

**THE IMPACT OF PUBLIC PARTICIPATION ON MAKUENI COUNTY'S
DEVELOPMENT PROGRAMS - A CASE STUDY OF IIVINGONI/NZAMBANI WARD,
KIBWEZI EAST CONSTITUENCY**

MUTUKU, DANIEL MUTISYA

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DECLARATION

Student's Declaration

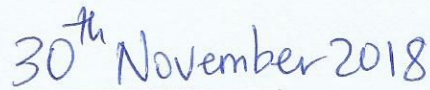
I hereby declare that this research project is my original work and has never been presented to any University for an award of a degree.

MUTUKU, DANIEL MUTISYA

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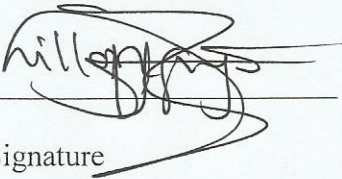


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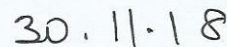
Supervisor's Recommendation

This work has been submitted for examination with my approval as the University Supervisor.

DR. FRED JONYO



Signature



Date

DEDICATION

I dedicate this work to the Almighty God to whom all work is done and without whom my studies would not have been possible. I specifically dedicate this work to my dear fiancée Everlyne Wairimu, who gave me the needed encouragement, support and push to complete the project. I wish also to dedicate this effort to my parents, Mr. David Mutuku and Mrs. Priscilla Mutuku who have supported me all the way. In addition, I dedicate this work to my siblings Charles, Evelyn, Timothy and Stephen for their encouragement as I set about doing this. I also dedicate this project to my Master of Public Administration (MPA) colleagues with whom we have shared ideas on public service in Kenya. Finally, I dedicate this work to Kenyans for whom public administration, governance, leadership, and public service serves.

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ABSTRACT

This study examined the impact of public participation on the development programs of Makueni County government. The general objective of this study was to assess the impact of public participation on the development programs of Makueni County government. The central research question was “has public participation affected the implementation of development programs in Makueni County?” This study was guided by a conceptual framework for descriptive research. The study employed both stratified and purposive sampling techniques to obtain respondents’ feedback both as quantitative and qualitative data respectively. Descriptive measures of central tendency were then employed to analyse quantitative data whilst content analysis was used to analyse qualitative data. The study revealed that due to inadequate publicity of public participation opportunities, constituents did not fully embrace it, prioritisation of development programs has involved the public on lower levels but has ceded ground to technocrats on higher levels, and that none of the sampled respondents participated in project evaluation of development programs. The study recommended that the Makueni County government should publicise more the available public participation forums, amend the structure of the development program cycle to involve the public in the steps to project prioritisation, and roll out on a wider scale civic education and training on project monitoring and evaluation.

LIST OF ABBREVIATIONS

ADB	-	Asian Development Bank
BEIP	-	Basic Education Improvement Project
BOQ	-	Bill of Quantities
CIDP	-	County Integrated Development Planning
DDC	-	District Development Committee
DFRD	-	District Focus for Rural Development
EPA	-	Environmental Protection Agency
GNI	-	Gross National Income
HDI	-	Human Development Index
IEA	-	Institute of Economic Affairs
IGNOU	-	Indira Gandhi National Open University
KADU	-	Kenya African Democratic Union
KANU	-	Kenya African National Union
KNBS	-	Kenya National Bureau of Statistics
LGU	-	Local Government Unit
M and E	-	Monitoring and Evaluation
NGCDF	-	National Government Constituency Development Fund
NRC	-	National Research Council
OPEC	-	Organisation of Petroleum Exporting Countries
PMC	-	Project Management Committee
PP	-	Public Participation
PRA	-	Participatory Rural Appraisal
SDG	-	Sustainable Development Goals
UK	-	United Kingdom
UN	-	United Nations
UNDP	-	United Nations Development Programme

CHAPTER ONE

INTRODUCTION

1.1 Background to the Study

Since Kenya's independence, the country has grappled to alleviate the "triple evils" identified then as ignorance, poverty and disease. In his speech delivered the day Kenya attained internal self-rule, the fight against these three was Prime Minister Jomo Kenyatta's way of achieving all round development for the Kenyan people (Mutie, Mang'oka, Chemwei, Mwithi, and Mwakio, 2015). He put forward the means to achieve this as through the spirit of nation-building and Africanisation of agriculture and the civil service. From this spirit of nation-building came eventual President Kenyatta's clarion call "Harambee" meaning "let's pull together."

The idea was that the responsibility for development was not for the government alone, nor was it for the people alone, but for everyone where there is cooperation in starting up initiatives that address the development needs of localities (Chieni, 1999). Indeed, the principle of working together was a continuation of the practice of traditional African societies, where men and women would work along and across their sex lines in efforts of common endeavour such as the building of houses or the tilling of land.

At independence, Kenya's constitution provided for a federal system, intended, as a part to ensure that political power is decentralised whereby regional and local governments focus on the needs of the federal regions. The main essence however of the federal system was to ensure that different regions receive their equitable share of political influence and thus development. This was such that no group of regions would coalesce and obtain and maintain the reins of the centralised national government to the developmental advantage of the regions in power and the developmental detriment of the excluded regions. The incoming government however maintained that unity of the country is paramount and thus should be exemplified by a centralised system of government. Thus through negotiations with the runner-up party KADU, KANU, the victor in the 1963 elections, managed to convince the opposition party to join government to form a

government of national unity which would collectively address the developmental needs of the entire country. Thus Kenya became a de-facto one-party state.

In terms of development, in 1965, the government came up with an economic development blueprint and tabled the paper in parliament titled “African Socialism and Its Application to Planning in Kenya,” more famously called Sessional Paper No. 10 of 1965. In this paper, the government outlined the measures for development of which the participation of the people comprised mainly of self-help initiatives in form of fundraising for local development (Republic of Kenya, 1965). No involvement in the policy making process was initiated as it was considered that the people were not learned enough to be able to appreciate the intricacies of policy analysis. Thus, people’s participation in the governance of the country and localities was constrained to the electoral process where through universal suffrage people elect the leaders of their choice and through the “Harambee” spirit they contribute funds for development and even get involved in the developmental activities of their areas such as construction of gabions.

In 1979, the then new President Daniel Moi launched a development plan focused on the theme “alleviation of poverty.” The plan emphasised, among other considerations, on enabling for extensive participation in a bid to ensure that the welfare of every Kenyan is improved and decentralising decision-making and implementation so as to involve those upon whom the plans affect directly (Thomas, 1980). Later on in 1983, the government began an initiative called the District Focus for Rural Development (DFRD) aimed at changing the format for development planning from the top-down and sector based set-up to the integrated, participatory and bottom-up format. The key practical plank of this plan was the District Development Committee (DDC) which was a consultative forum that came up with plans to coordinate the implementation of the District Development Plans (Ndii, 2010). From then on, to the date of promulgation of the 2010 constitution, public participation has largely comprised the “Harambee” initiatives and the decentralised District Development Committees. As for local authorities, they focused mainly on providing services such as refuse collection, street lighting, administration of markets, road maintenance and burial of the destitute (Commonwealth Governance Kenya, 2017), such that decentralisation didn’t form a critical part of their mandate.

Public participation has since been adopted in Kenya since the promulgation of the new constitution in 2010 and the establishment of the new government under the new constitution. Specifically, public participation has been entrenched in the Kenya Constitution (2010) as a national value and principle (Article 10 (2)), in environmental management (Article 69 (1) (d)), in Parliament business (Article 118 (1) (b)), as an object of devolution in governance (Article 174 (c) and (d)), in the governance and management of urban areas and cities (Article 184 (1) (c)), in county assembly procedures (Article 196 (1) (b)), in public finance accountability (Article 201 (a)), and as a function and power vested on respective county governments (Fourth Schedule, Part 2 (14)). Further to this, to bring this to effect, the County Governments Act No. 17 (2012) provides for public participation in Part VIII by stipulating the principles of citizen participation in Article 87 and establishing modalities and platforms for the same in Article 91. More specifically, the Makueni County Government prepared the Makueni County Public Participation in Governance Bill (2014) for an act of the Makueni County Assembly to give effect to paragraph 14 of part 2 of the Fourth Schedule of the Constitution of Kenya (2010) to establish modalities and platforms for public participation in the governance of the county, and for connected purposes.

1.2 Statement of the Research Problem

Since independence, proposals for and actions aimed at cascading down of decision making, to the populace have been put forward. As a key policy paper published just after independence, Sessional Paper No. 10 (1965) set out the Kenya government's intention to extend planning to:

“Provinces, districts, and municipalities, so as to ensure that in each administrative unit, progress towards development is made.”

Decentralisation thus emerged as one of the government's solutions of meeting developmental challenges, that would not be excluded as evidenced in its adoption, in part and in full, in consecutive government development policy beginning from independence. Mechanisms put in

place include the regional governance (majimbo) system, provision of government services through the local government system, and the District Focus on Rural Development.

However, implementation of the said policies has been insufficient as the question of the distribution of national resources has featured long in Kenya's political and advocacy landscape. In Sessional Paper No. 10 of 2012, the long term development blueprint, Vision 2030, was laid out. The plan has the guiding principles of decentralisation, to take account of local needs and priorities in development, and public participation in governance as a means of ensuring continuity across different national governments leading to the year 2030 (Republic of Kenya, 2012). The culmination of these efforts to date has been the 2010 constitution which entrenched devolution of power and resources to county authorities as a way through which governance would be brought down to the people for their involvement.

The Constitution of Kenya (2010) demands that all the governmental initiatives for developing decision making through public participation has had various objects, they include, power being taken back to the people, the people being included in all the public decisions that are made, promotion of both social, economic as well as political development, and all the public services that are offered by the government must be accessible to all Kenyans in an easier way (article 174 subsection (f) of the Kenyan constitution).

Public participation in governance has thus been entrenched and, through this, development that is suited to the needs of the people is envisaged. Sigei (1987) notes that the rationale for interest in the shifting of development to the then district level included the recognition of rural development as essential in agricultural development necessary for national development, the realisation that locals have knowledge about development constraints and opportunities, and that a national across-the-board developmental approach to rural development wouldn't be plausible due to the demographic, ecological and historical differences across Kenya's landscape.

In Makueni County, public participation was implemented per the requirements of the 2010 constitution upon the formation of the initial county government in 2013. The public participation

model involved three main mechanisms which entail involving the public in the identification and prioritisation of development projects and budgetary allocations to prioritised projects, in Project Management Committees (PMCs) which provide oversight during the implementation of prioritised projects, and in the provision of needed goods and services for implementation of the said projects (Institute of Economic Affairs (IEA), 2015).

The county government has taken up public participation through a concept in which government becomes an agent to the people where decision making is done by the people whereas the county government plays an accountability role in terms of all operations (Government of Makueni County, 2017). According to the Makueni County Government (2017), the Makueni County CIDP for the period 2013 to 2017 links with the Kenya Vision 2030, the Medium Term Plan and the Kenya Constitution (2010) in terms of the emphasis on highly participatory processes, thus the importance of ensuring participatory development and capacities for the same both at the wider county level and at the more specific community level. The county government has thus rolled out public participation in Makueni with an aim of ensuring ownership of governance among the people, promoting social and economic development and bringing government services “closer” to the people.

Whereas other factors may contribute in the decision to implement development programs and in the project evaluation process of development programs, this study sought to assess the impact of public participation on Makueni County’s development programs with a focus on Ivingoni/Nzambani Ward, Kibwezi East constituency.

1.3 Research Questions

The main research question is “What is the impact of public participation on Makueni County's development programs?”

The research questions for this study were:

- (i) What are the opportunities for public participation in development programs in Ivingoni/Nzambani Ward?
- (ii) What is the impact of public participation on the choice of development program to implement in Ivingoni/Nzambani Ward?
- (iii) What is the impact of public participation on project evaluation in the development program chosen for implementation in Ivingoni/Nzambani Ward?

1.4 Objectives of the Study

The objective of this study was to assess the impact of public participation on Makueni County's development programs.

The specific objectives were:

- (i) To assess the opportunities for public participation in development programs in Ivingoni/Nzambani Ward.
- (ii) To assess the impact of public participation on the choice of development program to implement in Ivingoni/Nzambani Ward.
- (iii) To assess the impact of public participation on project evaluation in the development program chosen for implementation in Ivingoni/Nzambani Ward.

