

**INFLUENCE OF PARTICIPATORY MANAGEMENT PRACTICES
ON THE IMPLEMENTATION OF LASDAP IN LOCAL
AUTHORITIES IN KENYA: A CASE STUDY OF COUNTY
COUNCIL OF KILIFI**

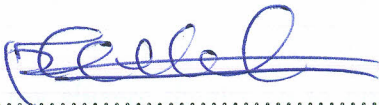
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**A RESEARCH PROJECT REPORT SUBMITTED TO THE SCHOOL
OF BUSINESS IN PARTIAL FULFILLMENT OF THE
REQUIREMENT OF THE DEGREE OF MASTER OF BUSINESS
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KENYATTA UNIVERSITY**

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DECLARATION

This research project is my original work and has not been presented for any award or degree in any other university.

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Date 8/5/2013

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This research project has been submitted for examination with my approval as the University supervisor.

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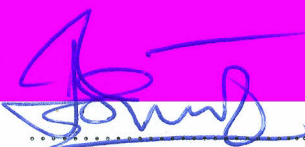
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First of all, my sincere thanks go to my supervisors, Mr. James Maina, who read and commented on various drafts of the proposal. Their suggestions helped me in many ways.

Last but not least, I would like to acknowledge my family for all the support they gave me during this research undertaking.

DEDICATION

This work is dedicated to my family

ABSTRACT

The LAs are the providers of key services to the communities under their jurisdiction.

The purpose of this study was to establish the extent to which the County Council of Kilifi has been able to uphold participatory management principles as required by the LASDAP framework. The study was to identify any bottlenecks and make appropriate recommendation so as to be as inclusive as envisage by the Kenya Constitution 2010. The study was guided by the following objectives: to identify the key areas in which participatory management is sought at the county council of Kilifi; to establish the mode of participatory management practiced at the County Council of Kilifi; and to establish the challenges of participatory management at the County council of Kilifi.

This was a descriptive research design where a sample size of 384 was drawn from a population of council employees and local residents in 31 wards. Purposive sampling method was used to select the sample. Questionnaires were used to collect primary data. The instruments were tested for both validity and reliability before final administration to the respondents. Two sets of questionnaires were devised, one for the workers and another one for the general public. Data was analysed with SPSS using descriptive analysis. Results are presented in tables and charts.

The study found and concludes that most of the residents of Kilifi County have not been adequately involved in significant areas that local communities ought to be involved in. The study also found and concludes that the most significant mode of participation by the citizens was communication through interest groups. The study further found and concludes that the challenges that mostly faced the residents while dealing with the council in terms of participation in implementation of LASDAP projects were lack of encouragement, other competing interests, failure to implement the law, lack of support from elected councilors, lack of awareness, and inflexible structures. The study first recommends that the newly created Kilifi County should involve the communities more in areas of implementation of its projects as this has not been adequately done. The study also recommends that the Kilifi County should improve on the modes of communication by allowing more channels of communication between the County Government officers

and the communities. The study further recommends that the new Kilifi County Government should improve its participatory management approaches to reduce the barriers that residents face in engaging with the county officials. The study suggests that similar studies be replicated in other counties in order to determine how county governments in Kenya practice participatory management.

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CHAPTER ONE

INTRODUCTION

1.1 Background

Effective local government requires good leadership and strategic management, good service provision, and good community participation (Blair, 2005). A local authority belongs to local people and local organizations, if it is to meet local needs; it has to understand what those needs are. Local governments are expected to be accountable to the local people. Local representatives popularly known as councillors are elected to serve local people. According to ANSA-Africa (2011), local authorities are therefore to develop a longer term vision for the community, to improve the quality of life of local people, to provide services that meet local needs and improve the economic, social and environmental well-being of the community. Community organizations and other public and private sector bodies have an interest in the development of the local community. Whether they are youth groups, residents' associations or Chambers of Commerce, these organizations have a stake in the community. They benefit from its development.

In Kenya, the Local Authority Service Delivery Action Plan (LASDAP) was introduced in 2001 as the participatory process for the annual identification and monitoring of capital projects in LAs. It has been implemented in all LAs, providing for the first time a sector-wide approach to citizen participation (Barasa and Eising, 2010). The guidelines for the LASDAP have been reviewed in the light of experience and a revised version issued in 2009. A Local Government Budget Day was introduced in 2007 at which all LAs are required to convene a public meeting each year at which the coming year's budget is read, and performance over the past year is reviewed. These interactive meetings have raised significantly the level of accountability of the councillors and officers. Stakeholder forums are also regularly convened at which local interest groups are consulted on LA activities and partnerships in the delivery of services arranged. All local authorities prepare Service Charters which set out their service commitments.

Citizen participation is a form of democratic governance. Democratic governance exhibits high levels of transparency and accountability; that is, information is made available and widely shared, decision-making processes are open, and public officials are

held to account for the use of resources and the achievement of outcomes. It provides for increased citizen participation, particularly for marginalised groups, and for decision-making by local bodies that are accessible to citizens. Democratic governance has structures and procedures that permit the incorporation of the views of a range of social groups (e.g. community organisations) in the formulation of policies and the equitable delivery of public services. Democratic governance also defines the role of the State in supporting the principle of subsidiarity and the process of decentralisation. It operates within an institutional and legal framework that recognises and respects human rights and the rule of law. Local elections are the first step to community participation, but voting once every five years, and then leaving it to the elected representatives does not necessarily bring about effective democratic local government (Barasa and Eising, 2010).

Community participation is one of the key pillars that make a local authority effective (Blair, 2005). There is need for a strategy both to engage local people and to bring local organisations into constructive partnerships. Building awareness is an important ingredient to community participation. The local people and organisations, have to understand the rights, obligations and opportunities of local government. They also need to be informed of the activities of the authority, its policies and plans, its decisions, its performance results, be consulted on the draft plans and budgets and the kind of services they want. The local people should have the opportunity to participate in decision-making, where it is relevant. Local organisations may be able to work in partnership with a local authority to deliver particular services more effectively.

1.2 Statement of Problem

The LAs are the providers of key services to the communities under their jurisdiction. The services include creation and maintenance of roads, municipal markets, garbage collection among others. However service delivered by the LAs is poor, uncoordinated, and inadequate. Most Kenyan towns have littered streets, open sewers, roads with potholes, among others, (NTA Report 2010). The government came up with the LATIF initiative to enable the LAs to deliver services and put in place the LASDAP guidelines (revised 2005) but the implementation is inadequate, with a poor participatory approach,

technical committees, ignoring the demands from citizens, sometimes with the undue influence of civic leaders. Civic leaders, more interested in their own agenda than that of the community often pick their close allies and professionals who will not question their actions. Accountability to the communities is not considered important, leading to mistrust of the council and apathy about participating in LA matters is the community feels disempowered. According to the NTA (2010) report, 20 percent of LATIF funds in the FY 2007-08 were mismanaged by the County council of Kilifi. This study seeks to establish ways in which the letter and spirit of the LASDAP regulations can be implemented by the County Council of Kilifi

1.3 Purpose of the Study

The purpose of this study was to establish the extent to which the County Council of Kilifi has been able to uphold participatory management principles as required by the LASDAP framework. The study was to identify any bottlenecks and make appropriate recommendation so as to be as inclusive as envisage by the Kenya Constitution 2010.

1.4 Objectives of the Study

The study was guided by the following objectives.

