through door-to-door visits in the community and participation was based on the willingness and availability of the respondents in the randomly selected households. Given the qualitative nature of the research, all findings are indicative.

Nevertheless, the information collected through interviews gives a good insight into the factors affecting community participation in the management of development projects in Kilgoris constituency. This case study is organized into four sections. The first part describes the profile of interviewed respondents in the Constituency, detailing their socio-economic background; education level, gender, marital status and ethnicity assessing the correlation between these variables levels and participation in LASDAP in the constituency.

The second section focuses on the perceptions of the community on the issue of community participation in the planning and implementation of development projects through LASDAP. This will form the basis for the discussions that follow which explore the importance of community participation in managing development projects through LASDAP.

The third section focuses on the Institutional and regulatory frameworks of the LASDAP and its implication on citizen participation, this section also examines the influence of the relevant political organizations in the participation of community
members in development projects in the constituency. The final section concludes the research by highlighting implications for LASDAP successes in involving community members in planning, managing and implementing development projects in Kilgoris constituency.

4.2.1 Biographical Data

The purpose of the study was to examine the Factors Affecting Community Participation in the Management of Community Projects through LASDAP in Kilgoris constituency. However, the researcher found it necessary to first identify the Biographical Data of the respondents included in the survey. This Biographical Data of the sample included in the study were assessed by looking at variables such as, the Age of the respondents, Marital Status, Level of Education and Ethnic group of the respondents. This information was collected from interviews held with sampled community members in Kilgoris constituency.

Table 4.1: Biographical Data of the Respondents included in the Survey

<table>
<thead>
<tr>
<th>Characteristics</th>
<th>Frequency</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Age Group in Years</strong></td>
<td></td>
</tr>
<tr>
<td>18-27</td>
<td>32</td>
</tr>
<tr>
<td>28-37</td>
<td>71</td>
</tr>
<tr>
<td>38-47</td>
<td>39</td>
</tr>
<tr>
<td>48 years and above</td>
<td>58</td>
</tr>
<tr>
<td><strong>Gender</strong></td>
<td></td>
</tr>
<tr>
<td>Male</td>
<td>124</td>
</tr>
<tr>
<td>Female</td>
<td>76</td>
</tr>
<tr>
<td><strong>Marital Status</strong></td>
<td></td>
</tr>
<tr>
<td>Married</td>
<td>120</td>
</tr>
<tr>
<td>Single</td>
<td>46</td>
</tr>
<tr>
<td>Widowed</td>
<td>11</td>
</tr>
<tr>
<td>Separated/ Divorced</td>
<td>20</td>
</tr>
<tr>
<td>Refused to disclose status</td>
<td>7</td>
</tr>
<tr>
<td><strong>Level of Education</strong></td>
<td></td>
</tr>
<tr>
<td>Primary</td>
<td>102</td>
</tr>
<tr>
<td>Secondary</td>
<td>42</td>
</tr>
<tr>
<td>Tertiary</td>
<td>23</td>
</tr>
<tr>
<td>None</td>
<td>21</td>
</tr>
<tr>
<td>Refused to disclose</td>
<td>12</td>
</tr>
</tbody>
</table>
4.2.1.1 Age

The Biographical Characteristics are shown in table 4.1. The ages of the respondents ranged from 18 years to 65 years. One hundred and forty two of the respondents were between the age of 18 and 47 years. Thirty-two (16%) of the respondents were in the age category of 18 to 27 years, Seventy-one (35.5%) of the respondents between the age of 28 to 37 years, this seemed to be the majority of those interviewed. Thirty-nine (22%) of the respondents were between the age of 38 to 47 years and 58 (29%) of the respondents were above the age of 48 years.

It is important to note that participation patterns of this group were very minimal as compared to the other population of the respondents, Ninety-eight (46%) of the age of 48 years and above. Majority of the respondents within this age group lamented that they are rarely informed of LASDAP initiatives and this has greatly contributed to their non-involvement in LASDAP projects.

On further probing, respondents indicated that issues of community development are concentrated mainly with the older generation who frequent such meetings as they are considered custodians of the society. The results of the findings suggest a significant correlation between the Age variable and participation in LASDAP projects.

