

**COMMUNICATION IN ENHANCING CITIZEN PARTICIPATION:
A CASE STUDY OF IMPLEMENTATION OF PARKING FEE IN NAIROBI
CITY COUNTY**

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DECLARATION

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

Signature Date.....

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This research project has been submitted for examination with my approval

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DEDICATION

My study is dedicated to my loving family for their prayers and patience during the entire period. For their encouragement and support towards successful completion of this course. Finally I pay glowing appreciation to my husband Yongo for understanding, challenging and giving me direction during the entire period.

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TABLE OF CONTENTS

DECLARATION.....	ii
ACKNOWLEDGEMENT.....	iii
DEDICATION.....	iv
LIST OF ABBREVIATIONS	x
ABSTRACT.....	xi
CHAPTER ONE	1
1.0 Introduction.....	1
1.1 Background of the study.....	1
1.2 Statement of Research Problem.....	6
1.3 Rationale and Justification.....	7
1.4 Scope of the study.....	8
1.5 Research questions.....	8
1.6 Objectives of the study.....	8
1.6.1 General objective.....	8
1.7 Significance of the study.....	9
1.8 Definitions of terms	9
CHAPTER TWO: LITERATURE REVIEW.....	11
2.1 Introduction.....	11
2.2 Meaning of Citizen Participation	11
2.2.1 Citizen Participation and transparency	13
2.3 Methods of Citizen Participation/Involvement in Decision-Making.....	16
2.4 Communication and citizen participation	18

2.4.1 Participatory paradigm.....	20
2.4.2 Structural functionalism theory.....	21
2.4.3 Participatory democratic theory.....	22
CHAPTER THREE: RESEARCH METHODOLOGY	24
3.1 Introduction.....	24
3.2 Research Design.....	24
3.3 Study Population.....	25
3.4 Sample Size.....	25
3.5 Sampling Method and Procedures	26
3.6 Data Collection Technique	27
3.7 Data Analysis and Presentation	27
CHAPTER FOUR: DATA ANALYSIS AND INTERPRETATION.....	28
4.0 Introduction.....	28
4.1.1 Distribution of Respondents by Gender.....	28
4.1.2 Distribution of Respondents by Age.....	29
4.1.3 Respondents' level of education	30
4.2 Level of awareness of the residents concerning the parking fee	31
4.2.1 Knowledge of increase in parking fee	32
4.2.2 Source of information on the increment of parking fee.....	32
4.3 Communication methods used to influence accessibility of parking charges information.....	33
4.3.1 Forms of communication did NCCG use to pass parking fee information...34	
4.3.2 Ease of finding out parking fee information	35

4.3.3 Preference in means of finding information from NCCG	35
4.3.4 Participation in the parking fee increment	36
4.3.5 Participation in stakeholders meeting in Nairobi County	37
4.3.6 Whether opinion was sought on the need to increase parking fee	38
4.3.7 Whether Nairobi County government sufficiently created awareness on the need to increase parking fee.....	39
4.4 Influence of participatory communication on the quality of information on parking fee charges	40
4.4.1 NCCG and creation sufficient awareness	40
4.4.2 Accurate information from Nairobi County government	41
4.4.3 Understanding the information given by Nairobi County government	42
4.4.4 Satisfaction received from information in Nairobi County government	43
4.4.5 Opinion on Implementation of Parking Charges in Nairobi City County ...	44
CHAPTER FIVE: SUMMARY, CONCLUSIONS AND RECOMMENDATIONS	46
5.1 Introduction.....	46
5.2 Summary	46
5.3 Conclusions.....	47
5.4 Recommendations.....	48
5.5 Suggestion for Further Research.....	49
REFERENCES.....	50
APPENDIX 1: QUESTIONNAIRE	55

LIST OF FIGURES

Figure 4.1: Gender of the respondent	29
Figure 4.2: Respondents' level of education.....	31
Figure 4.3: Knowledge of increment in parking fee	32
Figure 4.4 Source of information on the increment of parking fee	33
Figure 4.5: Forms of communication used	34
Figure 4.6: Ease of finding information.....	35
Figure 4.7: Preferred means of communication.....	36
Figure 4.8: Participation in the parking fee increment	37
Figure 4.9: Participated in stakeholders meeting in Nairobi County.....	38
Figure 4.10: Opinion was sought on the need to increase parking fee	39
Figure 4.11: Accurate information obtained from Nairobi County Government	41
Figure 4.12: Understanding the information given by Nairobi County government.....	42
Figure 4.13: Satisfaction received from information in Nairobi County government.....	43

LIST OF TABLES

Table 4.1: Age of the respondent.....	30
Table 4.2: Whether Nairobi County government sufficiently created awareness on the need to increase parking fee	40
Table 4.3: Opinion on Implementation of Parking Charges in Nairobi City County	44

LIST OF ABBREVIATIONS

ILGS –	Institute of Local Government Studies
LA –	Local Authority
LASDAP –	Local Authority Service Delivery Action Plan
MoLG –	Ministry of Local Government
NCCG –	Nairobi City Council Government

ABSTRACT

This study focused on the communication in enhancing citizen participation. To measure this, the study examined the level of citizen involvement in the implementation of increased parking fee in Nairobi County. Communication has been revealed in this study not to have a positive impact in enhancing citizen participation. The study was guided by three objectives; to determine the level of awareness of the residents concerning the parking fee, to establish communication methods used to influence accessibility of parking charges information, and to determine the influence of participatory communication on the quality of information on parking charges. The theories upon which this study was grounded were structural functionalism theory and participatory democratic theory. The methodology that was employed in this study was simple random sampling to identify the constituencies within Nairobi County to be included in the study and systematic random sampling for the identification of individual respondents included in the study. The findings of this study reveal that the Nairobi City County Government did not encourage citizen participation in the decision to increase parking fee. It is concluded that the lack of citizen participation in the decision to increase parking fee was majorly due to lack of effective and functional communication. The study thus recommends that stronger communication mechanisms should be installed and be well integrated in the system to ensure feedback oriented mechanisms. It further suggests that NCCG policy makers and strategic management team should ensure implementation of system that ensures full citizen participation in its key decision making; this can be achieved through engaging point men at critical decision making stages.