1. To identify the key areas in which participatory management is sought at the county council of Kilifi
2. To establish the mode of participatory management practiced at the County Council of Kilifi
3. To establish the challenges of participatory management at the County council of Kilifi

1.5 Research Questions

From the stated objectives the researcher formulated the following research questions whose answers were sought.

1. What are the main area in which the communities' input is sought at the county council of Kilifi
2. How is citizen participation practiced at the CCK
3. What are the factors affecting the extent to which Citizen Participation is realised at the CCK

1.6 Significance of the Study

1.6.1 To Management of Local Authorities

The study is justified on the grounds that the recommendation would go a long way in enhancing and democratizing the management of the local authorities in the whole country given the dispensation of the new constitution hence making the country more peaceful.

1.6.2 To the Researcher

The study will also enable the researcher to earn the Master of Business Administration degree apart from equipping him with new skills and knowledge on how to better manage the local authorities for improved service delivery and value for taxes paid.

1.6.2 To Scholars

The study would also form part of the body of literature which can be used as reference materials for future students.

1.7 Assumptions of the Study

The researcher assumes that the respondents will give honest responses that will enable objective conclusions to be made

The researcher also assumes that the responds will be will to cooperate with the researcher and provide all the necessary information that will be requested

1.8 Limitations of the Study

This study focuses on the county council of Kilifi and therefore the study results will be limited to Kilifi County. It will therefore be important that any interpretation of the results outside this scope be approached with care by practitioners.

1.9 Definition of Terms

The following terms are mentioned very often in this study and therefore the researcher sets out the operational definitions of the terms.

Autonomy - the degree of power in decision-making between the power of the local authority and the power of the central or regional authorities

Democracy- is a form of government in which all eligible citizens have an equal say in the decisions that affect their lives.

Empowerment - the process of obtaining these basic opportunities for marginalized people, either directly by those people, or through the help of non-marginalized others who share their own access to these opportunities.

Local Governance - the formulation and execution of collective action at the local level.

Participation - Involvement in shaping, implementing and evaluating programmes, and sharing the benefits.

Transparency -Transparency means openness of decisions and actions.

CHAPTER TWO

LITERATURE REVIEW

2.1 Introduction

This chapter presents a review of the literature that is available from other studies on local authority administration and the general literature on participatory management.

2.2 Theoretical Review

Community participations a term often and widely used by the government, politicians, civil society organizations, analysts and advocates of democracy. The new government regards public participation as a cornerstone of democracy. Sisk (2001) reiterates that participation is intrinsic to the core meaning of democracy. They assert that, the question of public participation is central in any democratic order, and it is something we dare not take for granted but must ensure that we constantly work on it all the time. To many, public participation is seen as a vehicle to promote and instill a culture of good governance at the local government level.

As indeed, Ackerman (2004) argues that the opening up of the core activities of the state to societal participation is one of the most effective ways to improve accountability and governance. To some people, public participation is tantamount to basic service delivery. By definition, the term public participation is not confined to issues pertaining to delivery as it concerns development, policy formulation and it is also about maintaining good order at the local government level. In a nutshell, public participation is an important ingredient for good governance and quality service delivery. Moreover, 'public participation is a constitutional matter, going beyond granting the right to vote'. In essence, public participation is a political right afforded to all citizens of any country.

2.2.1 Systems Theory

A synthesis of the definitions of a system given by various writers, (Adamolekun, 2006 and Offiong, 1996), can be stated as follows. It is a phenomenon of whatever type, including physical, biological, social, political, etc., which is an organized whole with identifiable, interrelated structures delineating it from the environment (supra system) in which it is located and with which it interacts, processing the inputs from it into outputs for it.

The general systems theory seeks to argue that every system, including political system, has subsystems which make up the entire system. They are assigned functions and provided with enabling empowerment, including resources, appropriate authority, etc. to enable them discharge their responsibilities optimally. Where this is the case, there is said to be homeostasis (stability) in the political system. On the other hand, instability reigns in the political system where the contrary is the case and the subsystems and entire system are also unable to function optimally (Adamolekun, 2006).

Input and output analysis of a political system is very important. A political system is said to obtain its inputs (demands, supports, liberty or autonomy, cooperation, criticisms, resources, information, direct labour, etc.) from the environment. It may be pointed out that some of these inputs, such as liberty or autonomy, cooperation, and direct labour, were not specified in the original or earlier analysis of the general systems theory, but they are considered important for this paper. These inputs are what the subsystems employ to discharge their responsibilities, so that the political system can send out its outputs into the environment and obtain further inputs for its operations (Offiong, 1996). Applying this brief exposition of the political systems analysis to the Kenyan Local Government system, the LGs in the country constitute the subsystems. They must be well handled in terms of being fed with adequate inputs, so that they can contribute appropriately to the optimality of the Kenyan political system, as well as its homeostasis. If the reverse is the case, that is, if the LGs do not have the required inputs to operate, two important things may happen. First is that there might be instability and the second is that there might be discontent amongst the citizenry. The two are intertwined (Adamolekun, 2006).

It is therefore very useful to realize the importance of the systems theory in the handling of LG autonomy in Kenya. This means the realization of the sub-systemic nature of LGs which are an integral part of the overall Kenyan political system. They have their assigned responsibilities to perform to the benefit of the people, not as appendages of the government. Failure to treat the LGs as such could send frustration through their veins,

disenchantment and inability to perform and hence dissatisfaction amongst the populace (Offiong, 1996).

2.2.2 The New Public Management Theory

The New Public Management theory is defined as a set of operating principles captured by Osborne and Gaebler (1993). Unfortunately, these operating principles were not necessarily generated and abstracted from well-defined theory, but as practical solutions to the operational problems confronting governments. In fact, they were generated as remedies for a broken system of government. Primarily governmental institutions were seen as undemocratic, unresponsive, inefficient, and failing in most other measures of what constitutes an effective organization. In addition, one of its remedies, the outsourcing of public services as a means to efficiency, has generated continuing debates that involve passionate proponents and critics alike. Indeed, this debate has clouded the deeper theoretical roots of the new public management. These roots are based on rich and primarily European notions of the relationship of the individual to society (Miller and Dunn, 2006).

The new public management theory involves managing an organization, by introducing private-sector management methods and incentive structures into the local government. Advocates of this theory believe that introducing private-sector methods and incentive structures into local authorities will increase the efficiency of these organizations. They derive their inspiration from market economics, rather than democratic theory. Applying the new public management theory to local authorities would require running the authorities like a private business. This involves two aspects. First, local authorities may apply traditional private sector management techniques such as: (1) clear standards and measures of performance, (2) results-based management techniques, and (3), a focus on the bottom-line. Second, local authorities may adopt portions of the corporate governance theory that structures private businesses (Miller and Dunn, 2006).

2.3 Empirical Review

Until only recently, many indicators suggest that levels of civic engagement civic participation and civic trust declined during the last two decades of the 20th century. The decline in participation and trust revolved, in part, around the issues of programmatic and individual performance as well as the accountability of decision makers and individuals. It will no longer be sufficient for public officials and local governments to demonstrate efficiency (doing more for less) and sound business principles. They must go further to demonstrate their accountability for the appropriate, proper and intended use of resources (Buccus, Hemson, Hicks and Piper, 2007).

In most instances, citizens are relegated to voting or other forms of participation such as public hearings, forums, petitions, protests, and service on volunteer boards (e.g. hospital boards); commissions or similar types of activities. Thus, the role of the citizen as an engaged partner in the governing process has been supplanted by governing through positional and organizational leaders who are bound by rules, procedures, and traditions that leaves governing to the “experts.” (Gibson and Lacy, 2002) .Citizens play a secondary role in setting agendas, developing budgets, implementing programmes, or evaluating outcomes.