The study indicates that the older the respondents (47 years and above) the higher the chances of their participation in LASDAP projects. It is clear that the issue of participation in community initiatives has not been fully embraced by the youthful generation and a lot of awareness creation on the part of Local Authority is crucial to this group.

4.2.1.2 Gender

The results of findings as indicated in table 4.1 above shows that One hundred and twenty four (62%) of the respondents interviewed were male and seventy six (38%) were females. Although the researcher strove for 50% gender representation, this balance could not be attained. Significantly, the study presents a key relation between the gender of the respondents and their participation patterns in LASDAP projects.
Majority of the respondents who admitted to have either attended a LASDAP consensus meeting or participated in managing community projects were mostly the male respondents. The study draws conclusion of gender marginalization in rural communities as a result of cultural factors that are still dominant in our societies. According to an informal interview conducted by one of the women in the village, the respondent indicated that women in their community are not allowed to speak before men, she stated that in the event that a woman had a burning issue she was to inform the man who will then speak on her behalf.

The respondent explained that such cultural issues discouraged them from attending any community meetings since they saw no need of attending meetings where they could not voice their opinions. The Local Authority needs to step up in their role of educating communities on the need of including women in community development projects as required by the constitution.

4.2.1.3 Marital Status

The results findings as indicated in table 4.1 shows that, One hundred and twenty (60%) of the respondents were Married, Forty six (23%) Single, Eleven (5%) Widowed, Twenty respondents (10%) Separated, Seven (3%) refused to indicate their marital status. The researcher found it imperative to examine if there was any significant correlation between marital status of the respondents and their participation in LASDAP projects.

The study indicated that majority of the respondents who have ever participated in LASDAP projects were mostly the married. Informal discussions with one of the community members pointed that married people were held in high esteem and were most likely to be allowed to participate in discussions regarding pertinent community issues. This significantly indicates marginalization of the unmarried, single and widowed people in participation in community activities. The LA therefore must create mechanisms that will limit such marginalization in order to allow maximum representation of community members in LASDAP projects.
4.2.1.4 Level of Education

As indicated in table 4.1, the research findings of the study indicates that One hundred and two (51%) of the respondents interviewed had reached primary level of education, Forty-two (21%) had reached secondary level, Twenty-three (11.5%) had reached tertiary level, Twenty-one (10.5%) had no education at all and Twelve (6%) refused to mention their level of education. The researcher saw it necessary to assess the level of education of the respondents in relation to participation in LASDAP projects.

According to the findings, it comes out clearly that those with no education at all indicated that they had never participated in any meetings held with the LA. Majority of the respondents who indicated that they had been involved in community projects had at least reached primary level education. It is interesting to note that those who had attained Tertiary education seemed more knowledgeable about what LASDAP is and had participated in managing LASDAP projects.

The study findings reveal that it is crucial for the LA to build the capacity of the local people so as to put them in a better position to engage fully in development projects. This can be attained through workshops and seminars organized by the LA to strengthen the understanding of the people on the importance of community participation through LASDAP.

4.2.2 Citizen Participation in LASDAP Project Planning

4.2.2.1 Citizen Awareness of LASDAP

Recognizing the importance of information, ranging from financial information to even more basic information amounting to sheer awareness of the LASDAP process, surveys were distributed in order to gauge citizen awareness of LASDAP and local government transparency in Kilgoris. Two hundred community members from Ang'ata Barrikoi, Kilgoris, Shankoe, Keyian, Kimintet, wards participated in completing field surveys, providing the quantitative data in this and the following sections.
According to figure 4.1, only seventy-two people (36%) know about LASDAP. One hundred and twenty eight people (64%) do not know anything about LASDAP. Of the 36% who knew about LASDAP 90% of them had been educated at least beyond primary school level. It is interesting to note that majority of the respondents who knew about LASDAP were also slightly older (above 35 years).

Figure 4.1: Knowledge about LASDAP

The results as indicated in figure 4.1 shows that the LA has not attained much success in publicizing LASDAP projects to communities at grassroots level. Despite the importance of this programme, many people are not even aware of what it is. The LA has a big role to play in terms of creating awareness to the people about LASDAP so that they are able to take part in community projects that will improve their lives.