CHAPTER ONE

1.0 Introduction

The aim of this chapter is to provide readers an overview of the study. The chapter begins with background to the research problems by presenting the relationship of the key concepts: communication and citizen participation in relation to Kenya's context.

1.1 Background of the study

The concept of communication has elicited dynamic views for as long as it has been studied. Generally there are two traditions within communication theory: The transmission tradition and the participatory tradition. In the transmission view, communication is purely the transmission of information, emotions, attitudes, intentions, perceptions or commands between participants. This function is extended to include-participants create and share information with one another in order to reach a mutual understanding (Windahl, 2009) in the participatory view which regards communication as a process instead of an action happening to someone.

There have been numerous theories of democracy dating from the founding of the city-state in ancient Athens, Greece. The philosophical and theoretical origins of democracy can be traced as far back as Plato's Republic in ancient Athens. Platonic concepts of freedom of assembly, equal representation, freedom of speech and electoral participation through voting formed the foundations upon which advanced post-monarchial industrial democracies were founded.

Although Athenian Democracy was an 'elitist' form of citizenship with representatives who met weekly to decide legislative issues after consulting with citizens, concepts of citizen participation and representative democracy have evolved with democratic principles as societies have become more complex. Compared with the Platonic ideal of individual citizen action and participation, communication facilitates interaction between the rulers and the ruled.

Any form of authority which is characterized by participation, accountability and transparency is considered good governance. It is believed that promotion of citizen participation and accountability of decision makers, as the result governments at local level will become more responsive to citizen demands and service delivery (Blair, 2000). Kenyans overwhelmingly voted for the new constitution of Kenya (2010), whose solid foundation was to ensure social justice, public participation, inclusiveness, equity, human rights and protection of marginalized groups among others are realized. At the core of any transparency process is citizen participation either as a "token involvement of people" or "autonomous decision making" (Meldon, Walsh & Kenny, 2000).

Citizen participation can be defined in many ways. Traditionally, it concerns voluntary or coerced participation in local, state and national issues that involve governmental decision-making. The term "coercion" does not imply the use of force or violence. Rather, it is used in the same sense that Lowi describes as "forced compliance" with government rules and regulations (Lowi, 1964) (an example of coercion is the imposition of small civil fines for failure to vote used in many democratic countries to force electoral

participation). Citizen participation implies a readiness on the part of both citizens and government institutions to accept certain pre-defined civic responsibilities and roles. It also means that each contribution is accepted, valued and possibly used in decision making. The inclusion of citizen representatives as co-equal partners in decision-making processes contributes to successful citizen participation. In some form, citizen participation has played a significant role in democratic forms of government since the founding of organized societies.

Specific purposes of participation can include some or all of the following: providing information to citizens, receiving information from or about citizens, improving public decision processes, programs, projects, and services, enhancing public acceptance of governmental activities, altering patterns of political power and allocations of public resources, protecting individual and minority-group rights and interests and delaying or avoiding difficult public-policy decisions. Although some of these purposes are mutually incompatible, all are directed generally toward reducing citizen alienation from government. This is a form of grassroots involvement that can also be used to hold public officials accountable.

The ideology of citizen participation has firm roots in democratic political values, especially relating to the concept of participatory democracy. In the United States, the push for greater citizen participation in government decision making was reborn in the 1960s out of related movements for civil rights, “black liberation,” and decentralization of urban government structures. The urban poor, at least during the 1960s, concentrated

on organizing themselves and confronting those in power with demands for change. Their participation was formally incorporated in both the planning and implementation of federal Model Cities and community-action programs and in other programs since then (Lowi, 1964).

Public Participation has been defined in various ways by different people, and for a variety of reasons. For example participation has been used to build local capacity and self-reliance, but also to justify the extension of the power of the state. It has also been used for data collection and interactive analysis. The Department of provincial and Local Government of South Africa define Public participation as an open, accountable process through which individuals and groups within selected communities can exchange views and influence decision making (DPLG, 2005). It is further defined as a democratic process of engaging people, deciding, planning, and playing an active part in the development and operation of service that affect their lives. Individuals by virtue of citizenship have the right to take part in the life of their community and become involved in decisions that affect their lives (Ibid). Participation has also been defined as the creation of opportunities to enable all members of a community and the larger society to actively contribute to and influence the development process, and to share equitably in the fruits of development (Midgely, 1986 cited in Gaventa 2002).

Public participation can be defined as participation by the people in the institutions and systems which govern their lives, as a basic human right, and are indispensable for realignment of political power in favour of disadvantaged groups and for social and

economic development (Burkery, 1996). Public participation therefore is viewed as intrinsic to participatory democracy, developmental local government and good governance. Participation can thus be defined as a process whereby stakeholders exercise influence over public policy decision, and share control over resources and institutions that affect the lives of communities.

In South Africa, public participation was used to promote direct participation of ward committees in decision making and monitoring process at different levels through devolved governance and other mechanism, for direct connection between citizens and the government Gaventa (2002). Citizen participation in local governments has been witnessed in several countries as revealed here by different studies. One study was on demand-responsiveness of water service delivery in Central Java, Indonesia Isham and Kähkönen (1999).