1.5 Justification of the Study

The Constitution of Kenya (2010) in Article 1 (1-2) states that all sovereign power belongs to the people of Kenya and is exercised directly or through democratically elected representatives, delegated to the executive, the judiciary and the legislature and exercised on both the national and county levels. In Article 10 (2) (a), public participation is identified as a national value and a principle of governance. The constitutional requirements and objectives for public participation form the basis for this study.

This study is significant as it aims at; firstly, assessing whether the implementation of public participation was implemented in full as prescribed by the constitution. Secondly, findings from this study also provide a view of the success of public participation in achieving full implementation of development programs for the people. Barder (2012) notes that it is not enough just for development programs to be implemented, but for sustainable development to be realised. People need to utilise the implemented programs for their eventual benefit. Thirdly, this study contributes to the body of knowledge researched on public participation in Kenya by providing an analysis of the state of public participation in a pioneer county, seeing that by the time of this research the implementation of the same has just clocked four years since inception in 2013. Fourthly, policy wise, findings from this study will assist policymakers now and in the future in improving the administration of public participation in terms of the process, the tools and the overall goal of implementing it, namely, ensuring sustainable development is realised. Through an understanding of the state of public participation, challenges and gains, policymakers will be able to more accurately formulate relevant policies promoting effective public participation in Kenya.

1.6 Scope and Limitations of the Study

From a geographical perspective, this study focused on Ivingoni/Nzambani Ward in Makueni County. This is due to the wide geographical scope of conducting research in the entire county. To mitigate for this, the stratified sampling technique with geographic strata was carried out in determining the distribution of the sample of respondents to be interviewed. This was also to ensure that as many sections of the ward as possible are assessed. Also, Ivingoni/Nzambani Ward is an area in which public participation has been implemented.

Secondly, to limit the scope due to time and resource constraints, this study also looked at public participation in terms of only three mechanisms, that is, in opportunities for public participation, in decision making in public participation, and in project management committees.

1.7 Definition of Concepts

Public Participation: According to the Department of Economic and Social Affairs of the UN (2008), it refers to the inclusion of all the citizens in various aspects of decision making, these aspects among other things include making of policies, budgetary making process, execution of all-inclusive acceptable programs, realigning of the governmental programs to the needs of the general public, marshalling of the support from the general public as well as ensuring there is national cohesion in the entire society.

For this study, the operational definition for public participation is the direct involvement of constituents in the governance and decision making processes.

Development: According to Barder (2012), it refers to the long term improvement of the socio-economic as well as political status of the citizens. This means that in a developed society, the needs of the present society are met without compromising the needs of the future generation.

The operational definition for development for this study is the improvement in the well-being of constituents as a result of the government intervention in the area.

Participatory Development: According to the Asian Development Bank (1996), it refers to the art and science of factoring in the views and ideas of all the relevant stakeholders in the process of making decisions over issues that affect them directly.

Development Administration: According to Manojkumar and Sadanandan (2013), it refers to the process of merging both the activities of a bureaucracy and that of the administrative arm so as to ensure that all the programs that are initiated are implemented and expedited in a very short time.

CHAPTER TWO

LITERATURE REVIEW

2.1 Introduction

This section reviews literature relevant to the study. This is done thematically to probe arguments advanced globally, regionally and locally by different scholars. In terms of public participation, the themes comprise the concept of public participation, forms of public participation, tools of public participation, the impact of public participation and challenges affecting public participation. On the development front, this review comprises the forms of development programs in which public participation has been incorporated.

2.2 The Concept of Public Participation

Brucker (1969) recounts the construction of the cathedral in Florence, Italy, in the century between 1350 and 1450 where public participation was exercised. As Brucker elaborates, in the construction effort, the entire commune provided most of the funding for the project, delegated the responsibility to the corporation of cloth manufacturers, who in turn appointed supervisors from amongst themselves, who again requested for advice from citizens with specialised knowledge and organised referendums on building plans in which citizens were invited to participate. This construction effort provides good idea of what public participation is about and gives an instance of the public participation concept being implemented.

According to Creighton (2005), public participation means that process in which the concerns of the general public, their needs as well as what they value most are taken into account by any institutions of government in the process of making decisions. This is to ensure that government's policy enjoys a wider public support. The author goes ahead to argue that an effective public participation must adhere to four key elements which includes; involving the general public in making of decisions, making government officers in charge of making decisions to have an

interaction with the general public who are the recipients of the decisions made, it's a continuous process which doesn't stop and all the stakeholders have an equal voice in influencing decisions.

From the definition above, public participation as relating to this study is different from electoral participation as in the latter the public is not directly involved in decision making but is involved through proxy, that is, the elected representatives.

In Makueni County, upon to the implementation of the 2010 constitution, the literature that exists does not place the public participation concept employed under the above definition. According to the Government of Makueni County (2017), public participation:

“Is not a political process but a non-partisan process which involves taking instruction and direction from the people.”

This is the theory, however, in practice, assessment has not taken place to see whether this has been achieved so far.

2.3 Rationale for Public Participation

Beckley, Parkins and Sheppard (2005) share practical reasons for the administration of public participation which are for bureaucratic requirements including legislation and certification; for legitimacy and acceptance of decisions; to foster trust in institutions and professionals; to reduce conflict and delay; to identify problems; to produce information; to identify values, goals and desired outcomes; to promote learning and new knowledge; to streamline and reduce long-term administration costs; and to arrive at better decisions.

Osborne (1993) points to the shift that was necessitated in the American government, a shift to reinvent government to become more entrepreneurial. This was due to the clamour by voters for less taxation but more quality services, less bureaucracy, that is, to do more with less. As Osborne contends, the populace needs better governance whereby government is the tool for governance, that is, collectively solving the people's problems. Reinvention of government as prescribed thus comprises nine characteristics namely catalytic government, community-owned government,

competitive government, mission-driven government, results-oriented government, customer-driven government, decentralised government and market-oriented government. Narrowing down to the decentralised system, Osborne and Gaebler (1992) identified five of its main defining features and these are initiating participatory management, encouraging teamwork, empowering institutional champions, investing in employees and decentralising authority between governmental organisations. In consequence, public participation falls under the strategies governments, like Kenya, adopt to become more entrepreneurial thereby enhancing effectiveness, efficiency and productivity whilst lessening the resources expended.

In Makueni County's (2017) case, the county government notes two main reasons for implementing public participation, the first of which is to comply with the constitutional requirements of the Kenya Constitution (2010) in accordance with Articles 1 and 10 (2) (a) which state the people's ownership of Kenya's sovereign power and public participation being stipulated as a function of the county governments respectively; and legislative requirements per Sections 87 to 92 and 115 of the County Governments Act (2012) outlining the principles of public participation and the vital requirement of providing for public participation in the running of the county government respectively. The second reason for implementing public participation according to Makueni County is to generate and confirm decisions from the people.

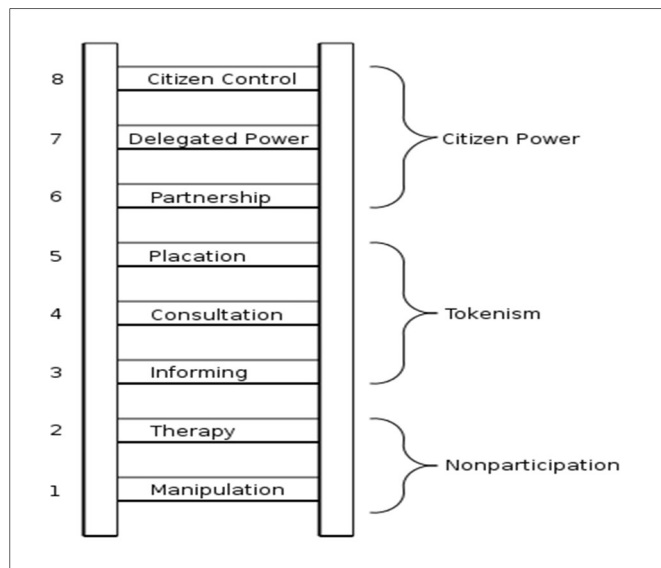
2.4 Forms of Public Participation

Cogan, Sharpe and Hertzberg (1986) provide a summary of techniques of public involvement, which form a continuum that ranges from passive involvement to active involvement. In order of least involvement to highest involvement, Cogan lists them as publicity, which persuades and facilitates public support; public education, which provides complete and balanced information for citizens to make their informed public opinion; public input, which entails soliciting for ideas and opinion from citizens, and works best when feedback is provided for participants to know how far their input has reached in terms of affecting the ultimate decisions; public interaction methods, which provide a forum in which citizens, planners and decision makers exchange

information and ideas for an arrival towards a consensus; and public partnerships, which provide a formalised role in forging ultimate decisions.

Further to this, Arnstein (1969) put forward a public participation ladder as illustrated below.

Figure 1: Public Participation Ladder



Source: Arnstein (1969)

Arnstein's ladder provides an added dimension of the motive of power plays by those in power in the determination of the level of public participation being practiced. In summary, in order of least citizen power to the highest citizen power, Arnstein categorises the rungs of the ladder into three, namely, nonparticipation, tokenism, and citizen power.

Under nonparticipation, Arnstein lists manipulation and therapy. Manipulation is the case in which people are placed on advisory committees or advisory boards as rubberstamps with a view of educating them towards ensuring their support for the aims of the power holders, in essence making participation a public relations exercise. On the other hand, therapy is employed as a masquerade of involving citizens in planning where in the midst of extensive activity by the participants; mechanisms are put in place by the power holders to mould participants out of resistance rather than removing the conditions that bring rise to citizen resistance.

Under tokenism, Arnstein lists informing, consultation and placation. Informing citizens of rights, responsibilities and options provides an initial step to legitimate public participation, but with an unhealthy emphasis on a one-way flow of information, that is, from officials to citizens, examples of which modes used on this level are news media, pamphlets, posters and enquiry responses. Consultation however comprises of inviting people's opinions and can provide a legitimate step to full participation but would not be genuine if it is not combined with other forms of public participation such as forums for authentic deliberation for the citizens' views to be heeded by the powerful, methods of which include attitude surveys, neighbourhood meetings and public hearings. Placation provides citizens with some degree of influence but with tokenism still existing which occurs when a few handpicked members of the public are placed on boards without being made accountable to the community or where citizens give advice or plan ad infinitum but the powerful still have the veto powers over the decisions that have been made. In placation, the extent in which the public can be controlled is determined by the quality of professional support they have relied on in selecting their priorities and their levels of organization in demanding for the said issues which they have prioritized.

Under citizen power, Arnstein lists partnership, delegated power, and citizen control. Partnership involves the redistribution of power through negotiation between citizens and power holders where they agree to share planning and decision making responsibilities through structures such as joint policy boards, planning committees and impasse-solving mechanisms. Delegated power is the level of public participation in which citizens achieve dominant decision making authority over a plan or program following deliberations between citizens and public officials. In this level, citizens have enough power to ensure accountability of the program to them and power holders resort to negotiation and bargaining rather than use of strong arm tactics and other power plays in responding to pressure from citizens. Lastly, citizen control is the highest form of public participation whereby citizens have the degree of power which ensures that participants can govern a program or an institution, be in full charge of policy and managerial aspects and be able to negotiate the conditions under which people not from the community may alter them. This

involves the removal of intermediaries between the source of funds and the citizen controlled organisation.

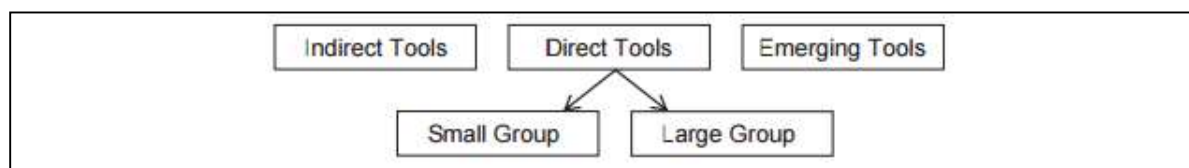
In the case of Makueni County (2017), a decision was made that the general public must be involved in all the processes of making the decisions. This means that in any activity that the county government wants to undertake, the public will have to be consulted, placated, and enter into partnerships with them in a way that is controlled and managed. Further to this, five forms of public participation were adopted by the county government of Makueni, they include, holding of barazas to educate the public on the issues at hand, the available options and alternative solutions so as to help them buy the ideas of the government, finally once the projects have been adopted, the county government will go back to the people to give the feedback. This is meant to ensure that the needs of the people are factored in the entire process of making decisions. This means that the county government will reason out with the public and pick the best solutions from the available alternatives. This means that the general public would have been empowered to make the final decisions.