Even though seventy two people (36%) people indicated that they knew LASDAP, or had heard about LASDAP; very few respondents (nine percent) however knew exactly the role of LASDAP in relation to promoting citizen participation in development projects with majority of respondents saying that LASDAP is responsible for sanitation in the community.

This can be attributed to the fact that the only successful projects since the inception of LATF and LASDAP have been small projects like construction of latrines in schools and market places. These projects are usually undertaken without the
knowledge of the people who only see initials of LATF in schools and market places without really knowing what these projects are all about.

This lack of knowledge of the role of LASDAP in the community points out the limited knowledge that the people at grassroots have with regards to this participatory tool of development and subsequently indicates the lack of awareness creation about LASDAP in the rural areas a role that the Local Authority has not successfully achieved as intended. As indicated by these results, civil society is crucial in terms of providing the *wananchi* with awareness of LASDAP. However, there is considerable room for the LA to become more engaged in raising public awareness and mobilizing citizens for LASDAP meetings.

### 4.2.2.2 How Community Knew about LASDAP

According to figure 4.2, out of the seventy two (36%) respondents who indicated that they knew about LASDAP, fifty two respondents (72%) said that they learned about LASDAP through information shared through NGOs and CBOs (72%) this is the highest rated means of awareness about LASDAP. Information shared by other community members (word of mouth) was rated second most popular at 16%, this was followed by Information shared by LA at 8%, and only 2% of the respondents who know about LASDAP said they learnt about LASDAP through Newspapers.

![Figure 4.2: Source of Information about LASDAP](image-url)
Figure 4.2 show that Nongovernmental organizations, civil Community Based Organizations (CBOs), and other citizens are largely responsible for generating awareness of LASDAP among the surveyed participants. LA seems not to be playing a key part in information dissemination among community members; significantly print media is not very popular in creating awareness among local people in Kilgoris constituency.

LASDAP aims to promote citizen participation in decentralized local government planning. However, participation is immediately precluded when citizens have limited or no awareness of the LASDAP process. Devas and Grant (2003). According to a research conducted by Devas and Grant in 2003 on Local Government decision-making, their findings provide insights on the correlation between inadequate information and the limitation of LASDAP to improve community participation. As reflected from the study, the LA is not taking the lead in disseminating information about LASDAP to the public, which is supposed to be the case.

4.2.3 Citizen Participation in Planning and Implementation of Development Projects

![Community Participation in LASDAP Projects](image)

Figure 4.3: Community Participation in Planning and Implementation of LASDAP Projects

According to figure 4.4 above, the one hundred and forty six (74%) of respondents indicated that they have never participated in the planning and Implementation of
development projects in their constituency. Majority of the respondents lamented that they have never been invited to attend any LASDAP consultation meeting and do not even know if these meetings do exist. On further probing, the respondents indicated that a few who attend those meetings are well known to the council officials hence they have the advantage of the information on when these meetings are usually held.

The surveyed respondents who had participated in LASDAP planning meetings were only 26%, subsequently older (above 35 years) and mostly the men. These findings reflect an interesting pattern on issues of decision making mostly in the rural parts of Kenya. Being a patriarchic society, we have not yet achieved gender equality on issues of decision making an area that the government needs to put more efforts in, the youth are significantly left out on issues of development as decision making is usually seen as a preserve of the old and influential in society.

This lack of participation can be attributed to the local authorities’ lack of public awareness and publicization of projects and activities, which was the most, cited reason explaining why respondents did not participate in LA activities. Both the Clarion and the current study indicate that the LA is not reaching out enough to the community, which illuminates a continuation of the same exclusionist political culture that the Kenya Local Government Reform Program and LASDAP were supposed to reform.

Survey respondents who indicated their participation in LASDAP planning meetings to inquire about the status of LASDAP projects were asked to describe their experience. One respondent indicated that the visit was successful and his opinions and contributions were considered properly, while all other respondents indicated a negative experience in these planning meetings in their respective wards.