It found that only if users were directly involved in service design and selection, were services likely to match users' preferences. Informed participation saw households willing to pay for more expensive technologies than the leaders would have choose for them. Another study in Colombia by Fiszbein (1997) found that community participation increased demands for effective local governments and also opened the window for building the capacity of the citizens. A third study of Italian regional governments (Putnam, 1993 cited in Azfar, et al., (1999:15) found that 'governments that were more open to constituent pressure managed and delivered services more efficiently'. Devas and

Grant (2003) established a shift in expenditure priorities in local authorities in Kenya as a result of citizen involvement in decision making through LASDAP.

1.2 Statement of Research Problem

The conceptualization of local government has been placed on a cutting edge of addressing basic national challenges as underdevelopment, unemployment, stagnation and poverty. Communication plays a key role in achieving the above through public participation. In the case of Kenya, a key aspect of local government reform in the late 1990s has been to improve local service delivery by, among other means, institutionalizing citizen's voice in decision making. The formal (state) mechanism established for citizen participation has been the Local Authorities Service Delivery Action Plan (LASDAP) Ministry of Local Government -MoLG-, (2001). Established in 2001, LASDAP was to ensure that citizens residing in each LA's jurisdiction participated in decision making, implementation and monitoring of service delivery.

In 2010, Kenya promulgated a new constitution that overhauled the current local government system by establishing 47 county governments (Constitution of Kenya, 2010). Article 196 of the constitution expressly obligates the county governments to institutionalize citizen participation in its decision making processes. This assumes that through the use of effective communication the governance of the 47 Counties including service delivery will be improved. The move to a new system comes against a background of little evidence on how citizen participation in the past (i.e. through LASDAP) has influenced implementation of Las policy which has been seen as a major

research concern. Available studies have looked at different aspects of LASDAP in the broader aspect of local government reforms (Devas and Grant, 2003; Lubaale, et al., 2007; Syagga & Associates, 2007; Oyugi & Kibua, 2008; Cifuentes, 2008). However, none has expressly sought to establish the direct link between participation of citizens in LASDAP and performance of local decision making in LAs. This study sought fill this gap as it would provide helpful ideas on how to use communication in the new framework of citizen participation towards effectiveness and to show whether there was public participation in the introduction of change of parking charges policy.

1.3 Rationale and Justification

The study takes a look at Nairobi County residents because it has the face of Kenya that is it has a population representative of all the 42 tribes in Kenya. This makes Nairobi more inclusive in terms of diverse representation. Communication is the cog of any policy formulation and implementation. The centrality of communication in promotion of good governance and citizens' participation in issues that affect them directly is regarded as democracy. In view of this fact, the study focused on analyzing how participatory communication was used to find solutions on parking charges as a unit of devolution of services in Nairobi County. This study will further aid in finding tangible innovative solutions to improve devolved units using participatory communication approach.

1.4 Scope of the study

The scope of this study was limited to residents of Nairobi County who subscribe to parking services on a daily basis. Thus the study focused on how Nairobi county residents have participated in the mutation of parking charges in Nairobi.

1.5 Research questions

To achieve the objectives of this study the following research questions were used.

- i. What is the level of awareness of parking fee among the residents of Nairobi City County?
- ii. Does communication method influence accessibility of information on parking charges?
- iii. How does participatory communication influence the quality of information on parking fee charges?

1.6 Objectives of the study

1.6.1 General objective

The general objective of this study was to examine to examine the role of communication in enhancing citizen participation.

1.6.2 Specific Objectives

This study was guided by the following specific objectives

- i. To determine the level of awareness of the residents concerning the parking fee

- ii. To establish communication methods used to influence accessibility of parking charges information
- iii. To determine the influence of participatory communication on the quality of information on parking charges

1.7 Significance of the study

The research findings of this study are expected to contribute to a better understanding of how communication can be used to enhance citizen participation. It will aid develop innovative solutions that can be used to improve citizen participation. This would enable the formulation of focused intervention strategies and coordinate efforts aimed at facilitating participatory communication strategies. The findings of the study will also be important for scholars and academicians who may wish to use the findings of this study as a basis for further research to build on the subject.

1.8 Definitions of terms

Communication; According to Servaes (1999) communication is a “social function in society”²⁰ that reacts on and reflects social change. Any act by which one person gives or receives from another person information about that person's needs, desires, perceptions, knowledge, or affective states. Communication may be intentional or unintentional, may involve conventional or unconventional signals, may take linguistic or nonlinguistic forms, and may occur through spoken or other modes.

Citizenship; is the status of a person recognized under the custom or law of a state that bestows on that person (called a citizen) the rights and privileges of citizenship. Such

rights and privileges include the right to vote, work and live in the country and the right to return to the country, besides other rights.

Participation; Participation refers to a large number of people who get involve in certain situations or actions to improve their well-being i.e. income, security or self-esteem Cohen and Uphoff, (1980:214). Gaventa defines participation as the right to define and shape different kinds of spaces for transformative engagement in governance (Gaventa, 2004). In this study participation encompasses the many activities used by citizens to influence the policies they pursue which is derived from the freedom to speak out, assemble and associate; the ability to take part in the conduct of public affairs; and the opportunity to register as a candidate, to campaign, to be elected and to hold office at all levels of government.

CHAPTER TWO

LITERATURE REVIEW

2.1 Introduction

This chapter presents literature reviewed on the role of communication in enhancing citizen participation in devolution. The first section presents the meaning of citizen participation, citizen participation and devolution, communication and citizen participation, methods of Citizen Participation/Involvement in Decision-Making and theoretical review.