More often than not, citizens have only minimal information about details public’s business except in an episodic manner*often caused of by some news story that focuses national, provincial, or local attention on an issue. The result in the eyes of citizens is that a wide gulf exists between the expectations associated with democratic theory and the practice of democracy in community governance. Many community and public leaders as well as public officials are beginning to realize that public participation is important in an environment where the citizens have a diminished trust in government and are demanding more accountability from public officials (Parr and Gates, 1989).

2.3.1 Areas of Participation

Nowhere has the emphasis on public participation been more keenly felt than in local municipalities. Mostly this is because it is the sphere of government where the greatest constitutional and statutory obligations to public participation exist. Perhaps it is also

because it is the sphere of government perceived as 'closest to the people'. In addition though, the emphasis on public participation reflects a concern at the lack of performance of many local municipalities, with roughly 50% of all local government falling under Project Consolidate, a government capacity-building programme. This poor performance is reflected in the widespread public dissatisfaction with many local municipalities. In this context, public participation has come to be seen as one way of making municipalities more accountable and responsive, and so more effective (Buccus, Hemson, Hicks and Piper, 2007).

Electoral participation remains a key principle of democracy. Local government is the closest form of government to the people and as such has potential to enhance participation. The advantage of local elections is that citizens know candidates generally well and choose on an informed basis (Kabemba 2004). However, a lot has to be done in terms of providing the citizens with information about election processes and why voting is important. Voter education should indeed become an integral part of larger civic and government education programmes which ought to be undertaken to educate the citizens. In essence the government and civic society organizations need to do a lot more to provide factual information for voters in a neutral way so they can participate knowledgeably and thereby increase voter turnout both at national and local government levels.

According to Barasa and Eising, (2010) the local community is expected be involved in project identification, appraisal, formulation and planning. The LASDAP is an annual investment plan for the LA, developed through a participatory planning process involving various stakeholder groups and citizens resident within a local authority. The stakeholders include self-help groups, business organisations, residents associations (including those in informal settlements), religious groups, educational and health institutions, professional organisations, NGOs and individual residents. Although LAs facilitate the process, the final product is owned by all the stakeholders and communities involved (MoLG 2009). The LASDAP process is based on resources defined in a resource envelope that forms part of the budget in all local authorities.

The resource envelope may be adjusted to include other resources which are formally committed by communities and partner organisations during the consultation process. The projects identified through a stakeholder process are then subjected to a technical evaluation committee of the LA to test for feasibility in terms of planning and technical standards. The LASDAP guidelines provide for the co-option of technical skills from line Ministries and departments of the mainstream civil service, provided the LA does not have these capacities in-house. Notwithstanding, these arrangements in the Guidelines, most LAs continue to implement the regulations inadequately, with a poor (often absent) participatory approach, technical committees ignoring the demands from citizens, sometimes with the undue influence of civic leaders. The main result of this mismanagement is the selection and allocation of taxpayers' money to projects that are the priority of the officials and politicians in power rather than addressing the needs of the citizens (MoLG 2008). Inadequate technical backstopping (support, monitoring of project management, including LASDAP) by the Ministry in general and its Urban Development Department in particular does not help either.

2.3.2 Modes of Participation

Many communities are involved in some forms of community engagement processes that involve residents in various aspects of the governance process. Virtually every local government is either required or empowered to appoint advisory committee (e.g. ward committees). These citizen committees are most often appointed/ elected in specific sectors to provide advice on specific issues such as planning, zoning, recreation, transportation, economic development, and sometimes on budget and finance. In any governance process in which community planning is combined with benchmarking and performance monitoring a vital link for reconnecting citizens is realizable through participatory process. It is contended therefore that these measures must be developed through negotiated processes where community residents are actively engaged to define desired outcomes, expected accomplishments and acceptable results. Communities and governmental organizations that engage residents and partner with them in all aspects of programming and policy making to define performance standards and measures of

success will enhance, in very significant ways, public perception of accountability (Berry, Portney and Thompson, 1993).

Petitions are a critical component of public participation process and reflect the perception of those affected by governance structures. They assist to identify issues that may have not been included in the governance structures or are insufficiently addressed in programmes implementation. As part of public participation process petitions can be used to address service delivery problems and therefore assist elected public representatives in taking into account public views for well-informed decision making. As a tool for public participation petitions help to identify “policy gaps” thereby enhancing interaction between public representatives and their constituencies (Parr and Gates, 1989).

Petitions can be a good barometer to assess and evaluate policy implementation because the public’s displeasure with particular aspects of governance will indicate as to whether government is on the right track and if not, what are the issues that need special attention –this is public participation in action as the views of the public informs decision-making processes. As soon as grievances by members of the public in the form of individual petition or group petitions are factored into governance decisions then effective public participation has taken place. Petitions are an integral and embodiment of effective public participation processes and should be built into governance decisions, should be promoted through encouraging members of the public to use them and be made part of the civic education programmes. Disruptive and at times violent public protests can easily be replaced by petitioning if the system is effectively utilized (Parr and Gates, 1989).

The first change in the new way of doing things must occur at the conceptual level where the public’s business is the public’s business. Communities should be actively encouraged to participate, invited into the processes, and fully armed with the knowledge and information to make participation meaningful. Citizens will help define community goals, develop agendas, develop strategic initiatives, participate in, and review implementation procedures, actively participate in the measurement of progress, and in assessing impacts of programmes. It is heartening to note that recently however,

governments have extended their accountability focus to include concern for long-term management issues and public sector performance (Andrews, 2001). Durant (1999) contends that accountability must be built into the entire programme structure. Kearns (1996), however, offers a more useful interpretation of accountability and performance: the term accountability generally refers to a broad spectrum of public expectations dealing with organizational performance, responsiveness, and even morality of government and non-profit organizations. These expectations often include implicit performance criteria – related to obligations and responsibilities – that are subjectively interpreted and sometimes even contradictory.

Behn (2001) broadens the definition of accountability not only financial accountability and added accountability for personal probity which requires incorporation of citizens interests into the accountability framework. This, Stivers (1990) calls active accountability and further explains that: Administrative legitimacy requires active accountability to citizens from whom the ends of government derive. The legitimate administrative state, in other words, is one inhabited by active citizens. Leaders must find ways to engage all citizens by developing better and more frequent use of old tools such as surveys, advisory committees, performance review committees and community forums to make participation more meaningful. The development of electronic communication and instant messaging hold great promise for the future if developed properly.

According to Plummer, (1999) participation ranges from relatively more passive to increasingly active modes: One of the modes of participation is information-sharing. This serves to keep people informed, to provide transparency, and to build legitimacy in a one-way information flow. The information can be from local authorities to citizens. Local Authorities have to create more awareness on the importance of Local Government issues to their citizens, through education exercises through initiatives like radio programmes, television broadcasts, city newsletter, a website and hosting workshops for Community Committee, officials documents, newspapers or magazines; distribution of documents from local government offices through press conferences, establishment of websites (Makhubu, 2009) . The information from the public to local government is when the

people respond to questionnaires and surveys; accessing toll-free telephone “hot lines” and providing various kinds of data.

2.3.3 Challenges of Public Participation

A study by the Kettering Foundation (1989) indicated that public administrators want relationships with citizens but found that they create delays and increase red tape. In turn, citizens felt that when their input is sought, it was rarely used to make administrative decisions. Some citizens felt that their concerns would be heard only if they organized into activist groups. What is encouraging though, is that, administrators, elected officials, and community leaders have found that institutionalized neighborhood participation in the policy processes results in a more informed, effective and participatory citizenry (Berry, Portney and Thompson; 1993).