Multiple respondents indicated that they only sat at the back of the hall and were never given an opportunity to speak. In most occasions, respondents pointed out that they were not allowed to attend the meetings as the officials at the council offices asked them to identify themselves and produce letters of invitation to attend the meetings. Respondents indicated a general consensus that receiving information from the LA is not easy, illustrating a lack of transparency at the Council hence limiting community participation in LASDAP meetings.
Limited participation of interviewed respondents in LASDAP meetings subsequently reflected in low citizen participation in implementing development projects in Kilgoris constituency. Eighty seven percent of the respondents interviewed expressed regret that many development projects in their localities are carried out without input from the community. They lamented that they usually see people putting up toilets, water tanks and they do not know who they are and who sent them. “We only wake up to find already built water tanks which in most cases are not our priority needs,” remarked a participant.

4.2.3.2 Respondents Perception on the Level of Community Participation at LASDAP

Respondents were asked to rank the level of participation of community people in development projects in Kilgoris constituency. Figure 4.5 displays the perceptions of the respondents with regards to community participation. One hundred and fifty two (76%) of the respondents interviewed perceived community participation in Kilgoris constituency to be at the lowest level, Forty respondents (20%) indicated medium community participation and only 4% perceived high levels of participation or involvement of the local people in development projects.

![Level of Community Participation at LASDAP](image)

Figure 4.4 Respondents Perception on the Level of Community Participation at LASDAP
From the findings the message of community alienation in development projects is loud, a clear indication that the government is far from achieving involvement of communities at grass root level in development issues. Low citizen participation in local decision-making reflects their limited awareness of democratic principles and the limited belief in the importance of civic engagement at the local level.

4.2.3.3 Citizen Satisfaction with LASDAP Institutional structure and Regulatory Framework

Survey respondents from Ongatabarkoi, Kilgoris, Shankoe, Keyian, Kimintet, and lolgorian, wards were asked to describe their level of satisfaction with (1) The conduciveness of the structure of the LASDAP in promoting community participation (2) The level of openness and information flow between the Local Authority and citizens throughout the LASDAP process and (3) The representation of their wards needs and priorities through the LASDAP process. As indicated by this quantitative analysis in addition to open-ended responses provided by wananchi, majority of the respondents are not even aware of existing legal frameworks aimed at facilitating community participation in LASDAP process.

![Figure 4.5: Openness and Information Flow between LA and Citizens throughout the LASDAP Process](image-url)
Figure 4.5 shows that one hundred and twenty nine (64.5%) of the survey respondents expressed strong dissatisfaction with the openness and information flow between the LA and survey respondents. Sixty seven percent of the respondents admitted that it is very difficult to get information from the council concerning LASDAP projects. One respondent lamented that regardless of their frequent visits to the LA offices they are hardly given information ongoing projects they are usually referred to their representatives who attended the consensus meetings. Only twenty-six (13%) of the participants asserted their satisfaction with the openness and information flow between LA and citizens with regards to LASDAP projects.

There was a general consensus among respondents interviewed that the existing structures of LASDAP are not conducive for community participation since they feel the common *mwanaanchi* still has no access to information regarding development projects in their constituencies. The researcher found out that 71% of the respondents interviewed rated the conduciveness of the LASDAP structures as ‘not conducive at all’ 17% rated the LASDAP structure as ‘Moderately conducive’ while 12% rated the LASDAP structures as ‘Highly conducive’

The results of this quantitative analysis indicate that the Government needs to modernize its Information and Technology (IT). Local governments should provide LASDAP proposals; project plans etc and request forms, and should allow citizens to use an online system to schedule meetings with county service employees in service departments. More information and government procedures should be publicized to allow community access to this valuable information.

**4.2.4 Politicization of LASDAP Process**

During an informal interview with a key respondent, an active community member in Shankoe, it emerged that at the last LASDAP consultation meeting; the former councilor changed the venue at the last hour, supposedly to deter anyone other than his political allies from attending. The community member and his colleagues in the Kilgoris ward committee were not given the opportunity to express their views or present their Community Action Plans because, according to the community member, the councilor thought the ward committee members were aligned with the Member of Parliament (MP), whom the councilor competed against in 2013 elections.
The political ambitions of councilors and ensuing MP-councilor competition are significant political issues hindering effective community participation in implementation of community participation in LASDAP process. The participatory framework of LASDAP is supposed to ameliorate rent-seeking behavior in the management of resources and service delivery by placing the wananchi at the forefront of decision-making.