2.5 Tools of Public Participation

The United States Environmental Protection Agency (EPA) (2017) categorises tools and techniques used to implement public participation processes according to the purpose of the tool. The categories are tools to inform the public, tools to generate and obtain input, and tools for consensus building and agreement seeking. Tools to inform are either in-person tools, that is, public meetings, briefings and telephone contacts; remote tools, that is, printed information, websites, information repositories, information hotlines, information kiosks and press and media; and non-traditional tools namely performances and public address messaging. Tools for generating input are mainly in-person and they include interviews, focus groups, study circles, public meetings and hearings, public workshops, appreciative inquiry processes, world cafes, charrettes, electronic democracy and computer-assisted processes. Tools for consensus building and agreement seeking include consensus workshops, advisory boards, computer-assisted processes, and citizen juries.

The categorisation above however allows for the use of a hybrid of tools as consensus workshops can include computer-assisted processes and use of printed information. Beckley, Parkins, and Sheppard (2005) give a different perspective in terms of categorisation of tools of public participation where they differentiate in terms of indirect and direct tools as shown in the illustration below.

Figure 2: Public Participation Tools



Source: Beckley, Parkins, and Sheppard (2005)

The tools are buttressed by evaluation criteria meant to indicate whether public participation was successful as Beckley, Parkins, and Sheppard (2005) posit in the below illustration.

Table 1: Public Participation Core Elements and Evaluation Criteria

Core Elements	Criteria and Indicators
Breadth	Representation (Incorporate a wide range of public values)
	Accessibility (Be available to all public interests)
	Renewal (Allow for new participants over time)
	Anonymity (Protect participants' identities when necessary)
Depth	Listening and Dialogue (Foster a two-way flow of information)
	Flexibility (Be flexible in scope)
	Deliberation (Provide opportunities for frank and open discussion)
	Transparency and Credibility (Promote and make available in a clearly understandable form, independent input from scientific and other value-based sources)
	Relationship Building (Promote positive personal and institutional relationships)
Outcomes	Relevance (Influence the decision-making process)
	Effectiveness (Improve the quality of decisions)
	Mutual learning (Contribute to all participants' knowledge)
	Reciprocity (Reward or provide incentives)
	Cost-effectiveness (Output or outcome cost-effective relative to inputs)

Source: Beckley, Parkins, and Sheppard (2005)

The first core element is the breadth of the public participation activity and this essentially assesses the degree to which a process adequately incorporates a broad range of public values in the decision making process (Beierle and Cayford, 2003). The second core element as illustrated above is the depth of the public participation activity which looks at the levels of exchange between participants, in essence, assessing the quality of deliberation (Beckley, Parkins, and Sheppard, 2005). The third core element speaks to public participation process outcomes as set out by the government agency (in this case the county government) in terms of the goals it intends to achieve by administering public participation within its jurisdiction (Beckley, Parkins, and Sheppard, 2005).

Public participation is measured on three tiers. These are observe (quantitative measures emanating from observation of public participation activities), interact (both quantitative and qualitative measures assessing how and whether members of the public were engaged and the kind of experience they had) and incorporate (both quantitative and qualitative measures providing guidance for assessing how public participation informed or improved the decision-making process or influenced the outcome) (Griffin, Stoeltje, Geiselbrecht, Simek, Ettelman, and Metsker-Galarza, 2018).

2.6 The Impact of Public Participation

Public participation has been employed across the world for government programs. Relevant to this study, scholars have assessed the impact that public participation has had on the programs being implemented. The National Research Council (NRC) (2008) conducted a study of public participation on environmental assessment and decision making in government programs and noted that processes that are more participatory along the dimensions of breadth, timing, intensity, and influence lead to improved overall outcomes. These outcomes include quality, legitimacy, accountability and capacity of the government program in which the public is being invited to participate.

Its study however notes that there are conditions that need to be adhered to for the intended outcomes to be achieved. These conditions include adherence to basic principles of programme management which are clarity of purpose, commitment, provision of adequate resources, appropriate timing, an implementation focus, and a commitment to learning; following principles of good practice for organising public participation processes which are inclusiveness, collaborative problem formulation and process design, transparency of process, and good-faith communication; and integrating science and public participation through processes that employ analyses and deliberations in turns (National Research Council, 2008).

In Canada, Abelson and Gauvin (2006) bring in a perspective of the impact of public participation processes on various citizen participant attributes as derived from outcome-oriented empirical research exercises conducted (as opposed to their impact on the program being implemented). From the foregoing, Abelson and Gauvin (2006) document that there are increased levels of interest in and knowledge of issues, there is improved capacity for future public involvement, there is increased propensity for social bond formation and improved trust of fellow citizens.

In Croatia, Ott and Bronić (2015) put forward visible impacts brought about by improvements and opportunities for public participation, which are shift in laws occasioned by incorporation of citizen's views from consultations and public hearings; shift in spending priorities but only on the local government level due to legislative constraints imposed by national laws; increased transparency; and raising of the social standards and social well-being in local communities when projects proposed by citizens and community service organisations (CSOs) are implemented.

In a study conducted on the impact of public participation on service delivery in Limpopo, South Africa, Mosotho (2013) notes that public participation plays a significant and critical role towards the level and quality of service delivery.

Public participation can be viewed as a watered down version of direct democracy, which is defined as a form or system of democracy giving citizens an extraordinary amount of participation in the legislation process and granting them a maximum of political self-

determination (Jud, 2005). Wagschal (1997) notes that direct democracy is an effective, but flexible veto player against expensive spending and taxation. The disclaimer with this is that direct democracy, effected through its tools like referenda, has a restraining effect on governments and this can lead to a reduction in their capacity to act.

In a study on the impact of public participation in the development of small infrastructure projects, it was observed from a case study of a small hydropower project in Thailand that people do respond positively to project development in their communities if they are able to project information (Rojanamon, Chaisomphob, and Bureekul, 2010). The authors also noted that an additional reason for a positive response from people is when they are given an opportunity to propose their ideas and suggestions at an early stage of project development planning through a public participation process.

From the preceding examples, it is evident that public participation does have an impact on the relevant government program in question, leading to the achievement of the goals set out at onset which include legitimacy, public ownership and high quality decision making. The next question that begs in this regard is the challenges that affect the results of public participation programs.

2.7 Challenges affecting Public Participation

Marzuki (2015) provides a summary of case studies of public participation programs as implemented in Calgary, Canada; Manila, Philippines; Denmark; and Leicester, UK for which he notes that in Canada, health sector reforms focused on acute care have involved public participation, where a degree of limitation imposed on the public to the process has allowed the government to address concerns strategically, in line with the goal of a good final decision. In Philippines, the Metro Philippines Housing Project involved decisions being made through in-person consultations with the residents thus enhancing positive acceptance of the project by the public. In Denmark Public participation in regional and municipal planning was meant to study the social dynamics involved in physical developments and understand the conflicts that arise when the legitimacy of the public is taken over. In the UK, Leicester City's blueprint called

Agenda 21 was a policy paper that involved the public in collection of views and recommendation in implementation of the policy, to ensure the public influences the decision priorities and actions.

In the four examples, Marzuki (2015) notes that the issue of government being the initiator of public participation processes as a challenge in the effective administration of the program. The issue of who is included and excluded in the public participation process is also a challenge brought about by budget limitations, improper approaches employed, and lack of awareness amongst citizens.

In South Africa, Maphazi (2012) notes that the premise that participation is not about building consensus but about generating a diverse opinions and views is a challenge. Another limitation Maphazi points out is that public participation is too often conducted as a kind of therapy for stakeholders while decisions have already been taken adding to the challenge of unequal participations by groups due to access, power and expertise differentials. Due to budget realities and legal constraints, the need to make quick decisions, the need for decisions to be based on best available scientific information, and the negative attitude toward public participation occasioned by unclear definitions of what amounts to public participation and inappropriate strategies, limitations which Maphazi further notes; public participation is thus rolled out in an imperfect environment and can easily miss the mark on which it was aimed and thus strategies to overcome these challenges need to be employed.

In Kenya, Chitere and Ileri (2004) consider the DFRD initiative a failure, by and large, owing to the absence of the required parliamentary legislation and the absence of public involvement in making of decisions and in resource mobilization, the absence of factoring in of the civil servants in the planning stage, continued control of field units by ministries headquarters as justified by financial allocations, control of the strategy by civil servants, and, quite tellingly, the absence of public awareness and involvement of the general public in the planning stage as well as in the stage of implementing the strategy. Also, Moseti (2010) shares three challenges facing public participation in local authorities namely minimal improvement in service delivery as a result of budgetary limitations occasioned by high infrastructure maintenance and recurrent expenditure

votes constraining the amounts available for community needs; municipal and county officials not providing enough space for the public's voice to be heard in the decision-making process due to their feeling of entitlement to decision-making; and political interference by elected representatives who believe they are legitimate representatives and so have the right to speak on behalf of people.

In light of the challenges seen, Siala (2015) documents that on the factors influencing public participation in budget formulation in Nairobi County, education as a socio-economic factor ranked highest as an influence on citizen participation, which affects the degree of success of public participation. Also, Mutwiri (2016) conducted a study on the factors influencing public participation in the County Integrated Development Planning (CIDP) process in Meru County, it was noted that participation of young people in CIDP as a public participation tool was relatively low compared to older citizens in the county, thus providing another front on the challenges to public participation. A study by Papa (2016) on the factors influencing public participation in project development in Busia county, Kenya, revealed the factors to be weak decision processes involving public participation, inadequate democratic social networks, inadequate gender inclusion techniques in designing PP programs, levels of income, inadequate use of policy instruments, inadequate articulation of policy issues to address community problems, and inadequate accountability in governance. According to a study on devolution and citizen participation, Gikonyo (2015) noted that in terms of marital status, the single, divorced separated and widowed group do participate in Constituency Development Fund (CDF) projects due to their high dependence on the services rendered by the said projects, providing a challenge of adoption of projects that do not address the needs of married individuals.

2.8 Global Theories of Development

In order to appreciate the linkage between public participation and development, it is pertinent to look into the concept of development. Development in Kenya is carried out in the context of a developing country per her classification (United Nations, 2018). According to Reyes (2001),

developmental efforts carried out in developing countries can be classified into four categories namely modernization, dependency, world-systems and globalization.

Modernization theory put forward that modern societies have higher productivity, better-educated children and more welfare for the needy (Reyes, 2001). The major assumptions of this theory of development are that modernization is a phased process, a homogenizing process (Levy, 1967), a Europeanization and Americanization process (where the respective countries are seen as being with economic prosperity and democratic stability that has no peer) (Tipps, 1976), an irreversible process, a progressive process and a lengthy process (Huntington, 1976).

Dependency theory on the other hand is based on the objectives of developing an effective internal demand in the domestic markets, giving recognition to the industrial sector (which, as compared to the agricultural sector, is crucial to the achievement of better levels of national development), increasing the worker's income as a way through to the generation of more aggregate demand in normal market conditions, and the promotion of a more effective government role as a means to reinforce national development conditions and to increase national living standards (Reyes, 2001). The major hypotheses as regards the dependency theory are that development of Third World nations requires subservience to the nations at the core, that the greatest economic development is experienced by peripheral nations when their ties to the core are the weakest, that the incorporation of the peripheral nations back into the system arising from the recovery of the core from its crisis stifles the growth of industrialisation in the said regions, and that the regions that are highly underdeveloped are those that in the past had closest ties to the core (Frank, 1967). It is notably observed that both the modernization theory and the dependency theory base their assumptions and results on the nation-state.

However, the realisation of global attributes affecting the development of nations brought about two new global theories. The theory of World Systems arose from the recognition that there are worldwide conditions which operate as determinant forces in development especially for the small and underdeveloped nations (Reyes, 2001). The aspects with the utmost impact on the internal development of the small countries were the new systems of global communications, the

new mechanisms of world trade, the international financial system, and the links that allow for transfer of knowledge and military skill and capability (Wallerstein, 1987). The World Systems theory assumes that the interactions between the social sciences (namely sociology, economics and politics) are key in determining the national conditions of a given country, that the reality of social systems (both internal and external) have to be considered, and that the new nature of the capitalist system (comprising of open competition, more productive patterns in industry, and labour as provided by wide groups of population for the newly established factories) needs to be recognised (Reyes, 2001).