The virtual centralization of the human resource administration functions of the local authorities all over the country is not only now old fashioned but out of mood. This is in spite of the said values of the local authorities. Some of them have uniform personnel administration and less politicization. But the problems include depreciation of autonomy and structural appendage of Local authorities to the government. LGs are not allowed to exercise their discretion and undertake competitive human resource administration Kettering Foundation (1989).

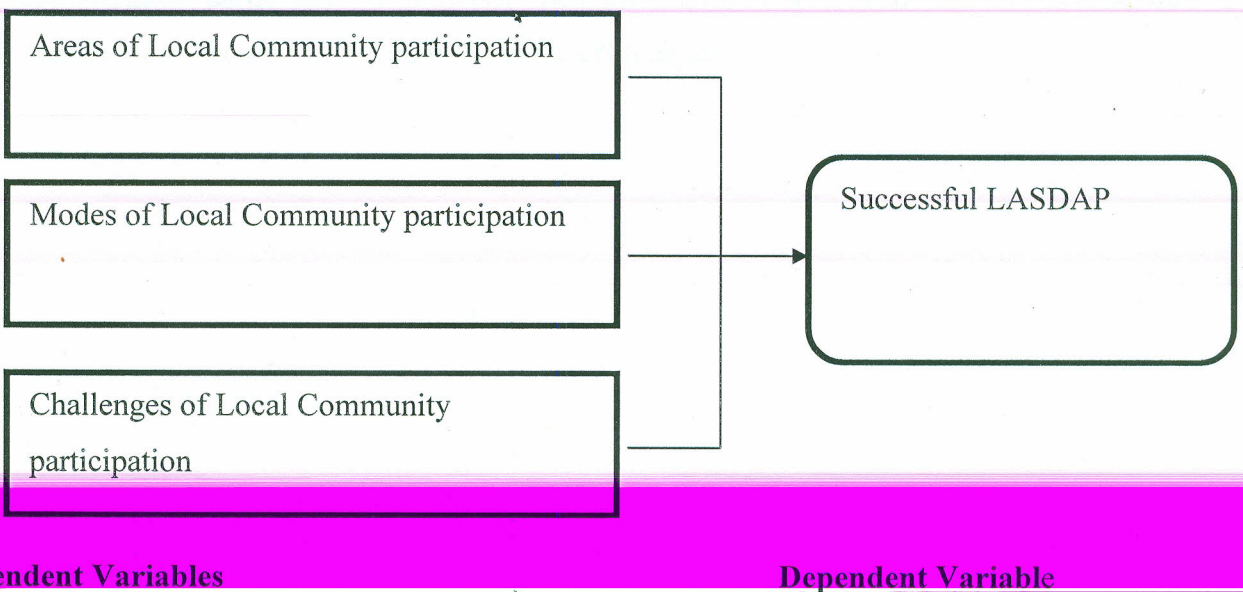
For the efficacy of community consultation, participatory mechanisms should involve disadvantaged groups such as women, youth, the urban/rural poor, and the disabled in decision making processes. Such mechanisms should acknowledge that participation is not a once off process but rather an ongoing process that should engage multiplicity of stakeholders, including the poor in the preparation of the budget of local governments. The participatory process of decision making will not strengthen public-private partnerships but also translate into major beneficial consequences: efficiency, equity, good governance and sustainability in the planning and management of community affairs (Friedman, 2004).

Morse (1996) goes on further to suggest that we need to build new patterns of civic interaction. She believes that there are capacities that exist in every community that hold strong potential for building new patterns of interaction that can renew our sense of responsibility and commitment to each other. As Rosener (1978) observes, mandating participation does not provide the assurance that quality participation will occur. The expended concept of public participation must permeate the entire governance processes. Important civic skills identified must be utilized e.g. group formation and dynamics; problem-solving orientation in group processes; active listening; willingness to accept differing views and a mindset that recognises that public decision-making is messy and often contentious.

2.4 Summary of Literature

The literature review has presented the various studies carried out on participatory management at local authority level across the world. However, no study has been carried out in the context of County Council of Kilifi. This is where the present study comes in to fill the gap.

2.5 Conceptual Framework



Source: Author (2012)

Areas of local community participation

Ideally, the local authorities should involve members of the local communities in several of the areas that touch them. These include budgeting, tracking expenditures, policy formulation, community projects, etc. thus the more the areas of involvement, the more successful are LASDAP projects.

Modes of local community participation

The way in which the communities are involved also affects the project implementation success. They need to be part of various advisory committees and be elected in various positions that act as oversight to the local authorities. Thus, the mode of participation influences success of LASDAP projects.

Challenges of local community participation

There are a myriad of challenges that local authorities face in their bid to ensure local community participation in projects initiated by local authorities. These include red tapes, human resource administration challenges, and inclusion of all disadvantaged groups. Thus if there are many challenges that local authorities face in ensuring local communities participate in projects, then participation in LASDAP will not be as successful as should have been without the challenges.

CHAPTER THREE

RESEARCH METHODOLOGY

3.1 Introduction

This chapter presents the research methodology. First, a presentation of the research design is provided. This is followed by an explanation on the target population, description of research instruments, description of sample and sampling procedures, description of data collection procedures and a description of data analysis procedures.

3.2 Research Design

This study adopted a descriptive study design. This is the method that most captures the objectives of the study. A descriptive design describes the state of affairs as it exists at present (Herve, 2008). This methodology permitted collection of data about variables or subjects as they are found in a social system or society. The design was deemed suitable since data was collected to answer questions concerning the current state of community participation in the County Council of Kilifi.

3.3 Population

The population of this study comprised of all the 246,504 residents of the county council of Kilifi and 36 senior employees of the council. The council area is divided into 31 wards and the council is divided into 6 departments. This population included business peoples, tourists, hotel operators, farmers, transport industry operators, manufacturer, religious groups, educational and health institutions, professional organisations, NGOs and individual residents. All these were consumers of various services provided by the local council. The 31 wards were Mitangani, Ndigiria, Bamba, Palakumi, Vitengeni, Mrima wa Ndege, Sokoke, Mwahera, Kauma/Jaribuni, Mwanamwinga, Kayafungo, Kaloleni North, Kaloleni South, Jibana, Kambe, Ribe, Ruruma, Mwawesa, Rubai part, Shimo La Tewa, Kanamai, Mtepeni, Junju North, Junju South, Ngerenya, Roka, Matsangoni, Mwarakaya, Ganze Dungicha, Ziani, and Chasimba.

3.4 Sampling technique and sample size

Purposive sampling was employed to select a total of 384 respondents as shown in Table 3.1.

Table 3.1: Sample Size

Stratum	Number	Percent
Council employees	12	3
General public (31 wards)	372	97
Total	384	100

The sample size is more than 30 employees as recommended by Mugenda and Mugenda (2003).

3.5 Research Instruments

These are the instruments that were used to facilitate the collection of data for the study. A questionnaire was used for this purpose. The questions were both open and closed. The closed ended questions helped capture the results that could be quantified during analysis and were based on a likert scale. The open ended questions helped in eliciting responses that could be qualitatively analysed and helped capture the issues that were relevant to the study but could not be captured by structured questions

3.5.1 Reliability Test

According to Walliman, Nicholas (2001), reliability refers to the consistency of measurement and is frequently assessed using the test-retest reliability method. Reliability was increased by including many similar items on a measure, by testing a diverse sample of individuals and by using uniform testing procedures.