However, as is also the case with the management of the Constituency Development Fund by MPs, the interface between political competition and devolved funds for development projects diminishes the focus on community participation and bolsters the opportunity of elected officials to appear favorably with constituents by bringing development. This perspective is particularly salient in the competition between councilors and MPs, some of whom are accused of using LATF and CDF, respectively, as political tools rather than vehicles for enhanced service delivery and citizen participation. By monopolizing the LASDAP process and using LASDAP as a political tool, devolution constricts, rather than enhances, democratization.

Citizen participation in local decision making and policy making is weak because of citizens’ skeptical attitudes about the effectiveness of participation and their limited knowledge of government processes. Even though a large number of citizens are not satisfied with their representation in local government activities, only 20 percent are actually willing to participate in local government.

Their participation is limited largely because they feel that this participation would ultimately be ineffective in helping them influence local decision making. The surveys revealed that many citizens believe local government decisions are ad hoc and made without requesting or responding to citizens’ input. Most citizens (70 percent) believe local government decisions never or almost never reflect their priorities. Two-thirds of respondent’s state local government’s decisions are driven by political party interests.
4.2.5 Successes and Challenges of LASDAP in involving Community in development projects

According to figure 4.6, Fifty two (26%) of the surveyed respondents asserted that LASDAP has contributed positively to community participation in the management of development projects in their constituency. Respondents explained that although the government has not achieved full success of the intended program the situation is better off as compared to how things were in the recent past. However majority of the respondents one hundred and forty eight (74%) feel LASDAP has not achieved community participation in LASDAP projects.

![Figure 4.6: LASDAP Success in Community Participation](image)

When asked about reasons for unsuccessful involvement of the community in management of development projects through LASDAP, Lack of awareness of the community about LASDAP was rated highest (41%), followed by political interferences (33%), followed by poor planning and organization of LA (11%), followed by Inadequate revenue (9%) and lastly Unsustainable projects at (6%) see figure 4.7
Contrary to citizen dissatisfaction with the information flow, there is a fair degree of satisfaction with the representation of the wards’ needs and priorities (44%), demonstrating that LASDAP can be an effective tool for improving the relevancy and development needs targeting of service delivery with sufficient community participation and councilor cooperation.

Positive appraisal of the representation of wards’ needs and priorities indicates that LASDAP as a reform in the decentralization and devolution process is indeed effective in generating more accurate and relevant local data as suggested by Bardhan (2002).

The participatory process, designed to promote stakeholder engagement in the service delivery planning process, prospectively improves the feedback and accountability mechanisms available to wananchi. However, the composition of community participation and the danger of local elite capture of the participatory process are important qualifications to the supposed correlation between service delivery and accountability.

The citizens of Kilgoris constituency who participated in this research perceive lack of awareness of the LASDAP process as the major constraint limiting community participation in development projects through LASDAP. Under this issue of awareness, citizens indicate poor information flow from Local Authority, failure of
the LA to disclose information at the right time. Bureaucratic procedures in some local Authorities are complicated because of the old administrative system, which is heavily burden- some and slow.

Corruption and the misuse of funds, lack of transparency at the local council, political patronage, lack of adequate project monitoring, councilor interference in LASDAP proposals, and lack of commitment by the LA were also sighted as major impediments precluding citizen participation in LASDAP process. Underlying these perceived challenges is the rift between the LA and citizens.

Devolution aims to bring decision-making power closer to the people, but, as this research has illuminated, limited community participation, politicization or elite capture of the participatory process, and limited transparency pose as counterweights to inclusive decentralization reforms and may actually expand the rift between citizens and decision-makers.

While wananchi perceive LASDAP challenges in relation to the LASDAP process itself, councilors perceive the greatest challenges as functions of insufficient revenue. The interviewed councilors indicated lack of funds as the greatest challenge facing the LASDAP process. One of the key motivations behind LATF was to increase the revenue base and financial management of local authorities.

Suggesting that lack of funds was the biggest challenge facing LASDAP begged the question: why are there not enough funds if all other expenses were factored in prior to arriving at the resource envelope, which was then divided among the wards before LASDAP projects were proposed? While fiscal insolvency at LAs was undoubtedly a significant problem, the only explanation for the lack of LASDAP monies was mismanagement of the same.