Lastly, the theory of globalisation arose from the processes of worldwide integration within the domain of economic transactions, where cultural aspects and their communication are emphasised (Kaplan, 1993) (Gough, 1979). According to this theory, interactions on both the government level and citizenry are enabled by the global communications systems, through which marginalised groups in poorer nations also participate. Also, modifications in the socio-economic and cultural patterns of nations have created a new environment for carrying out economic transactions, utilising productive resources (equipment and trading products), and making use of virtual monetary mechanisms. Notwithstanding the changes, the business and political elite in developing nations continue to be the influencers in terms of decision making, and, in situ cultural forces also continue to dictate the forms of economic and social structure (Moore, 1993). The main assumptions of the theory of globalisation are that cultural forces are the determinant factors in every society, that global communications and international ties make the nation-state less useful as a unit of analysis, and that more social sectors from both dominant and non-dominant groups will be able to connect themselves with other world-groups due to standardization in technological advances (Reyes, 2001).

In Africa, upon independence, there emerged theories of development which also sought to elaborate the route through which African nations would attain developmental status. According to Ozoigbo (2016), these theories were Pan-Africanism, Consciencism, African Humanism, Free-Market economy, Kagisano, Arab-Islamic Socialism and African Socialism. Under Pan-Africanism, it was believed that meaningful development would not be achieved if African states

continued to be burdened by the yoke of colonialism. Consciencism was a socialist ideal which would merge the African traditional indigenous identity, the Euro-Christian and Islamic identities in order to awaken the philosophical conscience of every African. This philosophical conscience would accept matter as a primary reality leading to complete African liberation, unity and development. African Humanism on the other hand, where man, from an egalitarian basis, is taken to be the centre of everything, was conceived as a means to socialism. The Free-Market economy was the thinking that Africans should strive to amass material wealth, where wealth is not for all but the developmental structure is modelled as and is an extension to the Capitalist-Western nations. Kasigano was a developmental ideology which aimed at realising the social virtues of peace, harmony, unity, and a sense of community, which would come about through the concepts democracy, self-reliance and development, and to achieve all this the virtue of hard work was key. Arab-Islamic Socialism was an ideology inspired by the Islam religion where solutions to the development question were derived therein. According to Damachi (1976) Arab-Islamic Socialism was aimed at emancipating the society from poverty by providing every citizen with daily necessities and preventing the exploitation of one by the other, whilst on the other hand according private property to others but on a limited scale.

Lastly, Nyerere (1969) posited that African Socialism called for the return to African values and traditions. This entailed a socialist attitude of the mind rather than a political structure and pattern which required people to be concerned for each other's welfare. Nyerere put forward that African Socialism was 'reconstructed traditionalism' whereby the communalistic way of life of the African social organisation was taken up since socialism was simply a redefinition of the former. The belief was that the beginning of development was the decolonisation of African states followed in close succession by African Socialism as a sign of the taking of full responsibility by African nationalist leaders for the newly-birthed states.

The recent Kenya government strategies for development have been based on the United Nations Sustainable Development Goals (SDGs) and the Kenya Vision 2030 goals (United Nations Development Programme (UNDP), 2016). Previous efforts in terms of development planning, which include Sessional Paper No. 10 of 1965 and the District Focus for Rural Development

(DFRD), have failed in comprehensively addressing the economic development needs of the population due to lack of political goodwill, and systemic and institutional weaknesses as earlier noted. The Kenya Government aims at addressing the failures of development planning, decision making and implementation through the promulgation of the 2010 constitution which ushered the way for a devolved system of government, and via national government strategies outlined under the three Vision 2030 pillars, namely, the economic pillar, the social pillar and the political pillar. Devolution, implemented through the county governments in Kenya, has been described to be the new fit for development (United Nations Development Programme (UNDP), 2016).

2.9 Participatory Development

Participatory development has been an approach which, as a bottom up perspective, has been able to reach the marginalised and poor effectively (Opaluwah, 2016). This approach arose due to the biases development theorists of the 50s and 60s had as a result of the focus on economic growth, biases of which included the top-down perception of development, positivism and Eurocentrism (Chambers, 1997). Freire (1972) posited that people, being provided with an enabling environment for expression of their needs and achieving development themselves, need to participate in development planning and processes. Chambers (1983) argued that sustained development is not possible without participation being embedded in development practice. Thus, with this backdrop, the concept of participatory development was progressively adopted.

According to Opaluwah (2016), participation can be viewed both as a means to an end and as an end. Participation as a means implies teamwork whereby participants are brought together for the purpose of collaboration to achieve a desired goal (Opaluwah, 2016). The success of the development project is as a result of the utilisation of the participants' contribution to facilitate the same. This view however relegates the participants to the role of facilitators only, as tools for project completion, as opposed to having them play the role of decision-makers. Participation as an end on the other hand the process over the physical product of the practice (Opaluwah, 2016). Participation as an end focuses on participation as a process whereby people are directly involved in shaping, deciding, and taking part in the development process from the bottom-up perspective

(Asnarulkhadi and Fariborz, 2009). Thus, participatory development, viewed as both an end and a means, is a process of empowerment (Mohan, 2007).

Participation is an essential tool in development projects for effective provision of basic services, pursuit of advocacy goals, monitoring of progress towards goals, and facilitating reflection and learning among groups (Tufte and Mefalopulos, 2009). A participatory development project, as argued by Tufte and Mefalopulos (2009), can be divided into stages where each stage allows for assessment as to when and to what degree a participatory approach is appropriate. Thus, from an institutional point of view, the four key states of a development project are the research stage, the design stage, the implementation stage, and the evaluation stage. The research stage brings about an accurate description of the development project, where participation involves the study of previous experiences, individual and community knowledge and attitudes, existing policies and other relevant contextual information. The design stage defines the actual activities, where participation involves building ownership and commitment of the parties involved. The implementation stage is the point at which the planned intervention is implemented, and here participation is employed to bring about commitment, relevance and sustainability. Lastly, the evaluation stage is where the changes are assessed, and here, participation makes sure that the most significant changes are voiced, brought to common attention and assessed.

In light of participatory development, Ondrik (2017) provides minimum requirements for the preparation of the local development plan. These are the establishment of the major development concerns and priorities of the locality, the setting up of the development vision and goals, the setting up of the development strategy, the establishment of sectoral/spatial priorities, the development of the medium-term fiscal plan and the establishment of the public investment requirements. Ondrik further elaborates the case of the Philippines where Local Government Units (LGUs), which are the equivalent of Kenya's counties created by the Kenya Constitution (Republic of Kenya, 2010), have responsibilities namely agricultural extension, community based forestry, field health and hospital services, public works and infrastructure projects funded out of local funds, school buildings, social welfare services, management of tourism facilities and promotion, telecommunication services, and housing projects. These responsibilities are curtailed

by problems and challenges which include probable cuts in local public spending, systemic inability to mobilize own-source revenues, and lack of technical skills to develop and manage projects (Ondrik, 2017). Thus, for participatory development, sound and stepwise development planning would be essential to achieve local development as would directly benefit constituents, and this is depicted below.

Figure 3: Local Development Planning Steps



Source: (Ondrik, 2017)

In Kenya, in a study by Mwanzia and Strathdee (2010) on the Basic Education Improvement Project (BEIP), which was implemented by the Kenyan government in collaboration with the Organisation of Petroleum Exporting Countries (OPEC), a question arose regarding the rationale for participatory development. The question was whether citizens are incorporated in decision-

making processes for the sake of democratic inclusion or whether citizen participation is a proven method for bringing about the decisions with the utmost quality. The two authors agreed that both apply but stress that difficulties in implementation did lead to a compromise of these goals, per their findings. From their study, it was seen that the need for expertise results in the negation of equal partnerships between recipients and providers, the participatory element is limited by the emphasis on structural outcomes as opposed to rights, and that technocratic leadership renders citizen participation tokenistic-coerced or passive instrumental (Mwanzia and Strathdee, 2010). Thus, from their findings, ordinary Kenyans were not empowered leading to a form of ‘New Centralism’ where disadvantaged citizens were co-opted in decision making only to the extent that members were chosen from within their midst, thus allowing technocrats to regain control over development policy. This resulted in the undermining of the aforementioned two ends of participatory development.

2.10 Project Evaluation of Development Programs

When developing countries attained independence in the 1960s, they were confronted with challenges including poverty, illiteracy and disease. The Technical Assistance Programs under the Marshall Plan and New Deal Programme of Roosevelt did not make an impact in the said territories, thus the new call for change led to the emergence of the concept of development administration (IGNOU, 2009). Development Administration is a concept comprising two angles, namely, Administration of Development, and Development of Administration (or Administrative Development). Administration of Development implies the execution of programs designed to bring about progressive improvement, and the changes within an administrative system which increases its capacity to implement the said programs (IGNOU, 2009). On the other hand, Development of Administration or Administrative Development is the enlargement of administrative capabilities and structural and behavioural change done through administrative rationalisation and institution building aimed at political development, economic growth and social change (IGNOU, 2009). Thus, Administrative Development is focused on making the administration adaptable, autonomous, and coherent.

According to Khosla (1967), the function of Development Administration is divided into six categories viz. the formulation of development goals and policies, program formulation and project management, the reorganisation of administrative structures and procedures, evaluation of results, people's participation in development efforts, and the promotion of growth of social and political infrastructure. It is therefore observed that Development Administration has public participation and project evaluation embedded in its core function along with the other administrative development efforts.

In Kenya, Administrative Development was seen to be affected by five issues in the nation's attempt to employ public organisations to initiate, manage, and control the development of society and economy (Hyden, Jackson, and Okumu, 1970). The first of these issues was the continuing and pervasive impact of the colonial legacy on public administration and the frequent inappropriateness of inherited colonial bureaucratic structures for solving problems of innovation and directed change. The second one was the presence of political-administrative conflict in Kenya and the tendency of the civil service sometimes to exhibit political attributes. The third issue was the attempt of the government and civil service to exercise control over semi-public and private organisations and the constraints which limit this aim. The fourth issue was the problem of resource scarcity and its impact on public administration in Kenya. The fifth but not least issue was the factors conditioning the development of a more productive public service.

Development is measured on mainly two scales, the Gross National Income (GNI) per capita as developed by the World Bank Group and the Human Development Index (HDI) as fronted by the United Nations Development Programme (UNDP) (Bailey, 2012). However, for the purpose of this study, development programs which are implemented by the county government to bring about development are the focus. Thus the measures applied are the influence in decision making of the development program and the efficacy of the implementation process of the development program as informed by public participation.

2.11 Conclusion

In summary, the literature review was thematically conducted along the themes of the concept of public participation, the rationale for public participation, the forms of public participation, the tools of public participation, the impact of public participation, the challenges affecting public participation, global theories of development, African theories of development, participatory development and development administration for project evaluation. The literature discusses public participation in a broad sense, as a component of measures to bring about effective governance, development as the end goal of governance efforts, and the link between the two. However, the literature fails to address the constitutionality of public participation in which case it is implemented across counties as a constitutional and legal requirement, and the extent to which the end result envisaged by its constitutionality has been attained. In this case, the constitution defines public participation as an object of devolution in Article 174 part (c) and (d) in which case the public is empowered to participate in decision making, manage their own affairs, and further their own development (Republic of Kenya, 2010). This study sought to bridge this gap, with a focus on Ivingoni/Nzambani ward in Makueni County.

2.12 Conceptual Framework

The study used a conceptual framework to assess the impact of public participation on development programs in Makueni County's Ivingoni/Nzambani ward. The independent variable is public participation as indicated by opportunities according to members of the public in public participation processes, whilst the dependent variable is development programs.

Figure 4: The Dependent Variable – Independent Variable Relationship



Source: Researcher (2017)

Table 2: The Dependent Variable – Independent Variable Indicators

Study Variable	Measured Via:	Indicators
INDEPENDENT VARIABLES		
Extent of Public Participation	Levels of Public Participation	Citizen power, Tokenism, Nonparticipation
Players in Public Participation	Institutions and Bodies	Individual, Governmental and Non-Governmental Organisations
Forms of Public Participation	Publicity	Notice boards
	Public Education	Classroom Based Trainings
	Public Input	Public hearings
	Public Interaction Methods	County forums e.g. budget
	Public Partnerships	Participation in boards
Impact of Public Participation	Positive	Quality (Raising of living standards, implementation of relevant programs, people empowerment for capacity in participation), Legitimacy, Accountability (Meeting implementation targets, reduction in corruption).
	Negative	Lack of consensus, slow decision-making, negative view of public participation.
DEPENDENT VARIABLE		
Development Programs	Opportunities for public participation (Decision making path)	Relevance (effectiveness) of citizen votes; Citizen ownership and inclusion
	Project Management Committees (PMCs) (Implementation path)	Timely completion of projects; Accountability and openness

Source: Researcher (2017)

CHAPTER THREE

METHODOLOGY

3.1 Introduction

This chapter discusses the research methodology for the study. The aspects that are looked at comprise the research design, the study site description, the target population, the sampling size and procedure, the data collection procedure and the consequent data analysis.