2.2 Meaning of Citizen Participation

Spiegel, (1968) cited by Smith, (n.d.) asserts that citizen participation is the process that can meaningfully tie programmes to people. Citizen participation in community decision-making can be traced as far as Plato's Republic. Plato's concepts of freedom of speech, assembly, voting and equal representation have evolved through the years to form basic pillars upon which the United States was established Smith, (n.d.) . The fact sheet continues that citizen participation is the essence of democracy. The town assembly, an American tradition, was also an early contributor to citizen participation. In the town assembly, all the citizen in a community got together to decide on issues Smith, (n.d.) (online).

Cogan & Shapes, (1996) cited in Parker, (2002) "Citizen Participation Theory" assert citizen participation is a process which provides private individual an opportunity to

influence public decisions and has long been a component of the democratic decision-making process. As the literature has it, the roots of citizen participation can be traced to ancient Greece and Colonial New England. They held the view that before the 1960s, government processes and procedures were designed to facilitate “external” participation.

The Citizen Participation theory concluded that citizen participation was institutionalized in the mid-1960s with President Lyndon Johnson’s Great Society programmes. This tradition, citizen participation in community decision-making, is not unknown to the Ghanaian community. The practice where community members assemble in the village chief’s palace to deliberate on matters of mutual concern is still prevalent. As villages grow and expand both numerically and economically, it became increasingly difficult for every citizen to actively participate in all community decisions. To fill this void in the decision-making process, people began to delegate their involvement to representatives either directly or through a community group.

Citizen participation can be approached or defined in many ways. A citizen participates in community affairs when one pays taxes, obeys the law or takes part in community elections. Wade, (1989), Christensen and Robinson, (1980) cited by Smith, (n.d.) (online) observes that people involved in community affairs when certain conditions are present or deficiencies are noted.

2.2.1 Citizen Participation and transparency

Participation and transparency have a symbiotic relationship. On one hand, transparency requires some degree of local participation (World Bank 2000). The symbiotic relationship between transparency and participation leads to contradictory policy guidelines. More so, mechanisms for citizen participation could be considered a helpful pre-condition when evaluating the prospects for successful decentralization (World Bank, 2000). On the other hand, lack of participatory mechanisms could be considered a motivation for inclusivity and can help create local demand for more participatory channels to voice local preferences.

Crook (2003) asserts that the extent to which transparency is associated with more participatory governance can be measured to some degree by changes in the ‘quantity’ of participation (numbers participating in elections, representative bodies, associations etc.) and by changes in its social scope (which groups participate and whether it has become more inclusive of the poor and disadvantaged). The call for citizens’ interest to appreciate and participate in the administration and governance cannot be over-emphasized.

Governments the world over, especially at the local level, are experimenting with different ways to engage citizens in decision-making (Smith, 2005). The issue of participation, or the lack of it, has found its way on to national and international agendas. In many parts of the world, interest in research and development into participatory development approaches is increasing. It is now accepted that citizen participation in

local development is the key to the equality, inclusiveness and sustainability of development Meldon, Walsh and Kenny, (2000).

Meldon, Walsh and Kenny (2000) observe that it is impossible to establish a universal definition of participation. An understanding of the concept is often assumed; in practice, development actions are often based on differing perceptions of participation and different perceptions of the level and quality of participation being sought, partly because of the lack of experience of effective participation practice. The literature gives a series of definitions of participation ranging from “token involvement of people”, to, “autonomous decision making”. At its most basic, participation is "to take part" - this is very simplistic and implies that everyone is participating at some level in every action (World Bank: Decentralization Thematic Team, (n.d.). If we are to understand participation we need to explore beyond "taking part" and look to other commentators who have explored the extent and nature to which people “take part”.

Asimah (2000) however, defines popular participation as a voluntary involvement of the people in making and implementing all decisions directly or indirectly affecting their lives, He further explains it as activities undertaken by low-income groups with or without outside assistance to improve their living conditions. The later explanation in essence is limited in scope since both low and high income groups engage in one form or the other in addressing issues that affect negatively or positively their lives. However, the Institute of Local Government Studies (ILGS), 2006 explains the word “participation” as taken from the Latin word, “particeps” which means an action to have or taken in an

event, a process, an enterprise with others. Participation according to the handbook may involve information sharing, consultation and collaboration.

Platt (1996) cited in Fung and Wright, (2003) refers to the three types of participation of local communities and individuals. These are: Physical participation - being present, using one's skills and efforts, Mental participation - conceptualizing the activity, decision-making, organization and management and Emotional participation - assuming responsibility, power and authority. Participation can be top-down or bottom-up, uniform or diverse, simple or complex, static or dynamic, controllable or uncontrollable, predictable or unpredictable.

Absence of citizen participation in decision-making is bound to result into what Young, (1992:181-193) cited in Kunzman, (2006) refers to as the “five faces of oppression” or disparate categories, of oppression. These are, namely, exploitation, marginalization, powerlessness, cultural imperialism and violence; Exploitation: a state of domination that occurs through a steady process of the transfer of the results of the labour of some people to benefit others; Marginalization: the creation of people, a whole category of people is expelled from useful participation in social life; Powerlessness: the absence of genuine democracy where most people do not participate in making decisions that regularly affect the conditions of their lives and actions; Cultural imperialism: the experience of existing in a society whose dominant meanings render the particular perspectives and point of view of one's own group invisible at the same time as they stereotype one's group and mark it out as “other”; and Violence: a condition in which the members of some groups

live with the fear of random, unprovoked attacks on their persons or property, which have no motives but to damage, humiliate or destroy them.

Berner (2001) observes, “Involving citizens in the governance process is rooted in the Jeffersonian tradition of American politics. Jefferson according to Berner advocated locally based, bottom-up government that is responsive to citizens, and he viewed citizen apathy as dangerous to civic health”. There is little disagreement that the citizens should have an opportunity to influence actions and activities that concern them. Whether or not the citizens use the opportunity, keeping that option available is important in a democracy he pointed out. Therefore, the lack of citizens’ participation in the activities and matters that affect them directly or indirectly can generate into lawlessness, anarchy and stagnation of development of needs and efforts.