3.5.2 Validity Test

To establish the validity of the research instruments the researcher sought opinions of experts in the field of study especially the lecturers in the department of Business. This

facilitated the necessary revision and modification of the research instrument thereby enhancing validity.

Content validity which employed by this study is a measure of the degree to which data collected using a particular instrument represents a specific domain or content of a particular concept. Mugenda and Mugenda (2008) contend that the usual procedure in assessing the content validity of a measure is to use a professional or expert in a particular field.

3.6 Data Collection

For purposes of this study, primary data was obtained through a questionnaire that was structured to meet the objectives of the study. The questions were both open and closed. The questionnaires were administered by the researcher in order to capture all the issues required and also to avoid low response rates. Mugenda and Mugenda (2003) opine that response bias is reduced when the researcher administers the instruments.

3.7 Data Analysis

Before processing the data, the questionnaires were edited for completeness and consistency. This ensured the questionnaire was completed as required (Nachmias, 2010). The data was coded to facilitate statistical analysis. The SPSS (Statistical package for social sciences) computer package was used to analyze the data. Data presentation was in form of descriptive statistics such as frequency distribution, percentages and tables.

3.8 Ethical Considerations

Due to sensitivity of some information collected, the researcher holds a moral obligation to treat the information with utmost propriety. Since the respondents might be reluctant to disclose some information, the researcher needs to reassure the respondents of confidentiality of the information given and that the information is solely for academic purposes.

CHAPTER FOUR

DATA ANALYSIS, RESULTS AND PRESENTATION

4.1 Introduction

This chapter presents the results of data analysis. From the 384 questionnaires administered, all the 12 from the Council employees were collected but only 250 from the general public were collected. This gives a total response rate of 68%. Given that most surveys have response rates of less than 20%, this response rate is considered high enough to generalize results to the entire population.

The chapter is organized as follows. First, sample characteristics results are presented in section 4.2. Section 4.3 presents the results on areas of local community participation. Section 4.4 shows the results of the modes of local community participation and section 4.5 shows the challenges of local community participation.

4.2 Sample Characteristics

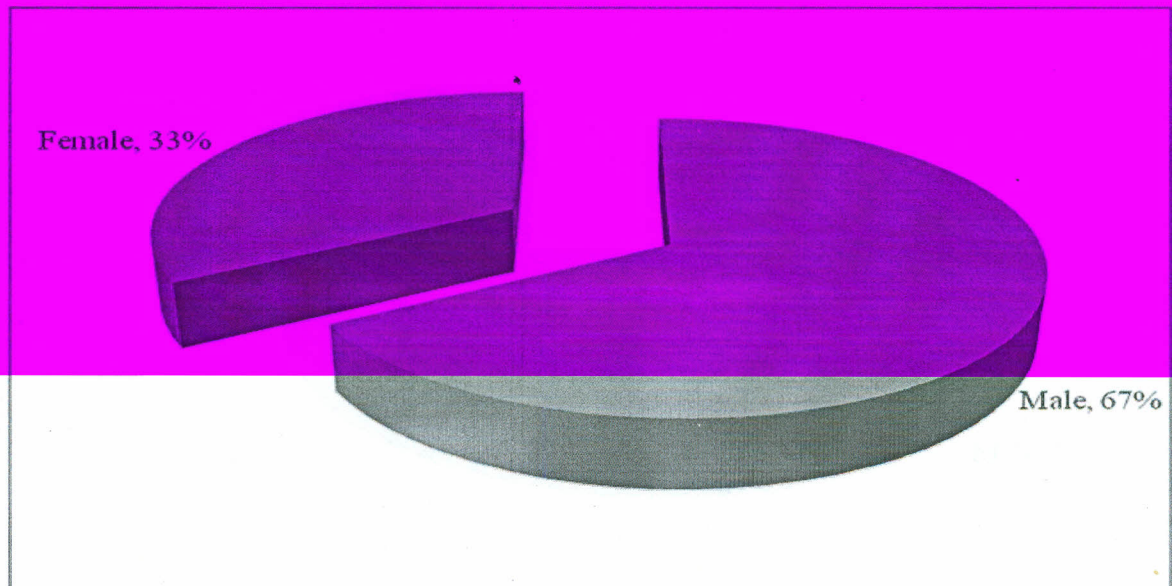
Table 4.1 and Figure 4.1 show the results for the gender composition of Kilifi Council employees.

Table 4.1: Gender Composition of Council Employees

Gender	Frequency	Percent
Male	8	67
Female	4	33
Total	12	100

Source: Author (2013)

Figure 4.1: Gender Composition of Council Employees



Source: Author (2013)

The results show that most (67%) of the respondents from the council employees were male while the rest (33%) were female. This indicates that there were more male than female respondents in a sample from the council employees but this could be the fact that there are generally more male than female employees in the Council.

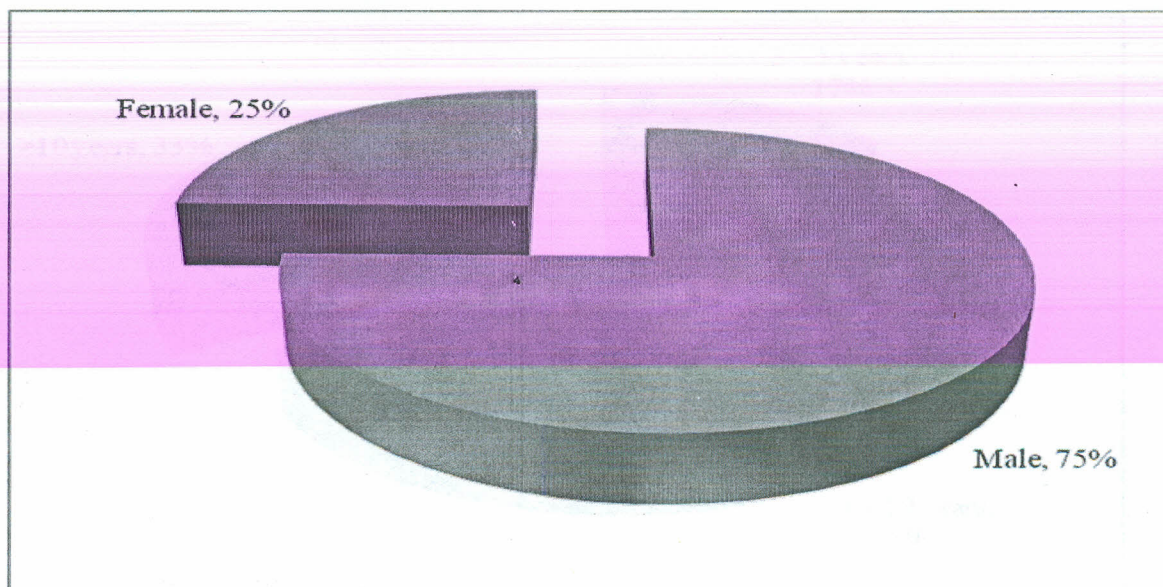
Table 4.2 and Figure 4.2 show the results for the gender composition of the general public in Kilifi County.

Table 4.2: Gender Composition of the General Public

Gender	Frequency	Percent
Male	189	75
Female	62	25
Total	250	100

Source: Author (2013)

Figure 4.2: Gender Composition of the General Public



Source: Author (2013)

The results show that most (75%) of the respondents from the council employees were male while the rest (25%) were female. This indicates that there were more male than female respondents in a sample from the general public but this could be explained by the fact that most of the female were not receptive to taking part in the survey and shied away.