3.2 Research Design

A research design is employed to give structure to a research study, to give guidance and demonstrate how the major parts of the research project, which comprise groups of samples, measures, programs or treatments, and assignment methods work together to address the key research questions. According to Kothari (2004), the research design is important for the reason that it is a conceptual structure within which there is an arrangement of conditions for data collection and analysis in a way which aims to combine relevance to the research purpose.

The research design that was applied was a descriptive research design which took up both qualitative and quantitative methods. The objective of using this design method was to accurately depict the characteristics of the situation (Kothari, 2004), namely the implementation of public participation and the resultant impact on development programs as observed and analysed.

3.3 Site Description

Ivingoni/Nzambani ward is located in Kibwezi East Constituency, which was split off the former Kibwezi Constituency at the promulgation of the new constitution. The ward is surrounded by Masongaleni ward to the North East, Mtito Andei ward to the East, and Thange ward to the North West. The Mombasa Highway passes through Ivingoni/Nzambani ward with Kambu and Mtito

Andei towns (on its border with Mtito Andei ward) as the main transit points for the area. These two towns coupled with vast rural areas make Ivingoni/Nzambani ward one of the wards in Makueni with both urban and rural settings. The main economic activity of the ward is farming on a smallholder scale.

From a preliminary study by the researcher, for the period beginning 2013 to 2017, Ivingoni/Nzambani ward was recorded to have the highest share of delayed, thus incomplete projects in terms of Makueni County government's budget allocation (Government of Makueni County, 2017). Ivingoni/Nzambani ward recorded 72% of Kibwezi East constituency's delayed projects, as compared to 11% for Masongaleni ward, 0% for Mtito Andei ward and 17% for Thange ward. Project implementation, management and completion are consequences of public participation as the Kenya Constitution (Republic of Kenya, 2010) stipulates in Article 174 (c) and (d). Thus this study focused on Ivingoni/Nzambani ward for the reason that it had the highest percentage of incomplete projects, as a case study to ascertain the role public participation has had on the performance of development projects. Figure 5 below displays the map of Ivingoni/Nzambani ward while table 3 below shows the breakdown of delayed projects according to county budget allocations for financial years 2013/2014 through to 2016/2017.

Table 3: Delayed County Government Projects in Kibwezi East Constituency

Kibwezi East Constituency	Financial Year				Total	%
Ward	2013/14	2014/15	2015/16	2016/17		
Ivingoni/Nzambani	-	-	4,500,000	2,000,000	6,500,000	72%
Masongaleni	-	1,000,000	-	-	1,000,000	11%
Mtito Andei	-	-	-	-	-	0%
Thange	1,500,000	-	-	-	1,500,000	17%
Total	1,500,000	1,000,000	4,500,000	2,000,000	9,000,000	100%

Source: (Government of Makueni County, 2017)

Figure 5: Map of Ivingoni/Nzambani Ward



Source: IEBC/Google (2017)

3.4 Target Population

The population in question for this study were the constituents of Ivingoni/Nzambani Ward who were of voting age, that is, aged 18 years and above, spread across the two sub wards, to name,

Mang'elete Sub Ward and Muthingiini Sub Ward (Government of Makueni County, 2017). The total population targeted is approximately 6,266 constituents (Independent Electoral and Boundaries Commission (IEBC), 2013).

3.5 Sampling Size and Procedures

Both probability and non-probability methods were used for this study. Under the probability method of sampling, 2 strata in stratified sampling were used where each stratum represented a sub ward. To steer clear of bias and sampling errors, the researcher made use of a large enough sample. Stratified sampling was used so that constituents from each of the 2 sub wards (non-overlapping units) would be included. According to Kothari (2004), where the sample to be drawn does not comprise of a homogeneous group, stratified random sampling is employed. This is because from within, a stratum is homogeneous, but from without in respect to other strata, it is heterogeneous. The sample size was 60 constituents divided into 2 strata, with constituents from across the social fragmentation.

From Yamane's (1967) formula,

$$n = N / (1 + Ne^2) = 6,266 / (1 + (6,266 * 0.05^2)) = 376$$

Where n= sample size, N = population size, and e = margin of error (MoE).

However, due to cost and logistical constraints, the sample size was revised to 60. The strata sample sizes were determined by use of proportionate stratification, the formula and calculation for which is displayed below:

$$n_h = (N_h/N) * n = (3,133/6,266) * 60 = 30$$

Where n_h is the sample size for stratum h, N_h is the population size for stratum h, N is total population size, and n is total sample size.

Table 4: Population Characteristics

Stratum	Stratum Size	Sample Size
Muthingiini Sub Ward	Approx. 3,133	30
Mang'elete Sub Ward	Approx. 3,133	30
Total	Approx. 6,266	60

Source: Researcher (2017)

The non-probability sampling method involved the purposive sampling technique, which was used in obtaining responses from the agency conducting public participation. This agency comprised the key informant interview for this study. This sampling technique assisted in directly providing information from the county government department which conducts public participation programs. The key informant comprises the Directorate of Public Participation of Makueni County. The strata selected and the key informant are representative of the population for study.

3.6 Data Collection Procedure

Primary data was collected via face-to-face and telephone interviews and questionnaires. In key informant face-to-face and telephone interviews, the researcher posed the questions as listed on the questionnaire where appropriate. According to Smith (1975), so as to improve on reliability and validity of data as collected, it is imperative to employ several methods of data collection. This is because in the study of human beings, for a wide-ranging perspective in any study program, no single source can be trusted. The application of combined data collection methods and sources such as questionnaires and interviews is a validating aspect for the cross-checking of data (Schofield, 1996). The employment of combined data collection methods and sources as well increases the validity and reliability of information because the strength of one approach makes compensation for the weakness of the other approach and vice versa (Cohen, Manion, and Morrison, 2007). This study thus relied on primary data from the constituents as compared with data from key informant interviews.

The choice of the instrument to make use of was guided by how well it meets the research needs to some complete standard, thus it had to meet validity and reliability criteria for measurement. Questionnaires were used to determine the opportunities for public participation, decision making in public participation and project evaluation in public participation in Ivingoni/Nzambani ward. Through questionnaires, large samples of the population could be reached. Also, respondents who responded to fill in questionnaires had sufficient time with the instrument, and thus could give out well thought out responses to the questions posed. The questionnaires had both closed and open ended questions, posed in a standardized way, uniform to all respondents. For closed ended questions, while they may limit the depth and breadth of responses, they do enhance the consistency of responses across responses (Wallen, Fraenkel, and Hyun, 2012). The closed ended questions queried the profiles of the respondents and direct aspects of the public participation program. Since open ended questions invite personal comments from respondents, they therefore end up catching the authenticity, depth and richness of responses (Cohen, Manion, and Morrison, 2007). Thus, open ended questions were also posed to determine the aspects that explain the performance of public participation initiatives, as well as gauge the sentiments of constituents in regard to their development priorities as compared to public participation outcomes. Thus, both quantitative and qualitative data was collected. A questionnaire sample is provided at the appendix section of this paper.

3.7 Validity

Face validity is concerned about the superficial appearance, or face value of a measurement procedure (Gravetter and Forzano, 2012). This study made use of face validity via the format applied. In addition to this, data triangulation was employed via the use of different sources of data to increase the research study's validity. One type of triangulation is the triangulation of sources where the consistency of different data sources is examined from within the same method (Patton, 1999).

3.8 Data Analysis

Data analysis began with a first check to ensure that questionnaires are well-filled and noting gaps if any. After inputting the data and cleaning it, it was then classified according to sub wards based on the strata applied. The raw data was then be input in a spreadsheet and analysed further in accordance with descriptive statistics methods comprising of measures of central tendency, that is, percentages and frequencies. For presentation of findings, the researcher used tables and charts.

CHAPTER FOUR

STUDY FINDINGS

4.1 Introduction

This chapter gives an in-depth analysis of the data as collected in the field and the resultant research findings. As mentioned before, this study aimed at assessing the opportunities for public participation in Ivingoni/Nzambani Ward. Secondly, the research aimed at assessing the impact of public participation on the choice of development program to implement in Ivingoni/Nzambani Ward. Thirdly, the study aimed at assessing the impact of public participation on project evaluation in the development program chosen for implementation in Ivingoni/Nzambani Ward. Thus, this chapter is divided into three sections. The first section provides a summary of the response rate. Section two gives information of the demographic characteristics of the study participants and their involvement in public participation initiatives. Section three ultimately provides a comprehensive analysis of the study participants' responses with respect to the objectives of the study.

4.2 Response Rate

Out of the 80 participants who were targeted for this research, only 47 (32 from Muthingiini sub ward and 15 from Mang'elele sub ward) agreed to be interviewed, fill in the questionnaires and return them for editing and analysis. The response rate was 58.75% which was sufficient to generalise the study findings. According to Mugenda and Mugenda (2003), a 50% response rate and above for a sample can be recommended for generalising the findings of a study. In this case, the response rate was 78.33% thus meeting the criteria for the study. That notwithstanding, there was a good number of respondents from Mang'elele sub ward who declined to respond to the researcher's call for an interview due to suspicions of the researcher's intentions with the study findings. The response rate from Mang'elele sub ward was thus suppressed as compared from Muthingiini sub ward.

Table 5: Response Rate

Stratum	Sample Size	Response	Response Rate
Muthingiini Sub Ward	30	32	106.67%
Mang'elete Sub Ward	30	15	50.00%
Total	60	47	78.33%

4.3 Demographic and Background Characteristics of Respondents

This section gives a brief summary of information on the demographic characteristics of the study participants, that is, their ages, sexes, marital statuses, education levels, and sub wards of residence, and their involvement in public participation initiatives.

Table 6: Ages of Respondents

Age Bracket	a) Muthingiini	b) Mang'elete	Frequency	Percentage
a) 18-24	2	2	4	9%
b) 25-31	3	2	5	11%
c) 32-38	11	2	13	28%
d) 39-44	4	1	5	11%
e) 45-51	4	0	4	9%
f) 52-58	5	1	6	13%
g) 59+	3	7	10	21%
Total	32	15	47	100%

As derived from Table 3, the participants were grouped into age sets with a separating interval of 7 years. The ages of the respondents were distributed with a minimum age of 18 years and no maximum. The highest frequency was recorded for ages 32 to 38 whilst the least frequency was a tie between the 18 to 24 age group and the 45 to 51 age group. The researcher noted that the highest frequency of respondents from Muthingiini sub ward comprised of members from the 32 to 38 age group whilst the lowest was from the 18 to 24 age group. In Mang'elete sub ward, the highest frequency of respondents was from members of the 59 years and above age group whilst no member from the 45 to 51 age group responded to a request for interview and filling in the

questionnaire. The researcher targeted market places in both sub wards for a sample of potential respondents and noted that people visiting and selling at the market areas comprised more of younger age groups from Muthingiini sub ward and more of the 59 years and above age group for Mang'elele sub ward. This factor is also coupled with the declinations noted in the response rate analysis. As noted earlier, according to a study by Mutwiri (2016) on the factors influencing public participation in the County Integrated Development Planning (CIDP) process in Meru County, it was noted that participation of young people in CIDP as a public participation tool was relatively low compared to older citizens in the county. The ages of respondents are thus relevant in the analysis of how public participation influences development programs.

Table 7: Sex of Respondents

Sex	a) Muthingiini	b) Mang'elele	Total Frequency	Percentage
a) Male	14	8	22	47%
b) Female	18	7	25	53%
Total	32	15	47	100%

The above table shows an almost equal mix of both male and female respondents accounting for 47% and 53% respectively. The distribution by sex is attributed to the fact that the respondents comprised a representative sample of the general Makueni population, which, per the 2009 national census had 430,710 males and 453,817 females (Kenya National Bureau of Statistics (KNBS), 2010) providing 49% and 51% of the total population respectively. Due to the economic activities conducted by the different sexes, the percentage of men involved in public participation of men would vary as compared to that of women thus influencing the benefit of development in terms of needs that either sex may have.