2.3 Methods of Citizen Participation/Involvement in Decision-Making

Citizen participation in decision-making varies and differs from one context and conception. Arnstein (1969) cited by Silveriar, Shaffer and Behr, (1993) gives eight levels of citizen participation ranging from nonparticipation to citizen power. To Arnstein the levels include: Manipulation: places people on advisory boards to rubberstamp decisions; to educate them on the agency perspective; distorting the participation into a public relation gimmick. Therapy: engages citizens in numerous activities, under the guise of citizen involvement in planning/decision-making, but where experts subject the citizens to 'clinical group therapy' to cure them, rather than fix the original problem.

Informing: provides information that is one way to the citizens, or too late to really affect decisions and fails to achieve real input; news media, pamphlets, response to inquiries, and information giving (not exchange) meetings are frequent forms of one-way communication. Consultation: involves citizens in a significant manner, but is a shame if there are no assurances that their input will be fully incorporated in the decisions, or the full range of options are considered; frequent forms are attitude surveys, neighborhood meetings, and public hearings.

Placation: represents tokenism if those previously excluded from power remain a numerical minority on the board and/or are not accountable to any constituency in the community; another form is giving only powers of advice or planning, but not to turn them into actual decisions. Partnership: represents real citizen participation when citizens and governments agree to share planning and decision-making responsibilities through joint structures, and neither partner can unilaterally change the agreement; implicit in this is that citizens have access to resources (time, staff, information) comparable to the government partner. Delegated Power: occurs when through negotiations between government and citizens, citizens gain the dominant decision making position on programs affecting them to insure accountability to the client's needs. Citizen Control: falls short of the rhetoric of absolute control, but the intent is that citizens actually have managerial and policy control and can set the conditions under which government can alter the institution or program.

In a similar discourse Berner (2001) states effective method in involving citizens in public discussion include public hearings, special open meetings (town meetings), opportunities to speak at regular meetings, citizen advisory boards, mails in coupons, surveys, web-sites/e-mail, visits to local civic groups, visits to neighborhood associations and contact initiated by citizens.

2.4 Communication and citizen participation

The centrality of communication to the promotion of good governance and citizens' participation is an acceptable principle internationally. The role of communication is empirically more demonstrated in countries that observe the rule of law. In such countries the principles of participation and respect of the basic rights of citizen participation are regarded as key components of a democratic society (GoK, 2011). In an environment where good governance achieved through devolution is practiced, genuine democracy is understood as requiring more than the election of representatives to various assemblies such as parliament, senate or local assemblies. Thus, over and above party politics, democracy requires that people can make their wishes known in public and require citizen participation in debates about the society they live in and their freedom to make key decisions on various issues that might affect them (GoK, 2011).

Communication plays a critical role in enhancing citizen participation; it provides a platform for public debate about the distribution, execution and limitation of power, in other words, choices made by the power holders are by way of public policy design scrutinized and contested through public debates. Communication is therefore an integral

part of democratic governance, This is critical in creating the interface between the various existing communication structures and channels such as the media and their roles in enhancing citizens' participation, charges back and the media's role in awareness creation, analysis, interpretation and continuous rationalization of development issues nationally and at the county levels (GoK, 2011).

Access to information and freedom of expression is considered as a basic requirement for the ultimate realization of human rights guaranteed under the Universal Declaration of Human Rights. Freedom of Information (FoI) refers to the right to access information held by public bodies (UNESCO) though simply defined; it captures the fact that citizens have the basic right to know what their governments are doing, the right to be informed about decisions and perhaps the right to participate in such decisions. Within the African region, right to information is provided for in the African Charter of Human and People's Right and the Declaration of Principles of Freedom of Expression (UNESCO). These provisions mandate African government to pass (FoI).

In spite of these provisions, statistics show that only nine SSA countries have passed national FoI laws, making access to government information expensive and time consuming. That is; either citizens make an official request for it or physically travel to get the information – if they live outside the administrative city. The statistics paint a bleak picture of right to information as a fundamental right in Africa and to a large extent democracy. The result is that the media has become one of the many platforms they get

to know what is going on, participate in political debates and also engage with their elected leaders and among themselves.

The media, according to McQuail (2005) is seen as experiences 'a mirror of events in society and the world', 'a filter or gatekeeper'. In this view and broadly speaking, the media provides citizens with government information and also set the agenda for political debates. In sum citizens get to know their government through the eyes of the media. The media is generally categorized into print and electronic media. Print media refer to newspapers, magazines or books. Electronic media on the other hand refers to radio, television and internet (Heywood, 2002).

2.4.1 Participatory paradigm

The participatory model of development and communication developed from the dependency theorists, who were looking for a new way to development. The model is based on "development that emphasizes cultural identity, empowerment and multidimensionality" (Servaes,) Other factors like economic constraints came to gain relevance in the development discussion. Empowerment and participation founded the realization of development, and multidimensionality highlighted that development could not be viewed as a linear, prescribed process, but that every society had to find its own way to develop. Contrary to dependency, development thus became a bottom-up approach, where the participation of the citizen was necessary. "...the assumption that affected people understand their realities much better than any-experts"...and that they can become the drivers of their own change" (Gumucio-Dagron & Tufte, p.xix) lies at the

heart of this. Inherent is a strengthening of democratic processes in a society by (re) distributing power equally between citizens (Servaes,). Within this approach, participatory communication becomes the essential tool, as it offers a way to tap into the knowledge of citizens and participants in change processes.