Mismanagement of money was, indeed, the greatest challenge that faced LASDAP according to two former elected councilors from Kilgoris, and Keyian. The councilors suggested that the preeminent problem with LASDAP was interference with LATF money; shillings allocated for

LASDAP projects were diverted for other means prior to project funding. This lack of money trickled down to limited involvement of the community in the LASDAP
process since a lot of issues rotate around availability of funds, for instance issues of creating awareness in the community need money, holding consultative meetings will also need a sizeable budget allocation for the process to be a success.

A consensus exists between citizen and councilor research participants that mismanagement of LASDAP was a legitimate and significant constraint to effective functioning of participatory service delivery structures in Kilgoris constituency. In addition to implementing better participatory structures, credible recourse should be taken against individuals who deliberately mismanaged LASDAP monies in order to more effectively disincentivize LA corruption (Gitau and Amaya 2003).
CHAPTER FIVE
SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

5.1 Introduction

This chapter provides a summary and conclusion of the study. The chapter also highlights the recommendation of the researcher on effective community participation in managing community development projects through LASDAP.

5.2 Summary of the Findings

Beneficiary participation in project planning, particularly in early stages of planning, has been shown to improve project performance at every stage of the process, from implementation to project maintenance (Isham et.al 1995). The correlation between citizen participation and project performance seems to be more qualified in the case of LASDAP in Kilgoris Constituency.

In addition to participation in LASDAP project planning, the researcher found that participation is equally critical during the monitoring and ownership stages of LASDAP project implementation. Participation in early stages of planning does not, as Isham et. Al(2005) would predict, correlate strongly with positive project performance during later stages of the implementation process if participation does not also occur during monitoring and maintenance stages.

Lack of local government transparency, poor positive feedback loops (for example discouragement with the LASDAP process because of slow progress or stalled projects), limited collaboration between citizens and their elected councilors, and local elite capture of the LASDAP process may explain the weak correlation between participation in planning stages only and project success. Thus, the data from this current research suggests that the critical link between participation and project success occurs at both the early planning stage and later implementation and maintenance stages.

The factors that most positively correlate with LASDAP project success are community participation in LASDAP projects and councilor-wananchi synergy during the LASDAP process. Conducting follow-up on LASDAP project proposals and monitoring project implementation are essential for efficient delivery of LASDAP
services. The local authority will not automatically work for its constituents or use constituent tax money accountably.

It is incumbent upon citizens to act as vigilant political agitators to realize successful LASDAP project implementation (NTA, 2013). Since the implementation of LASDAP, there have been little or no manifest improvements in the transparency at the Council and information flow between the LA and citizens. The LASDAP process, while creating formal avenues for enhancing community participation by way of consultation and consensus meetings, has not created institutional changes at the local authority to best facilitate stakeholder participation in LASDAP projects.

Correspondingly, the participatory framework, as currently employed, is a superficial one: the representative-stakeholder approach is employed, but the representatives’ capacity is not adequately built to perform their role in LASDAP, and the LA has not institutionalized any changes to facilitate full participation in this approach (for example mainstreaming monitoring efforts).

While overall citizen participation is low, women and youth are particularly underrepresented in participatory processes in local governance. The review shows that many women have less knowledge of, and interest in, political procedures, rules, or their rights. While 42% of men have represented their households at public assemblies, only 4% of women surveyed had done so. More than half of the respondents (52%) believe that men have a greater ability than women to influence local government decisions, with only 2% stating that women have a greater ability than men to do so.

Results from the research indicated that citizens are alienated from development issues of their communities and they see this process as a role that the government independently plays while they remain at the receiving end. Many people have not fully appreciated their participation in LASDAP process since they view this as a function of the government and the few elite who have the advantage to contribute to societal development. The youth are subsequently left out and they view civic participation as an aspect of the old in society just as the old days of chief’s barazas. The LA is not fully taking advantage of opportunities for effective citizen participation in management and monitoring of LASDAP, and its management of the
LASDAP process seems to indicate that the LA views LASDAP more as a funding condition for the LATF grant from the central government rather than a tool for enhancing stakeholder participation and improving service delivery.

5.3 Conclusions
The incumbency placed on citizens to participate in the management of LASDAP projects indicates that citizens must compensate for the Local Council’s own lack of routinely accountable governance. What does this say on more systemic level about democratization and devolution? Devolution is supposed to bring greater decision-making power closer to the ground and empower local institutions to manage their resources and provide services to their areas.