Table 8: Marital Statuses of Respondents

Marital Status	a) Muthingiini	b) Mang'elele	Total Frequency	Percentage
a) Single	7	2	9	19%
b) Married	20	13	33	70%
c) Divorced	5	0	5	11%
Total	32	15	47	100%

According to the table above, respondents who are married comprise the largest percentage (70%) of respondents. This is explained by the fact that married people are engaged more in marketplace business activities where spouses make an effort to contribute to the household income. As indicated earlier, Gikonyo (2015) elaborates that in terms of marital status, the single, divorced separated and widowed group do participate in Constituency Development Fund (CDF) projects due to their high dependence on the services rendered by the said projects. The study further reveals that married people engage themselves in public participation initiatives in accordance to the residency and wards of their spouses, thus would not be very much involved as much as their single counterparts would. The advantage with being married in terms of public participation (PP) is that one of the spouses would represent the other in the respective PP forums thus follow up on development while the other spouse focuses on the household economic activity, the study shows.

Table 9: Highest Education Levels of Respondents

Education	a) Muthingiini	b) Mang'elele	Total Frequency	Percentage
a) Primary	8	6	14	30%
b) Secondary	15	7	22	47%
c) Tertiary	6	1	7	15%
d) Undergraduate	2	1	3	6%
e) Postgraduate	1	0	1	2%
Total	32	15	47	100%

The above table depicts that 30% of respondents had attained a maximum primary education, 47% a maximum secondary education and 15% a maximum tertiary education. Undergraduate and postgraduate levels of education were the highest levels accounting for 6% and 2%

respectively of the respondents. A case study on Lisbon and surrounding counties demonstrated that education level influences citizen participation only in terms of how citizens perceive and carry out their involvement in public policies but not the issue of whether they are more or less participatory (Carreira, Machado, and Vasconcelos, 2016). As noted earlier, closer home, according to a case study of Nairobi County by Siala (2015) on the factors influencing public participation in budget formulation, education as a socio-economic factor ranked highest as an influence on citizen participation.

Table 10: Sub Wards of Respondents

Sub Ward	Number of Respondents	Percentage
a) Muthingiini	32	68%
b) Mang'elele	15	32%
Total	47	100%

The result in the above table shows the respondents based on the sub ward in which they reside. Responses from Mang'elele sub ward accounted for 32% of the total as compared to Muthingiini which had 68% of the responses. However, 50% being the threshold for a representative sample, the results from Mang'elele sub ward would still have external validity thus are generalisable to the population of Ivingoni/Nzambani ward. The split in the sub ward helps to provide a picture of how public participation has influenced development in each locality.

4.4 Presentation of Results and Analysis

As discussed before, this study focused on examining the impact of public participation on Makueni county's development programs, with a case study of Ivingoni/Nzambani ward. As in typical empirical studies, the study was led by three objectives. The first objective was to assess the opportunities for public participation in Ivingoni/Nzambani ward. The second objective was to assess the impact of public participation on the choice of development program to implement in Ivingoni/Nzambani ward. The third objective was to assess the impact of public participation on

project evaluation in the development program chosen for implementation in Ivingoni/Nzambani ward. The aforementioned objectives formed the basis for the presentation of results and analysis.

4.4.1 Objective One: The opportunities for public participation in Development Programs in Ivingoni/Nzambani Ward

According to the Office of the Makueni County Directorate of Public Participation and Civic Education, the opportunities that exist for public participation by members of the public in Ivingoni/Nzambani ward are 1) formal public participation forums at the village, sub ward, ward, sub county and county level; 2) e-platforms including the (county) website, the bulk SMS system and the public participation e-forum; 3) through the county ENE FM radio, and; 4) through emails to the county and enclosed letters.

Table 11: Modes of Public Participation Employed by Respondents

How did you participate in PP?	a) Muthingiini	b) Mang'elele	Total Frequency	Percentage
Budget Participation Forum	1	0	1	2%
Didn't participate	9	9	18	38%
Public Baraza	21	5	26	55%
Sports	0	1	1	2%
Women's Groups	1	0	1	2%
Total	32	15	47	100%

When asked how one has been involved in public participation, 2% of respondents said they took part via the budget participation forum, 55% through the public barazas, 2% through sports initiatives and 2% through women's groups. This is depicted in the table above. The results on this matter suggest that the dominant mode of public participation in this area is the public participation forum or baraza.

From the survey, 83% of the respondents stated that they were aware that public participation exists while 17% said that they were not aware of the existence of public participation programs. This suggests that the county government has not fully effected civic education as regards to public participation. When asked to rate the level of awareness of public participation in the area

in one's opinion on a scale of 1 (lowest) and 5 (highest), 11% chose 1, 17% chose 2, 34% chose 3, 4% chose 4 and 26% chose 5. Indeed, when asked about any area of improvement one felt the Makueni County Government could work on with regard to public participation in the area, 11% of respondents mentioned that the county government should work to make its communication to constituents more efficient and improve on civic education. These respondents noted that better and timely means of public participation publicity should be employed as opposed to word of mouth, and more public awareness should be done.

Table 12: Respondents who have taken part in Public Participation

Have you taken part in PP?	a) Muthingiini	b) Mang'elele	Total Frequency	Percentage
a) Yes	23	8	31	66%
b) No	9	7	16	34%
Total	32	15	47	100%

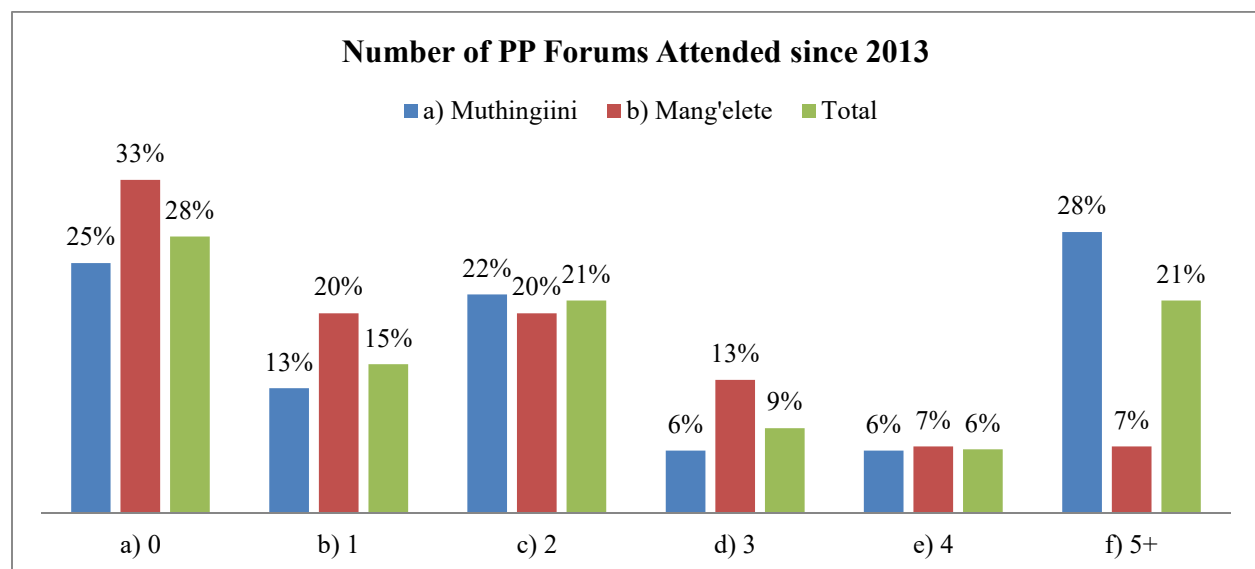
The table above shows that 66% of respondents indicated they have taken part in public participation while 34% indicated that they have not been involved in public participation. Through a questionnaire response from the Office of the Makueni County Directorate of Public Participation and Civic Education, the rating of the turnout of constituents to public participation initiatives on a scale of 1 (lowest) to 5 (highest) was 5. Consequently from the survey, all those who had not been involved in public participation indicated that they were not aware of public participation initiatives in the area. This is depicted in the table below.

Table 13: Comparisons of Respondents' Awareness of Public Participation and their Involvement

Survey Question	Survey Response	Sub Ward		Total
		a) Muthingiini	b) Mang'elele	
Are you aware of PP?	a) Yes	29	10	39
Have you taken part in PP?	a) Yes	23	8	31
	b) No	6	2	8
Are you aware of PP?	b) No	3	5	8
Have you taken part in PP?	a) Yes	0	0	0
	b) No	3	5	8
Grand Total		32	15	47

This indicates that non-awareness of public participation initiatives amongst the public did effectively lock out some constituents from public participation. This is notwithstanding the fact that some constituents who were aware of public participation initiatives still chose not to be involved in public participation as the above table shows as well. The participation rate (31 respondents) amongst those aware of public participation initiatives (39 respondents) from the survey, as depicted in the above table is 79%. This is displayed in the figure below.

Figure 6: Number of Public Participation forums attended since 2013



The above figure graphically portrays the respondents' involvement in public participation forums since 2013. 28% of respondents have not taken part in it since the commencement of its implementation according to the provisions of the Constitution of Kenya (Republic of Kenya, 2010). This is compared to 15% who indicated they have attended 1 PP forum in the five year period from 2013 to 2017, 21% who have attended 2 PP forums, 9% who have attended 3 PP forums, 6% who have attended 5 PP forums and 21% who have attended more than 5 PP forums, as the above figure shows. This again corroborates the response of the County Directorate of Public Participation stating that public participation has not been implemented in full in accordance with the Kenyan constitution, which envisages the full participation of the public in governance per Article 174 (c) and (d) (Republic of Kenya, 2010).

Table 14: Agent of Information and/or Mobilisation for Public Participation

Who mobilises?	a) Muthingiini	b) Mang'elele	Frequency	Percentage
a) Chief/Sub-Chief/National Government-appointed County Administrator	23	5	28	60%
b) Ward Administrator/County Government-appointed Administrator	10	7	17	36%
c) Member of County Assembly	1	1	2	4%
d) Fellow residents	0	0	0	0%
e) Non-Governmental Organisations (NGOs)/Community Based Organisations (CBOs)	0	0	0	0%
Grand Total	34	13	47	100%

The above table shows that public participation is largely driven by the national government through the chiefs where 60% of respondents indicated so. 36% of respondents indicated that the process is fronted by the county government. These results suggest that public participation has not been fully implemented per the Kenya Constitution (2010) where according to Article 174 (c) and (d), public participation is an object of devolution. Indeed, through a questionnaire response

by the Office of the Makueni County Directorate of Public Participation and Civic Education, public participation's has not been fully implemented and this is being addressed through a pilot program which is currently being administered by the Makueni county government.

4.4.2 Objective Two: The Impact of Public Participation on the Choice of Development Program to Implement in Ivingoni/Nzambani Ward

According to the Office of the Makueni County Directorate of Public Participation and Civic Education, it is the people and communities who make the decision on the choice of development program to implement in a ward. This view was somewhat buttressed by the responses on this matter. When asked on a scale of 0 (none) to 5(highest), how much influence one felt he/she had as a citizen (through public participation) in government development initiatives in the area, 13% gave a rating of 0 (none), 26% gave a rating of 1, 9% gave a rating of 2, 40% gave a rating of 3, and 6% each gave a rating of both 4 and 5.

Table 15: How much Influence the Respondent has in Development Programs through Public Participation

Influence felt in PP	a) Muthingiini	b) Mang'ete	Total Frequency	Percentage
None	1	5	6	13%
a) 1	9	3	12	26%
b) 2	4	0	4	9%
c) 3	15	4	19	40%
d) 4	1	2	3	6%
e) 5	2	1	3	6%
Grand Total	32	15	47	100%

A detailed graph depicts the results in the figure below.