2.7.2 Structural functionalism theory

Structural functionalism theory is as old as the times of Aristotle who was concerned with ultimate causes or actions in relation to their ends Fisher, (2010). According to the theory, systems that do not adapt to their functions become extinct Fisher, (2010). The theory first became prominent in sociology and anthropology before finding its way into political science. Structural functionalism attempts to describe social system in terms of structures, mechanisms, processes and functions. It seeks to explain why a given structure contributes towards a given function more than other structures at a particular time Holt and Turner (1966). As such structures within a system are viewed under functionalism just like organs of a body, each with a differentiated role working towards the success of the whole body but whose failure negatively affects the entire body.

In political science, Fisher (2010) observes that the state implies the political system, powers mean functions, offices represent rules while institutions stand for structures. The study therefore situates Nairobi City County Government (NCCG) within a structural functionalist theory in an attempt to understand why the program has either realized or failed to realize citizen participation. In this case the study looks at the level of autonomy in decentralization of the decision making process by the NCCG (political system), the

powers vested in various players within the NCCG (functions), the offices involved(rules) and even most important the institutional framework (structures) upon which the NCCG processes are anchored.

2.4.3 Participatory democratic theory

Carole Pateman's Participatory Democratic Theory offers a philosophical argument on participation by citizens within the state. It shows the obsession of political sociology with stability of a political system just like the functionalist theory. The philosophical argument better corroborates the argument on politics as it relates to the state, institutions and citizens. Pateman (1972) anchors Participatory Democratic Theory within the larger classical theory of democracy beginning with Jean Jacques Rousseau's masterpiece *The Social Contract* which set the parameters of relationship between an individual and the state within a civil society. It then looks at the tenets of participatory democratic theory and counterarguments advanced by purveyors of the theory.

Pateman outlines four central tenets of the Participatory Democratic Theory. First, the theory asserts that capacities, skills and characteristics of individuals are interrelated with forms of authority structures through participation. Democratic institutions must therefore be viewed in terms of individual human beings and the human values they are meant to serve. In other words, individuals learn to participate by participating within the democratic structures. Second, the participatory democratic argument is an argument about democratization. Pateman argues that it's about those changes that will make our own social and political life democratic both as individuals in their own lives or

individuals in the wider society. Third, for a meaningful participatory democratic theory to occur there is need for creating a participatory society.

Opponents of participatory democratic theory put primacy on national representative institutions. Pateman however asserts that such institutions are just a small part required for democracy. Finally, the required changes are structural in nature. They necessitate reforms of undemocratic sociopolitical structures which inhibit participatory processes. The participatory democratic theory is deemed relevant for this study as Nairobi County residents' participation in institutional decisions is hinged in the democratic practices of such institutions. The capacities of the residents to influence decisions such as increment of parking fee will only be realized if the authority structures within the NCCG allow for participation. The NCCG must therefore be viewed by the residents to view their contribution as important and worth considering for them to participate.

CHAPTER THREE

RESEARCH METHODOLOGY

3.1 Introduction

Chapter three of this study cover research methodology used to conduct the research. It highlights the procedures used in conducting the study. The whole section describes the area of study, Research design, study scope and population, Sampling Techniques, Sample size, Data collection techniques and finally data analysis and presentation.

3.2 Research Design

This is a descriptive research that describes a phenomenon. By description it means considering such basic questions as what, how, when and where about a given phenomenon. Being a descriptive study, the researcher aimed at finding out the role of communication and citizen participation in implementation of parking fees. The case study used to enable detailed information Descriptive research design was adopted for the study to assess the nature of agenda setting and its effects on determining public opinion. A case study of Nairobi City Council Government was adopted since it had rich representation of accounts of subjects that can be used to draw conclusion.

According to Mugenda and Mugenda (2003), a survey is an attempt to collect data from members of a population in order to determine the current status of that population with respect to one or more variables. According to Mugenda and Mugenda (2003), surveys are only concerned with conditions or relationships that exist, opinions that are held,

processes that are going on, intentions that are to be effected, effects that are evident a trends that are developing.

3.3 Study Population

Population encompasses the total collection of all units of analysis about which the researcher wishes to make specific conclusions Theresa Moyo (2013). It is also defined as the full set of cases from which a sample is taken, a group of potential participants to whom the researcher wants to generalize results of a study. In this research the population under the study includes residents of Nairobi County, who happens to be the consumers of services from NCCG. According to the 2009 census Nairobi has a population of 3,138,369, and this is the population under study.

3.4 Sample Size

A sample is a part of a population observed for the purpose of making scientific statement about the population. A sample is usually chosen from the population of the study when the population is too big to be studied as a whole. In view of this submission, the researcher adopted a statistical model initiated by Yamani in Keyton (2001). To determine the sample size of this study:

The formula

$$= \frac{n}{1 + N(e)^2}$$

When n = Sample size

N = Population size

E = degree of tolerable error

I = Constant

Therefore, applying the formula and allowing 5% error margin, we have:

$$N = 3,138,369 / 1 + 3,138,369 (0.05)^2$$

$$n = 3,138,369 / 1 + 3,138,369 (0.0025)$$

$$n = 3,138,369 / 1 + 7845.9225$$

$$n = 3,138,369 / 7846.9225$$

$$n = 399.95$$

$$n = 400$$

3.5 Sampling Method and Procedures

Nairobi has eight constituencies, simple random sampling was done to sample constituencies. A list of constituencies was used to construct a sampling frame. To obtain a representative sample, each constituency was assigned a number and then sampled. This was done by writing down the name of each constituency on a piece of paper. The pieces of papers were then folded, mixed in a container and one person asked to pick at random. Five (Makadara, Kamukunji, Starehe, Langata, Dagoretti) constituencies were selected and were included in the study. From each selected constituency, 80 respondents were targeted to be selected through a systematic random sampling procedure where a neutral start point was identified by the researcher and the first respondent was identified randomly, within the study location.