LATF only partly accomplished this objective. The LATF provided local authorities with more funds from the central government, but it did not make any systemic improvements in the management of those funds. This study concludes that devolution of power to the counties in and of itself does not promote community participation, and significant awareness creation and capacity building of the local community with regards to the development process is required to ensure proper participation of the people at the grass root level in planning, managing and implementing development programs.

Despite this major shortcoming, the LASDAP process had been successful in affording citizens the opportunity to participate in managing service delivery, albeit with persisting friction between citizens and the local council. Moreover, LASDAP had forced the LA to spend more of its budget on service delivery, which is a positive step in the trajectory of accountable governance.

5.4 Recommendations
Key recommendations to improve the participatory framework of LASDAP include legally delineating councilors’ role in LASDAP to improve the channels of community participation in managing and monitoring the LASDAP projects in their respective wards. Correspondingly, the participation group’s functions should be included in the annual budget for the county governments in order to begin institutionalizing citizen-monitoring structures. Part of this budgetary allocation for the monitoring group should support citizen training on social auditing procedures.
The county governments and members of the assembly should take a more active role in not only advertising consultation meetings, but in sensitizing community members on their role in the participatory development process. Additionally, the elected MCAS should use their leadership roles to foster citizen collaboration and planning between wards in order to plan for larger projects such as health clinics through inter-ward, combined allocations. Vigorous awareness creation and sensitization of community to participate in the development process will play a key role in changing the perception of citizens with regards to their participation in community development projects.

Government needs to modernize its Information and Technology (IT). Local governments should provide LASDAP proposals; project plans etc and request forms, and should allow citizens to use an online system to schedule meetings with municipal service employees in service departments. More information and government procedures should be put online. There should be a modern, multifunctional “one-stop shop” with modern IT. This will play a key role in bringing in the youth to this crucial role of civic participation.

Local government needs to be more inclusive. Local government should define concrete and realistic development plans and discuss these with all who are interested (for example, business, agriculture, and youth). Local governments and CSOs should make efforts to educate civil servants and reorganize municipal departments, as well as apply new approaches to relations between civil servants and citizens.

Conclusions from public hearings should be respected. Ward representatives should be present at all discussions related to the municipal budget. In addition, representatives of different municipal departments and services should present planned activities in each ward and specifically address citizens’ needs in those wards.

Local governments should be more transparent and responsive to citizens’ demands. An office for citizens’ inquiries and complaints should be established, and the time required for responding to citizens’ requests should be reduced. Corruption should be publicly debated and discussed. There should be transparency in revenue collection and expenditures. Internet presentations of the government’s activities should be
available. A system for citizens to evaluate the work of local government should be initiated. There should be external, independent auditing of local government activities

Finally, consideration should be given to the efficiency and effectiveness gains that may arise from decentralizing project money directly to the community at the ward level. Each ward would manage its own allocation of funds rather than centralizing the money at the county headquarters to ensure that all project money is directed towards funding community-prioritized projects. As Kenya devolves, LASDAP will definitely be a good reference point of how paper processes can yield near naught in practical terms, if not well implemented or checks and balances are not in place. Is Kenya going to repeat these same mistakes at the county level? The shortcomings of LASDAP bring to the fore an important aspect of citizen participation, overall institutional and government support, coupled with political goodwill. This cannot be overlooked if transparency, efficiency and effectiveness in public service is to be achieved at the county level (NTA, 2013).

Further research should be conducted to determine the most effective participatory structures in order to optimize the representativeness of LASDAP service delivery needs. The current representative-stakeholder approach to LASDAP participation and the preference for CBOs and NGOs to participate, rather than eliciting individual citizen participation, may present a bias toward representing the needs of the more organized poor, rather than the absolute poor who may remain marginalized by the LASDAP structures.
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Appendix II
Map of Kilgoris

Map of Kilgoris Constituency

Appendix III
Consent Form

Dear respondent,

Godfrey Ndubi Kwena is a master’s degree student at the Management University of Africa, School of Management and leadership. He is required to subscribe to a code of ethics that respects participants’ rights to participate in a research study. The researcher will make every effort to safeguard the confidentiality of the information provided by you. The information obtained from this study is purely for academic purposes.