Figure 7: Likert Scale Results on the Influence the Public has on Development Programs through Public Participation

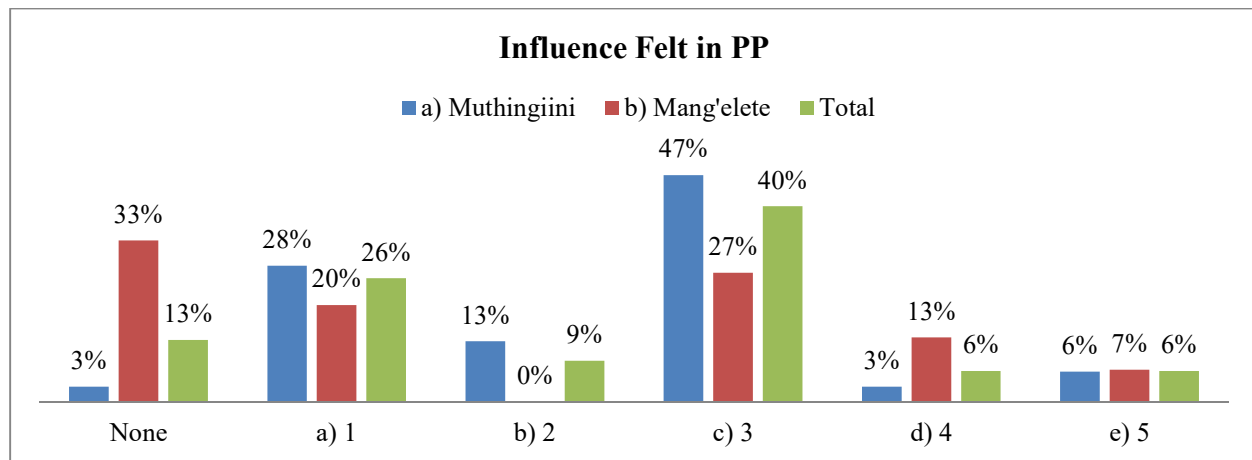


Table 15 above shows that just above half (52%) of the respondents gave ratings of 3, 4, and 5. This suggests that the public largely do not feel they have full control of the choice of development program and the implementation thereof. Indeed, a questionnaire response from the Office of the Makueni County Directorate of Public Participation and Civic Education indicated that there existed challenges which have affected public participation in Ivingoni/Nzambani ward, namely, political interference and community capacity, the latter of which is a shared challenge across the entire county. In a prior study on public participation in Makueni county, it was noted that there was resistance by some elected representatives against the PMCs (which is the citizen control level according to Arnstein's ladder depicted in Figure 1) (Institute of Economic Affairs (IEA), 2015). The results above mean that this issue has thus persisted.

Also, looking at the findings from objective one in 4.4.1 above, the lack of adequate civic education and community awareness has caused a considerable group of constituents to be left out of public participation initiatives. This partly explains the disadvantage of inadequate community capacity in the bid to effectively administer public participation by the Makueni county government.

Figure 7 above elaborates the findings displayed in Table 15 by splitting the results per sub ward. On the scale of 0 (none) to 5 (highest), when asked how much influence one felt he/she had as a citizen (through public participation) in government development initiatives in the area, 3% of respondents from Ivingoni/Nzambani ward residing in Muthingiini sub ward gave a rating of 0, 28% gave 1, 13% gave 2, 47% gave 3, 3% gave 4 and 6% gave 5. In response to the same question, 33% of respondents from Ivingoni/Nzambani ward residing in Mang'elete sub ward gave a rating of 0, 20% gave 1, 0% gave 2, 27% gave 3, 13% gave 4 and 7% gave 5. These responses largely show that constituents from Mang'elete sub ward feel less of an influence on development initiatives in general as compared to those from Muthingiini sub ward.

Table 16: Participants' Rating of Public Participation in terms of its Effectiveness towards the achievement of Development Goals

PP Effectiveness	a) Muthingiini	b) Mang'elete	Total Frequency	Percentage
a) Not Effective	2	5	7	15%
b) 1	10	4	14	30%
c) 2	6	1	7	15%
d) 3	10	3	13	28%
e) 4	3	1	4	9%
f) 5	1	1	2	4%
Total	32	15	47	100%

The above table depicts similar responses to the earlier question of influence one felt in public participation. The twin issues of influence the public has on development through PP and the question of its resultant effectiveness towards the achievement of development goals are correlated, the above results suggest. These results show that the public's view of the effectiveness of PP is that it is effective insofar as they have a say in it. Indeed, when asked what their motivation is when they get involved in public participation, 49% of respondents said they want to air their views, have a say and contribute to development initiatives, 21% said they participate to gain information on the government's initiatives for the area, while 30% said they have no motivation for being involved in public participation. This is depicted in the table below.

Table 17: Respondents' Motivation for Involvement in Public Participation

Motivation for PP	a) Muthingiini	b) Mang'elele	Total Frequency	Percentage
For information	10	0	10	21%
None	5	9	14	30%
Air my views and contribute to development	17	6	23	49%
Total	32	15	47	100%

In terms of decision making of which development program to implement, the end result aimed through public participation is to address the needs of the constituents. According to the Office of the Makueni County Directorate of Public Participation and Civic Education, where a list of development programs is formulated, prioritisation of development programs is done in a stepwise manner. First, needs assessment is done at the village level through the public participation forums. Secondly, the needs as documented are prioritised at the sub ward level. Thirdly, the prioritised needs are validated at the ward level. For big projects, some emerge from professional groups meetings, some from diaspora PP forums, and some from PP forums of towns and urban centres. These are then prioritised at the sub county level and validated at the county level. The stepped decision making does end up involving technocrats who make the decision to prioritise at higher levels. Coupled with the issue of nonparticipation, the implementation of a certain development program would cause disgruntlement amongst constituents in whose view a different development program should have been given priority. When asked whether they feel PP initiatives have better addressed their needs as constituents in the area, 57% of respondents said “yes” while 43% said “no.” This is shown in the table below.

Table 18: Respondents' view of whether PP initiatives have better addressed their needs

Has PP addressed needs?	a) Muthingiini	b) Mang'elele	Total Frequency	Percentage
a) Yes	21	6	27	57%
b) No	11	9	20	43%
Total	32	15	47	100%

As the above results portray, public participation is yet to be fully made use of and effectively applied for constituents to feel that their stated needs have been met per the provisions of the Constitution of Kenya (Republic of Kenya, 2010).

4.4.3 Objective Three: The Impact of Public Participation on Project Evaluation in the Development Program chosen for implementation in Ivingoni/Nzambani Ward

Results from the survey regarding project evaluation were nil in terms of participation in project management committees. When asked how they have been involved in public participation, 2% said they took part via the budget participation forum, 55% through the public barazas, 2% through sports initiatives and 2% through women's groups. This is depicted in table 11 displayed earlier.

Table 19: Responses on areas of improvement regarding Public Participation

Improvement Suggested	a) Muthingiini	% Muthingiini	b) Mang'ete	% Mang'ete	Total	% Total
Schools	0	0%	1	4%	1	1%
Cleanliness/Sanitation/Toilets	0	0%	2	8%	2	3%
Orphans	0	0%	2	8%	2	3%
Roads	12	24%	3	12%	15	20%
Water Catchment/Dams/Borehole/Water Provision	9	18%	3	12%	12	16%
Hospitals/Maternity	3	6%	0	0%	3	4%
Bursaries/Scholarships/Education Support	2	4%	4	16%	6	8%
Elderly	0	0%	3	12%	3	4%
Efficient Government communication/Civic education	7	14%	1	4%	8	11%
Stage/Market sheds	1	2%	0	0%	1	1%
School infrastructure	1	2%	1	4%	2	3%
Security/Security Lights	2	4%	0	0%	2	3%

Improvement Suggested	a) Muthingiini	% Muthingiini	b) Mang'etele	% Mang'etele	Total	% Total
Develop Local Industry/Job Creation/Nurture Talents	3	6%	1	4%	4	5%
Minimal-Interest Credit	2	4%	0	0%	2	3%
Monitoring and Auditing/M and E/Development Management/Project Management	2	4%	2	8%	4	5%
Electricity	3	6%	0	0%	3	4%
Title Deed	1	2%	0	0%	1	1%
Social Hall	1	2%	0	0%	1	1%
None	0	0%	2	8%	2	3%
Total	49	100%	25	100%	74	100%

When asked about any area of improvement they feel the county government should work on with regard to public participation and the programs to implement, where respondents were given an opportunity to list as many number of issues as they deemed fit, 5% of the total classified responses were on the issue of improving the monitoring and auditing, monitoring and evaluation (M and E), development management and project management of development projects in the area. The above table depicts the same.

From the responses noted, it is seen that the issue of project evaluation of development programs has not been made clear in the sight of constituents in the area. The key informant regarding this issue, the Office of the Makueni County Directorate of Public Participation and Civic Education, noted first in a telephone interview that the public participates in project evaluation through the election of members to the Project Management Committee (PMC) who come from the public itself.

The Office secondly put forward that in addition to this, the public has roles in the four stages of development programs listed by Tufte and Mefalopulos (2009). The Office noted that in the research stage, the field officers use participatory rural appraisal (PRA) to aid identification of needs. Following this, continuously throughout the year, the relevant development committee

identifies community needs and profiles them, including submission of proposals to non-state actors. In the design stage, the Office noted that the activities involved are project pre-feasibility and discussions concerning environmental and sustainability issues which lead to bill of quantities (BOQ) development and the cabinet paper finalisation for H.E. the Governor's approval signature. In the implementation stage, the Office pointed out that the public gets involved through the election of PMCs and their capacity building, formulation of reporting mechanisms and the linking of beneficiary communities. In the evaluation stage, the Office elaborated that the activities involve a joint inspection by the PMC, the ward administrator, the development officer and the department, which leads to an award of certificate for the selected contractor. Further to this, the Office noted that a beneficiary community meeting assesses the project, and, through the documentation of the PMC workbooks and reports, the next level planning of the project is determined, which includes the expected changes.

All in all, when asked whether in its assessment public participation has helped to achieve the development goals of constituents of Ivingoni/Nzambani Ward, the Office responded to the affirmative with the reason that the number of petitions that have come from the said ward show that the residents cannot be manipulated at any level of the project cycle, and that they equally know their rights and what they should do if they disagree with the relevant county department. The Office's response to the same question from a Makueni county perspective was again to the affirmative with the reason that the county has a record 100% project utilisation after hand over meaning that communities get what they ask, and so can sustain and own the development program as implemented. That said, responses from the respondents as earlier seen point to a serious need to appraise the public on the workings of project evaluation, their roles in the project evaluation process and the ways in which public participation in project evaluation can be fully implemented as per the requirements of the Constitution of Kenya (Republic of Kenya, 2010) as this is not the case.

CHAPTER FIVE

SUMMARY, CONCLUSION AND RECOMMENDATIONS

5.1 Introduction

This chapter gives a summary of findings, conclusion and recommendations from the study of the impact of public participation on development programs in Makueni County with a case study of Ivingoni/Nzambani Ward.

5.2 Summary

This section provides a summary of study in relation to the three objectives namely opportunities for public participation in development programs, impact of public participation on the choice of development program and the impact of public participation on evaluation of development programs.

5.2.1 Opportunities for Public Participation in Development Programs in Ivingoni/Nzambani Ward

From the research findings, it was evident that the dominant method of public participation is the public participation forum or barazas where 55% of constituents take part through this method. This is notwithstanding the availability of other public participation methods namely the e-platforms including the county website, the bulk SMS system and the public participation e-forum; the county ENE FM radio; emails to the county; and enclosed letters as noted by the Office of the Makueni County Directorate of Public Participation and Civic Education. These opportunities are corroborated by Mbevi (2016) who, in a study of the influence of community participation on the performance of development projects in Makueni County, noted that the available methods of public participation were information sharing, resource contribution, collective decision making and project governance.

The study however revealed that due to inadequate publicity of public participation opportunities, constituents did not fully embrace PP. The study also showed that public participation has mainly been mobilised and facilitated by area chiefs who are national government representatives again pointing to the non-implementation in full of PP as an object of devolution per the dictates of the Kenya constitution (Republic of Kenya, 2010).

5.2.2 The Impact of Public Participation on the Choice of Development Program to Implement in Ivingoni/Nzambani Ward

The survey findings showed that 48% of the respondents felt less of an influence on the choice of development program for implementation in Ivingoni/Nzambani Ward. According to the Office of the Makueni County Directorate of Public Participation and Civic Education, this was largely attributed to political interference and community capacity. Survey results also added a dimension of inadequate publicity of PP forums in the county.

The study also revealed that prioritisation of development programs involves the public on lower levels but cedes ground to technocrats on higher levels. These issues have led to 43% of constituents indicating that PP has not effectively helped to meet their development needs. A similar study was done by Mbevi (2016) which revealed that communities in Makueni County have not fully participated in the citizen participation project cycle, namely in M and E, training, resource contribution and decision making, attributable to limited economic resources and a lack of full appreciation of community's role in projects.

These results point to a need to increase the capacity of communities to get fully involved in public participation initiatives. Forms of capacity building were nonetheless pointed out by the Office of the Makueni County Directorate of Public Participation and Civic Education as measures the county government has put in place to enhance capacity of constituents in taking part in public participation initiatives. These forms are civic and development education programs done by the sub county administration and capacity building programs directed to the development committees of each level, which include training on poverty alleviation, SDGs, and

Vision 2030. Also the county makes use of PRA methodologies which enhance capacity in identification of community needs and interventions thereof.