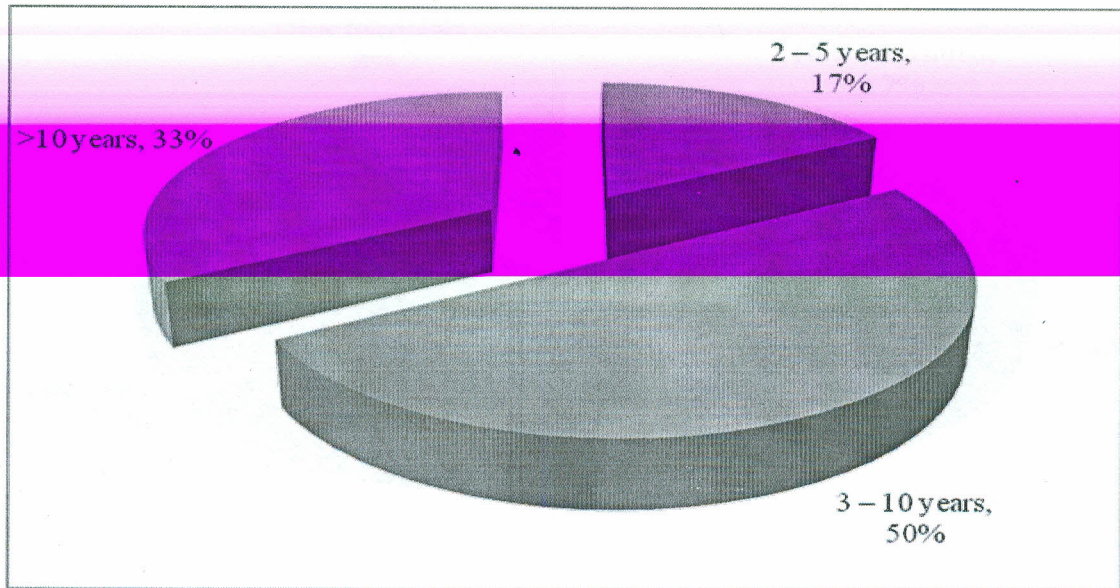
Table 4.3 and Figure 4.3 show the results for the length of service of council employees in Kilifi County.

Table 4.3: Length of Service of Council Employees

Length of service	Frequency	Percent
2 – 5 years	2	17
3 – 10 years	6	50
>10 years	4	33
Total	12	100

Source: Author (2013)

Figure 4.3: Length of Service of Council Employees



Source: Author (2013)

The results show that half of the council employees had worked in their departments for 3 – 10 years. Further, the results show that a third of the employees had worked in their departments for over 10 years while only 17% had worked for a period of 2 – 5 years in their current departments. These results point to the fact that most of the employees had enough experience on their jobs and therefore could adequately respond to the issues of LASDAP implementation especially the public participation in LASDAP.

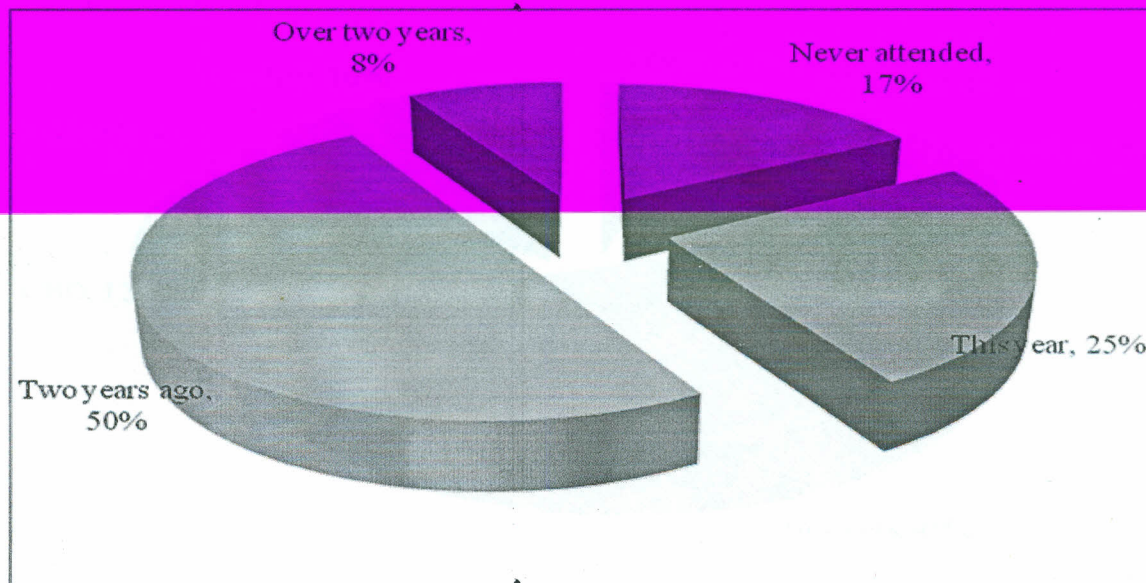
Table 4.4 and Figure 4.4 show the results for the number of council employees who had attended a seminar on participatory management.

Table 4.4: Attendance of Seminar on Participatory Management

Seminar/course	Frequency	Percent
Never attended	2	17
This year	3	25
Two years ago	6	50
Over two years	1	8
Total	12	100

Source: Author (2013)

Figure 4.4: Attendance of Seminar on Participatory Management



Source: Author (2013)

The results show that half of the council employees attended a seminar two years ago while one quarter of them had attended a seminar on participatory management this year. The results further show that 8% of the workers had attended a seminar on participatory management over two years ago while 17% had never attended such a seminar. These results point to the fact that over three-quarters of the employees had at least attended a seminar on participatory management.

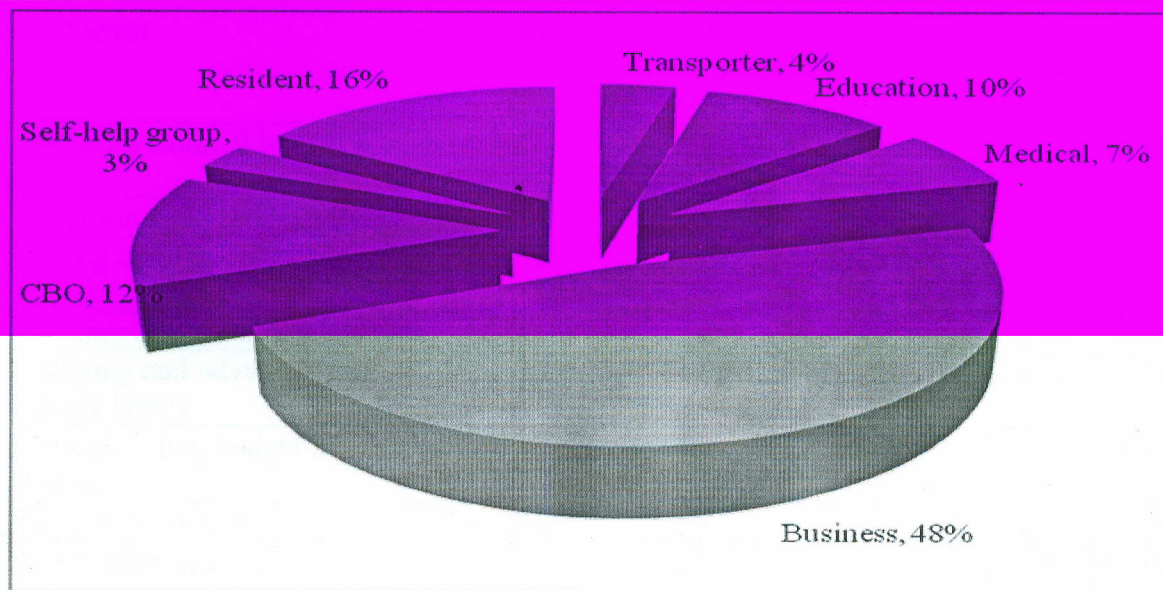
Table 4.5 and Figure 4.5 show the results for the sectors from which the general public respondents came from.