It was key to consider gender parity in the study as such, if a male respondent was picked the next was to be a female respondent. After identification of the first respondent, five

people were past then the sixth was included in the study, if the sixth respondent was not of the opposite gender, five more people were past till the opposite gender was found. The process was repeated until eighty respondents were interviewed.

3.6 Data Collection Technique

Data collection is the process of gathering information about a phenomenon using data collection instruments Sekaran (2000). Both primary and secondary sources of data were used to obtain information for the study. Secondary data from research reports, books, journals and internet has been used to provide a wider understanding of the issues under research and to supplement primary data. Primary data was collected by administering questionnaire to the desired respondents. The questionnaires had both closed-ended and open-ended questions. The questionnaires were dropped and picked later from the respondents.

3.7 Data Analysis and Presentation

After administration of the questionnaires, they were coded and the data converted into numerical codes for statistical analysis. A Statistical Package for Social Sciences (SPSS) was used for data analysis. Descriptive statistics was used to compute all the variables to ensure quality of data. The results of the sample were then generalized to the role of communication in enhancing citizen participation. The results are organized around the four objectives of the study. Descriptive statistics has been used to show how distribution relationships between variables under study, proportions in terms of texts, percentages, charts and tables.

CHAPTER FOUR

DATA ANALYSIS AND INTERPRETATION

4.0 Introduction

This chapter presents the analysis and interpretation of data collected. The research was conducted on a sample of 400 respondents from Nairobi County. The sample to which questionnaires were administered included consumers of services from NCCG. However, out of the 400 issued questionnaires, 320 were returned duly filled making a response rate of 80%. This was sufficient for statistical reporting.

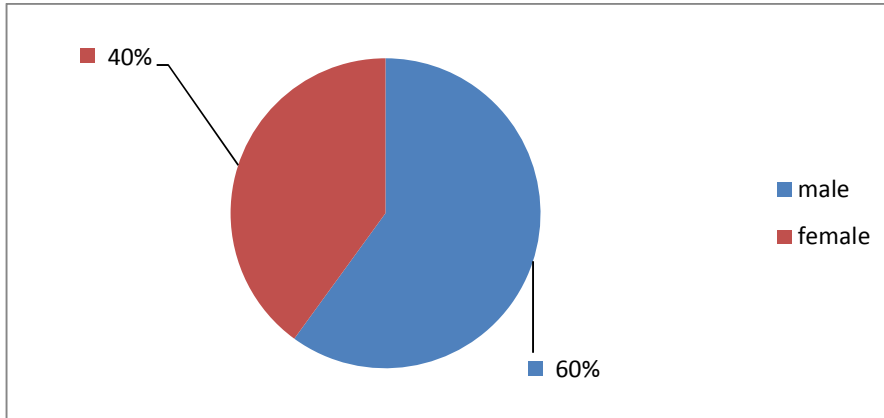
4.1 General information

This section presents the demographic information of the respondents who were involved in the study.

4.1.1 Distribution of Respondents by Gender

The study sought to ascertain the information on the respondents involved in the study with regards to the gender. The Figure 4.1 indicates an analysis of respondents' gender distribution.

Figure 4.1: Gender of the respondent



The findings revealed that (192) 60 % of the respondents were male and (128) 40% were female. This implied that majority of respondents from Nairobi County, who happens to be the consumers of services from NCCG, are male.

4.1.2 Distribution of Respondents by Age

In order to understand the respondents' age distribution, the respondents' age were distributed in range from 18 to 66 and above. They were asked to indicate the age category in which they fell. Table 4.1 indicates an analysis of respondents' age distribution.

Table 4.1: Age of the respondent

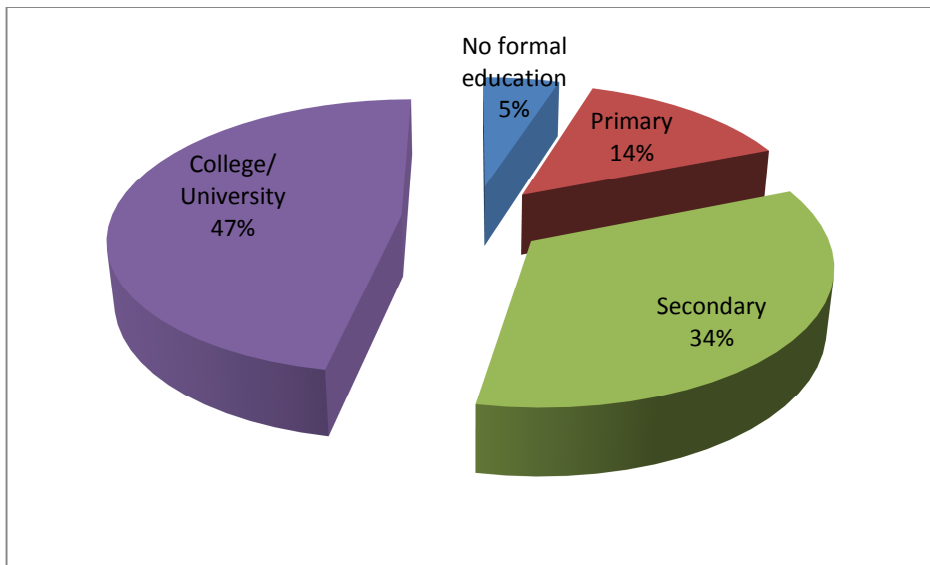
YEARS	FREQUENCY	PERCENTAGE %
18 to 24	13	4%
25 to 31	29	9%
32 to 37	32	10%
38 to 44	67	21%
45 to 52	86	27%
53 to 58	22	7%
59 to 65	29	9%
66 and above	42	13%
Total	320	100

From the findings, majority of the respondents answered this question. It was noted that 27% were between 45 to 52 years old, 21% were between 38 – 44 years old, and 13% were aged between 66 and above. The findings indicate that majority of respondents from Nairobi County, who used parking services are aged 45 – 52 years.