5.2.3 The Impact of Public Participation on Project Evaluation in the Development Program chosen for implementation in Ivingoni/Nzambani Ward

The survey registered nil responses in terms of respondents' involvement in project evaluation of development programs. That is, 0% of respondents indicated that they had participated in project evaluation of development programs. However, a telephone interview with the Director of Public Participation did reveal that there does exist a county government-appointed project management officer who administrates project matters in the ward. Also, through a directed questionnaire on the same case, the Office of the Makueni County Directorate of Public Participation and Civic Education noted that the public additionally participates in project evaluation through the election of PMC members and in the subsequent stages of development projects.

Lack of clarity as to project evaluation in Ivingoni/Nzambani Ward was deemed to be a key issue on this aspect according to survey responses where 5% of responses raised this matter as an issue the county government should improve on.

5.3 Conclusion

Given the findings noted above, the general conclusion of this study is that due to inadequate publicity of public participation opportunities, constituents did not fully embrace it, prioritisation of development programs has involved the public on lower levels but has ceded ground to technocrats on higher levels, and that none of the sampled respondents participated in project evaluation of development programs.

In particular, firstly, the study concludes that the main mode of public participation in Ivingoni/Nzambani Ward is via public participation forums, that is, public barazas. Constituents in this ward have not been making use of the other forms of public participation available namely

e-platforms including the county website, the bulk SMS system and the public participation e-forum; the county ENE FM radio; emails to the county; and enclosed letters.

Secondly, the public's role in the choice of development program to implement is yet to be wholly mainstreamed. Constituents of Ivingoni/Nzambani Ward are yet to say that they are confident of having 100% influence on development programs. Close to half the population feel that public participation has failed to help in meeting their development needs.

Thirdly, lack of adequate capacity of Ivingoni/Nzambani constituents has hampered their full involvement in public participation initiatives, which is an issue currently being addressed by the county government mainly through civic education initiatives. Further to this, public participation forums are not being well publicised for the purpose of ensuring every constituent wishing to take part takes part. Also, there is lack of clarity in terms of project evaluation of development programs amongst the constituents of Ivingoni/Nzambani ward. Project Management Committees and project administrators do exist but the public is largely in the dark as to how project evaluation is effected. The development project stages are well documented by the county administration as pertains the public participation aspect of the same. Implementation of the same is however not in full.

Fourthly, as regards the constitutionality of public participation in which case it is implemented across counties as a constitutional and legal requirement, and the extent to which the end result envisaged by its constitutionality has been attained, this study confirms that public participation has been implemented. However challenges of operational, capacity, economic, and political natures have curtailed the full implementation of the same.

5.4 Recommendations

The study firstly recommends that publicity of the available public participation forums including project evaluation processes and the public's involvement thereof should be intensified by the Makueni County government so as to include as many people as possible in decision making and

project evaluation of development programs. The intensification of publicity in this case should involve the established platforms i.e. the county website, the bulk SMS system, the public participation e-forum, the county ENE FM radio, notice board and public announcements in public places.

Secondly, the study recommends that the structure of the development program cycle should be amended by the Makueni County government to bring about a more inclusive process, in which case the public is involved in the steps to project prioritisation, through consultative forums and the selection of representatives for the stepwise decision-making process. This is so as to give the public a stronger influence in the prioritisation of development programs for implementation thereby increasing the satisfaction of constituents in terms of whether public participation serves to better address their development needs.

Thirdly, civic education and capacity building programs, which involve training on project monitoring and evaluation, should be rolled out on a wider scale across the ward by the Makueni County government to empower as many people as possible for involvement in project evaluation via public participation.

Lastly, to address the challenges of operational, capacity, economic, and political natures the county government of Makueni should set up deliberative forums with the policy making and top political leaders in the county, including the Governor, to better understand the status of public participation in development in the county and thus be in good stead to better evaluate and implement public participation in the county.

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APPENDICES AND ANNEXES

Appendix I: Letter of Introduction

Daniel Mutuku,
P. O. Box 3243,
GPO 00100,
Nairobi.
31st August 2018

The Director,
Public Participation and Community Outreach,
Government of Makueni County.

Dear Madam,

RE: Collection of Research Data

I kindly request for your authorisation and facilitation to conduct research in Public Participation initiatives in Makueni County, specifically the choice of development programs and in project management committees (PMCs).

I am a student at the University of Nairobi conducting a research project on the impact of public participation on Makueni County's development programs.

Results from this research will be used for academic research purposes only.

Thank you and I do look forward to your assistance in this regard.

Yours sincerely,

Daniel Mutuku

Appendix II: Letter of Transmittal of Data Collection Instruments

Daniel Mutuku,
P. O. Box 3243,
GPO 00100,
Nairobi.
31st August 2018

Dear Sir/Madam,

RE: Collection of Research Data

My name is Daniel Mutuku. I am a student at the University of Nairobi conducting a research project on the impact of public participation on Makueni County's development programs.

In this regard, kindly fill in this questionnaire by ticking against the relevant option. Your response will provide valuable insight into the study and, upon request, feedback will be shared when the study is complete.

The questionnaire should not take more than 10 minutes of your time. Your answers will be anonymous and completely confidential. Results from this questionnaire will be used for academic research purposes only.

Thank you.

Yours sincerely,

Daniel Mutuku

Appendix III: Public Participation Participant's Questionnaire

Section A: Profile of Respondent

- 1) Please indicate your age bracket:
(a) 18-24 years (b) 25-31 years (c) 32-38 years (d) 39-44 years (e) 45-51 years (f) 52-58 years (g) 59 years and above
- 2) Please indicate your sex:
(a) Male (b) Female
- 3) Please indicate your marital status:
(a) Single (b) Married (c) Divorced (d) Separated
- 4) Which highest level of education have you attained?
(a) Primary (b) Secondary (c) Tertiary (d) Undergraduate (e) Postgraduate (f) Other
- 5) Please indicate your sub ward of residence:
(a) Muthingiini Sub Ward (b) Mang'elete Sub Ward

Section B: Respondent's Involvement in Public Participation Initiatives

- 6) Are you aware of any public participation programme in this area? (a) Yes (b) No
- 7) How would you rate the level of awareness of public participation initiatives in this area in your opinion? (1 = lowest and 5 = highest)
(a) 1 (b) 2 (c) 3 (d) 4 (e) 5
- 8) Have you taken part in any of the Makueni County Government's public participation programmes?
(a) Yes (b) No
- 9) How did you take part? Please state
- 10) How many public participation forums have you taken part in since 2013?
(a) 1 (b) 2 (c) 3 (d) 4 (e) More than 4

11) Who informs and/or mobilises residents for public participation initiatives in this area?

(a) Chief/Sub-chief/National Government-appointed County Administrator (b) Ward administrator/County Government-appointed Administrator (c) Member of County Assembly (d) Fellow residents (e) Non-Governmental Organisations (NGOs)/Community Based Organisations (CBOs)

12) How much influence do you feel you have as a citizen (through public participation) in government development initiatives in the area? Rate this on a scale of 1 to 5 (1 = lowest and 5 = highest)

(a) 1 (b) 2 (c) 3 (d) 4 (e) 5

13) On a scale of 1-5, how would you rate public participation in this area in terms of effectiveness towards achievement of development goals? (1 = lowest and 5 = highest)

(a) 1 (b) 2 (c) 3 (d) 4 (e) 5

14) Do you feel in your opinion that the public participation initiative(s) in the area have helped to better address your needs as a constituent in this area?

(a) Yes (b) No

If “Yes”, please explain why

.....

If “No”, please explain why

.....

15) What is your motivation in taking part in public participation initiatives? Please state

.....

16) Any area of improvement you feel the Makueni County Government could work on with regard to Public Participation in this area? Please elaborate:

.....

.....

Thank you for your time in participating in this survey.

Appendix IV: Key Informant Questionnaire

1) Please state your role in Makueni County Government:

2) What opportunities exist for public participation by members of the public?

3) Who chooses the development program to implement in a ward?

4) How is prioritisation of development programs done where a list of development programs is formulated?

5) What measures has the Makueni County government put in place to enhance capacity of constituents in taking part in public participation initiatives?

6) What is the public's role in the below four stages of development projects?

(i) Research Stage (For an accurate description of the development project, where participation involves the study of previous experiences, individual and community knowledge and attitudes, existing policies and other relevant contextual information):

(ii) Design Stage (For a definition of the actual activities):

(iii) Implementation Stage (For implementation of the planned intervention):

(iv) Evaluation Stage (For an assessment of the changes observed):

.....
7) How would you rate the turnout of constituents to public participation initiatives? (1 = lowest and 5 = highest)

(a) 1 (b) 2 (c) 3 (d) 4 (e) 5

8) Do you think public participation has been implemented to the full as prescribed by the constitution?

(a) Yes (b) No

If “Yes”, please explain why

.....
If “No”, please explain why

.....
9) What challenges have affected the implementation of public participation in:

(i) Makueni County?

.....
(ii) Ivingoni/Nzambani Ward?

.....
10) Do you think public participation has helped to achieve the development goals of constituents of:

(i) Makueni County?

(a) Yes (b) No

If “Yes”, please explain why

.....
If “No”, please explain why

.....
(ii) Ivingoni/Nzambani Ward?

(a) Yes (b) No

If “Yes”, please explain why


.....
If “No”, please explain why



.....

Thank you for your time in participating in this survey.

Appendix V: Research Permit

THIS IS TO CERTIFY THAT:
MR. DANIEL MUTISYA MUTUKU
of UNIVERSITY OF NAIROBI, 0-100
Nairobi, has been permitted to conduct
research in Makueni County
on the topic: **THE IMPACT OF PUBLIC PARTICIPATION ON MAKUENI COUNTY'S DEVELOPMENT PROGRAMS - A CASE STUDY OF IVINGONI/NZAMBANI LOCATION, KIBWEZI EAST SUB COUNTY**
for the period ending:
17th October, 2019


Applicant's Signature



Director General
National Commission for Science, Technology & Innovation


Permit No : NACOSTI/P/18/91053/26014
Date Of Issue : 18th October, 2018
Fee Received : Ksh 1000


THE SCIENCE, TECHNOLOGY AND INNOVATION ACT, 2013

The Grant of Research Licenses is guided by the Science, Technology and Innovation (Research Licensing) Regulations, 2014.

CONDITIONS

1. The License is valid for the proposed research, location and specified period.
2. The License and any rights thereunder are non-transferable.
3. The Licensee shall inform the County Governor before commencement of the research.
4. Excavation, filming and collection of specimens are subject to further necessary clearance from relevant Government Agencies.
5. The License does not give authority to transfer research materials.
6. NACOSTI may monitor and evaluate the licensed research project.
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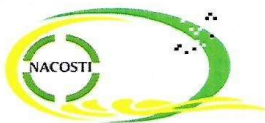
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CONDITIONS: see back page

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TEL: 020 400 7000, 0713 788787, 0735 404245
Email: dg@nacosti.go.ke, registry@nacosti.go.ke
Website: www.nacosti.go.ke

Appendix VI: Research Authorization



NATIONAL COMMISSION FOR SCIENCE, TECHNOLOGY AND INNOVATION

Telephone: +254-20-2213471,
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When replying please quote

NACOSTI, Upper Kabete
Off Waiyaki Way
P.O. Box 30623-00100
NAIROBI-KENYA

Ref: No. **NACOSTI/P/18/91053/26014**

Date: **18th October, 2018**

Daniel Mutisya Mutuku
University of Nairobi
P.O. Box 30197-00100
NAIROBI.

RE: RESEARCH AUTHORIZATION

Following your application for authority to carry out research on *“The impact of public participation on Makueni County’s development programs. A case study of Ivingoni/Nzambani location, Kibwezi East Sub County”* I am pleased to inform you that you have been authorized to undertake research in **Makueni County** for the period ending **17th October, 2019.**

You are advised to report to the **County Commissioner and the County Director of Education, Makueni County** before embarking on the research project.

Kindly note that, as an applicant who has been licensed under the Science, Technology and Innovation Act, 2013 to conduct research in Kenya, you shall deposit **a copy** of the final research report to the Commission within **one year** of completion. The soft copy of the same should be submitted through the Online Research Information System.


BONIFACE WANYAMA
FOR: DIRECTOR-GENERAL/CEO

Copy to:

The County Commissioner
Makueni County.

The County Director of Education
Makueni County.

National Commission for Science, Technology and Innovation is ISO9001:2008 Certified

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THE IMPACT OF PUBLIC
PARTICIPATION ON MAKUENI... By
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