Table 4.5: Sector of General Public

Sector	Frequency	Percent
Transporter	10	4
Education	25	10
Medical	17	7
Business	120	48
CBO	31	12
Self-help group	7	3
Resident	40	16
Total	250	100

Source: Author (2013)

Figure 4.5: Sector of General Public



Source: Author (2013)

The results show that almost half (48%) of the respondents were businessmen/women. Others were from CBOs (12%), education (10%), medical (7%), transport (4%), SHGs (3%) and the rest (16%) were just residents of Kilifi County.

4.3 Areas of Local Community Participation

The study intended to determine the areas of local community participation as regards the implementation of LASDAP projects in Kilifi County Council. Table 4.6 shows the results on the some of the aspects in which the county council involved the citizens actively.

Table 4.6: Areas of Local Community Participation

Aspect	Not Aware (%)	Not Participated (%)	Participated (%)	Mean	SD
Attending Council budget speech day	16	22	62	2.75	0.38
Monitoring of service delivery	24	30	46	2.34	0.44
Making choices on community projects	31	38	29	2.12	0.27
Tracking of council expenditure	41	32	27	2.05	0.14
Lobbying and advocacy on various issues	70	14	16	1.53	0.24
Participating in budget making process	81	16	3	1.22	0.34
Policy formulation	84	10	6	1.22	0.35
Project planning and implementation	88	12	0	1.12	0.38

Source: Author (2013)

The results show that most (62%) of the residents attended council's budget speech day. The public either not aware or never participated in the rest of other activities such as monitoring of service deliver (only 46% participated), making choices on community projects (only 29% participated), tracking of council expenditure (only 27% did), lobbying and advocacy on various issues (only 16%), budget making process (only 3% participated), policy formulation (only 6%) and none participated in project planning and implementation of LASDAP. The mean scores also prove that the general public did not participate in most of these activities.

4.4 Modes of Local Community Participation

The study intended to determine the modes of local community participation as regards the implementation of LASDAP projects in Kilifi County Council. Table 4.7 shows the results on the some of the ways in which the community communicated with the Kilifi County Council Offices.

Table 4.7: Modes of Community Participation in LASDAP

Mode	Never	Infrequent	Frequent	Mean	SD
Interest Groups – civil society lobby groups	6	9	85	3.55	0.57
Face-to-Face	4	12	84	3.47	0.57
Council for Ethnic Relations office	5	9	86	3.46	0.57
Letter	7	14	79	3.23	0.59
Telephone	10	18	73	3.21	0.47
Elected Representations – organized groups	5	29	66	2.91	0.47
Citizen Information Office	20	18	62	2.76	0.35
Court Petitions	21	39	40	2.56	0.24
e-Mail	26	29	45	2.50	0.22
Local Media	28	36	36	2.34	0.17
Delegations	26	32	41	2.32	0.27
Demonstrations	40	37	23	1.93	0.25
Website – Frequently asked questions, feedback page, Facebook, Twitter	39	42	19	1.83	0.33

Source: Author (2013)

The results show that the most frequently used communication methods were interest groups (85%; mean = 3.55), face-to-face (84%; mean = 3.47), council for ethnic relations office (86%; mean = 3.46), letters (79%; mean = 3.23), telephone (73%; mean = 3.21), organized groups (66%; mean = 2.91), and citizen information office (62%; mean = 2.76).

4.5 Challenges of Local Community Participation

The study intended to determine the challenges of local community participation as regards the implementation of LASDAP projects in Kilifi County Council. Table 4.8 shows the results on the some of the challenges the general public faced.

Table 4.8: Challenges of Local Community Participation in LASDAP

Barrier	Disagree	Neutral	Agree	Mean	SD
Lack of Encouragement	9	22	64	3.95	0.83
Other Competing Interests	14	18	64	3.78	0.70
Failure to Implement Law	18	13	65	3.72	0.71
Lack of Councilor Support	20	15	61	3.70	0.67
Lack of Awareness	25	14	56	3.56	0.61
Inflexible Structures	22	18	55	3.52	0.56
Lack of Confidence in the Political Process	39	30	28	2.79	0.31
Lack of Public Interest / Engagement	58	17	21	2.43	0.13
Lack of Self-Organisation	64	20	16	2.40	0.19
Legislation barriers	64	17	20	2.36	0.14
Fears of the Consequences	60	23	14	2.29	0.19
Lack of Information	12	30	44	2.23	0.55
Lack of Resources	72	12	13	2.09	0.21

Source: Author (2013)

The study found that the most significant challenges were lack of encouragement (64%; mean = 3.95), other competing interests (64%; mean = 3.78), failure to implement law (65%; mean = 3.72), lack of support from elected councilors (61%; mean = 3.70), lack of awareness (56%; mean = 3.56), and inflexible structures (55%; mean = 3.52).

SUMMARY, CONCLUSIONS AND RECOMMENDATION

5.1 Introduction

This chapter presents the summary of research findings, conclusions of the study, recommendations for practice and policy and suggestions for further research.

5.2 Summary of Findings

The response rate in this study was 68%. The demographics showed that 67% of the employees were male and 75% of the general public was also male. In terms of length of service, half of the council employees had worked in their departments for a period of 3 – 10 years. The results also showed that 83% of the council employees had at least attended a seminar course on participatory management. It was also noted that almost half of the general public were engaged in businesses.

The results show that most (62%) of the residents attended council's budget speech day. The public either not aware or never participated in the rest of other activities such as monitoring of service deliver (only 46% participated), making choices on community projects (only 29% participated), tracking of council expenditure (only 27% did), lobbying and advocacy on various issues (only 16%), budget making process (only 3% participated), policy formulation (only 6%) and none participated in project planning and implementation of LASDAP. The mean scores also prove that the general public did not participate in most of these activities.

The results show that the most frequently used communication methods were interest groups (85%; mean = 3.55), face-to-face (84%; mean = 3.47), council for ethnic relations office (86%; mean = 3.46), letters (79%; mean = 3.23), telephone (73%; mean = 3.21), organized groups (66%; mean = 2.91), and citizen information office (62%; mean = 2.76).

The study found that the most significant challenges were lack of encouragement (64%; mean = 3.95), other competing interests (64%; mean = 3.78), failure to implement law

(65%; mean = 3.72), lack of support from elected councilors (61%; mean = 3.70), lack of awareness (56%; mean = 3.56), and inflexible structures (55%; mean = 3.52).

5.3 Conclusions

The study concludes that most of the residents of Kilifi County have not been adequately involved in significant areas that local communities ought to be involved in. Thus majority are only left to participate in the programme during the budget speech by being spectators as the budget is read. The only other significant area in which the residents were involved was in the monitoring of service delivery where about half of the residents had participated.