You have been requested to take part in this survey and I assure you that there will be no risks or anticipated discomforts suffered for participating in this research study. The researcher will not offer any incentives or benefits for your participation.

You have every right to refuse to participate in this study, and if you agree to participate, you have the right to change your mind at any time and terminate your participation. If you agree to take part in the study, please sign below and we shall proceed with the interview. Thank you very much for your time.

………………………………….                                    ……………………………
Signature of participate                                                 Date

………………………………….
…………………………….
Signature of researcher                                                          Date
Appendix IV
Questionnaire

Factors Affecting Community Participation in the Management of Development Projects Through LASDAP in Kilgoris Constituency

Section A. Personal details of respondent
Questionnaire Number…………………
1(a). Level of Education
Primary □ Secondary □ Tertiary □ None □ Others -----------------------------

(b). Age
18-27 □ 28-37 □ 38-47 □ 48 and above □

(c). Marital Status
Single □ Married □ Widowed □ Divorced/ Separated □

(d). Gender
Male □ Female □

(e). Ethnic group of respondent-----------------------------

Section B. Socio-economic factors contributing to community participation in development programs

2. What is your Occupation?
Agriculture □ Business Service □
Skilled Laborer □ Employed □
Other □

3. Educational Status
Primary School □ Secondary School □
Tertiary Institution □ University/College □
None □

4. How can you rate your income level on a monthly basis?
Below Kshs1000 □ Kshs 2001 - 5000 □
Kshs 5001 - 10000 □ Kshs 10000 and above □

5 (a). Do you know anything about LASDAP?
Yes □ No □

5 (b) If yes please explain
(b) How did you know about LASDAP?

Newspaper ☐ Other community member ☐
Information shared by Local Authority ☐ NGOs/CBOs ☐
Other ☐---------------------- (Specify)

Section C: Community Participation in Planning and Implementation of Development Projects

6. Have you ever participated in planning meetings of any development project in your community?
   Yes ☐ No ☐

7. Have you participated in the implementation of any development projects in your locality?
   Yes ☐ No ☐

8. If the answer is ‘Yes’ in respect of 6+7, were your opinions considered properly?
   Yes ☐ No ☐

9 (a). Do you think that the development projects undertaken in your locality have been implemented through participation of your community?
   Yes ☐ No ☐

9 (b). How do you rank the level of participation of community people at LASDAP development projects?
   Lowest ☐ Medium ☐ Highest ☐

Section D: Institutional and Regulatory Framework of LASDAP

10. Do you think the existing Laws of LASDAP are conducive to the participation of local people in the management of development projects?
    Yes ☐ No ☐

11. Do you think the existing LASDAP Structure is conducive to the participation of local people in development projects/development activities?
    Yes ☐ No ☐

12. If the answer is ‘No’, please rank how far the structure of LASDAP is conducive to local people’s participation in development projects in your community
    Not conducive ☐ Moderate ☐ Highly conducive ☐
13 (a). Do you think there’s openness and clear information flow between Local Authority and citizens through the LASDAP process?

Yes ☐ No ☐

13. (b) If Yes, how would you rate your level of satisfaction with regards to transparency and the flow of information between LA and citizens?

Satisfied ☐ Fairly satisfied ☐
Dissatisfied ☐ No opinion ☐

Section E: Political Cultural factors on Planning and Implementation of LASDAP

14 (a). Have you seen any political pressure/interference in undertaking any development projects in your constituency?

Yes ☐ No ☐

14 (b). If the answer is ‘Yes’, please rank the level of political intervention in the development projects undertaken in your locality?

Lowest ☐ Medium ☐ Highest ☐

Section F: Success of LASDAP in involving community in the management of development projects

15 (a). Do you think LASDAP has contributed positively to community participation in the management of development projects in your constituency?

Yes ☐ No ☐

15. (b) If No in 15, in your opinion what are the reasons that have led to unsuccessful involvement of the community in management of development projects through LASDAP?

Lack of awareness of the community about LASDAP ☐
Poor information management and failure to disclose information ☐
Political interferences ☐
Poor planning and organization of LA ☐
Unsustainable projects ☐
Inadequate revenue ☐

***Thank you once again for your kind cooperation***