The study also concludes that the most significant mode of participation by the citizens was communication through interest groups. Other significant participation methods were face-to-face communication, use of council for ethnic relations office, letters, and telephone. Therefore, the citizens were more involved using traditional communication avenues as opposed to new media or electronic means.

The study also concludes that the challenges that mostly faced the residents while dealing with the council in terms of participation in implementation of LASDAP projects were lack of encouragement, other competing interests, failure to implement the law, lack of support from elected councilors, lack of awareness, and inflexible structures.

5.4 Recommendations

The study first recommends that the newly created Kilifi County should involve the communities more in areas of implementation of its projects as this has not been adequately done. This must be done especially when identifying projects in the communities as well as in the budgeting process.

The study also recommends that the Kilifi County should improve on the modes of communication by allowing more channels of communication between the County Government officers and the communities. Currently, there are limited ways in which the

communities can engage the council therefore changes must be made with the new county governments to engage the locals more than before.

The study further recommends that the new Kilifi County Government should improve its participatory management approaches to reduce the barriers that residents face in engaging with the county officials. There is need for openness in the way issues are done and also need for awareness creation among the residents on the goings-on.

5.5 Suggestions for further research

The study suggests that similar studies be replicated in other counties in order to determine how county governments in Kenya practice participatory management. The constitution of Kenya envisages a situation where the communities are more engaged in the management of the affairs of the counties and therefore such a study would be very important.

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APPENDICES

Appendix A: Research Questionnaire for Council Employees

This is not an examination but a data collection questionnaire on how the Council involves the community and stakeholders in management of the local authority and matters affecting public at large. There are four sections in this questionnaire. Kindly respond to all questions with your honest opinion. All responses are acceptable as there is no correct or wrong response. The information you provide will be treated with utmost confidentiality.

Do not write your name anywhere in this document.

Thank you

PART A: General Information

1. Gender of respondent

1 Male 2 Female

2. Department

3. How long have you worked in the department

1 Less than 2 yrs 2 2 – 5 years 3 5- 10 years 4 Over 10
years

4. How recent have you attended any course or seminar on participatory management

1 Never attended This year 3 Two years ago 4 Over two
years

PART B: Public Participation Approach

This section collects information about some of participation initiatives that are currently used by local authorities. Please indicate the extent to which the County council of Kilifi through your office uses each participation approach.

(1= Never; 2= infrequent; 3=Frequent; 4= very Frequent; 5 Most Frequent)

Participatory Method	1	2	3	4	5
a) Complaints/suggestions schemes: e.g complaint book, telephone line, suggestion box					
b) Service satisfaction surveys: asking citizens to fill some satisfaction rating questionnaires					
c) Interactive web-site: Frequently asked questions, inviting e-mail, facebook, tweeter messages from citizens					
d) Referendums: These allow citizens to vote on policy-specific options,					
e) Community plans/needs analysis: asking the community to set out there priorities for local service provision					
f) Co-option/Committee Involvement: inclusion of people to represent a community/group on council committees or working parties					
g) Question and answer sessions: Press/public briefing at the end of councilor committee meetings and field questions on resolutions					
h) Public meetings: seeking public views or facilitating debate on service or policy					
i) Focus groups: groups involving a particular citizen group discussions specific needs of that group					
j) Service User Forums: bodies meeting regularly to discuss issues relating to the management and development of a particular service e.g. leisure centre or park, public schols					
k) Issue forums: bodies with regular meetings, but focusing on a particular issue (e.g. community safety or health promotion).					
l) Area/neighbourhood forums: forums of a particular geographically -defined area or neighbourhood dealing with a specific service area e.g. housing, refuse management, estate tenants or community associations					
m) User management of services: citizens are given direct control over the management of local services and resources e.g. Tenant management co-operatives and community-run nurseries, youth clubs bus parks.					

PART C: Modes of communication by Citizens

There several ways how citizens, individually or collectively can communicate their concerns to your office. The table below provides a list of some of these ways. Kindly indicate the frequency with which each of the modes is used.

(1= Never; 2= infrequent; 3=Frequent; 4= very Frequent; 5 Most Frequent)

Mode	1	2	3	4	5
a) Face-to-Face					
b) Telephone					
c) Letter					
d) e-Mail					
e) Delegations					
f) Demonstrations					
g) Court Petitions					
h) Elected Representations – organized groups					
i) Local Media					
j) Citizen Information Office					
k) Interest Groups – civil society lobby groups					
l) Website – Frequently asked questions, feedback page, facebook, tweeter					
m) Council for Ethnic Relations office					

PART D: Modes of Communication by Council

There several ways how citizens, can be informed of the responses to the concerns that they rise. The table below provides a list of some of these ways. Kindly indicate the frequency with which each of the modes is used.

(1= Never; 2= infrequent; 3=Frequent; 4= very Frequent; 5 Most Frequent)

Medium	1	2	3	4	5
a) Face-to-Face Meeting					
b) Telephone					
c) Letter					
d) e-Mail					
e) Newspaper					
f) Facebook, tweeter, sms					
g) Radio					
h) Television					
i) Bulletin Board					
j) Community Leaders					
k) Internet					
l) Local Ombudsman					
m) Council for Ethnic Relations					

Appendix B: Research Questionnaire for General Public

This is not an examination but a data collection questionnaire on how the Council involves the community and stakeholders in management of the local authority and matters affecting public at large. There are two sections in this questionnaire. Kindly respond to all questions with your honest opinion. All responses are acceptable as there is no correct or wrong response. The information you provide will be treated with utmost confidentiality.

Do not write your name anywhere in this document.

Thank you

PART A: General Information

1. Gender of respondent

 1

Male

 2

Female

2. Ward

3. Sector of society

 1

Transporter

 2

Education

 3

Medical

 4

Business

 5

CBO

 6

Self-help group

 7

Resident

PART B: BARRIERS TO PARTICIPATION

In your opinion, what are the barriers to citizen participation in democracy at the local level?

Barrier	1	2	3	4	5
a) Legislation barriers - lack of clarity in involvement framework and the over-regulation of certain procedures					
b) Failure to Implement Law – the council never seeks our views					
c) Inflexible Structures - the law specifies the who to sit in decision making organs					
d) Lack of Awareness – the public is not made aware that their input is needed in decision making					
e) Lack of Councillor Support – the councilor just invites their					

friends to the consultative meetings					
f) Lack of Encouragement - the council never incorporates views from other peoples except from councilors and prominent people					
g) Lack of Public Interest / Engagement – the public doesn't see the need of attending the consultative meetings					
h) Lack of Resources – people do not have the time to attend the consultative meetings					
i) Other Competing Interests – the councilors always have vested interest in the projects					
j) Lack of Confidence in the Political Process – the public doesn't participate because consultative sessions are PR exercises					
k) Lack of Self-Organisation – the public is not cohesive enough to champion issues					
l) Fears of the Consequences – people who challenge the councilors mostly become political thugery targets					
m) Lack of Information - the public doesn't not fully participate as council issues are top secrets					

PART C: ASPECTS OF INVOLVEMENT

The table below presents some of the aspects in which the county council is expected to involve the citizens actively. Indicate the extent to which you are aware of and participated in each of them

1= Not aware

2= aware but not participated;

3= aware and participated once

4=aware and participates if I get time often

5 = aware and actively participate)

Aspect	1	2	3	4	5
a) Participating in budget making process					
b) Tracking of council expenditure					
c) Monitoring of service delivery					
d) Lobbying and advocacy on various issues					
e) Attending Council budget speech day					
f) Project planning and implementation					
g) Making choices on community projects					
h) Policy formulation					