4.1.3 Respondents' level of education

In order to understand the respondents' level of education, the respondents were asked to indicate their highest level of education attained. Figure 4.2 below is a representation of the findings.

Figure 4.2: Respondents' level of education



From the findings above, (118) 37% of respondents, had formal education at the level of college/university, (109) 34% of the respondents had a secondary education, (45) 14% indicated their highest level of education was a primary certificate while (16) 5% respondents, had no formal education. This indicates that most of the respondents had attained Diploma/Degree, and had an idea on what communication is and how it can be used to encourage citizen participation in parking fee implementation in Nairobi City Council.

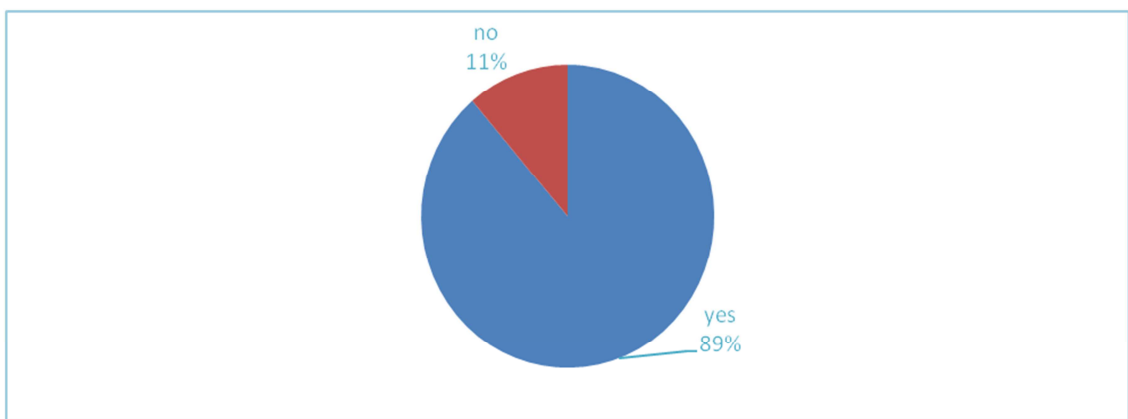
4.2 Level of awareness of the residents concerning the parking fee

This section presents the findings on the level of awareness of the respondents on the parking fee increment set by NCCG.

4.2.1 Knowledge of increase in parking fee

In order to find out on whether respondents were aware of increased parking fees, respondents were asked to indicate whether they were aware of the increment in parking fee charged by NCCG.

Figure 4.3: Knowledge of increment in parking fee

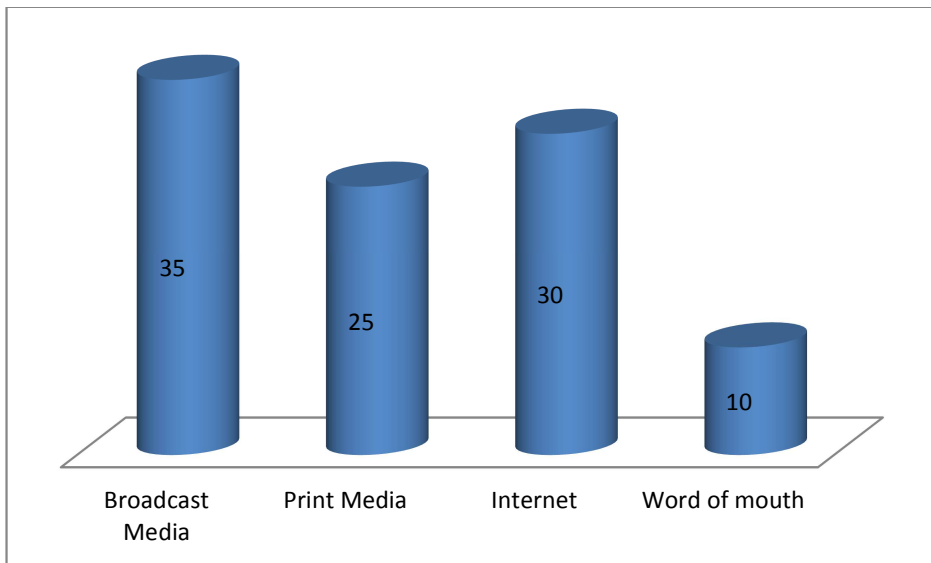


From the findings, majority of the respondents 89% (285) agreed that they knew there was an increment on parking fee charged to vehicle owners who subscribed to parking services offered by NCCG. Only 11 % (35) of the respondents were not aware of the parking fee increment. The findings imply that majority of the Nairobi County residents were aware of NCCG actions.

4.2.2 Source of information on the increment of parking fee

On a further probe on how the respondents got information about parking fee increment. The figure below presents the finding,

Figure 4.4 Source of information on the increment of parking fee



The study revealed that among those respondents who knew about the parking fee increment, majority indicated they got information from media, 35% of the respondents mentioned Broadcast media, with majority indicating radio and television, 25% indicated that they got the information from print media with most them mentioning the daily newspapers, 30% of the respondents further mentioned that they got the information via the internet this included internet, short messages alerts and social media. Only 10% of the respondents mentioned that they got the information from word of mouth.

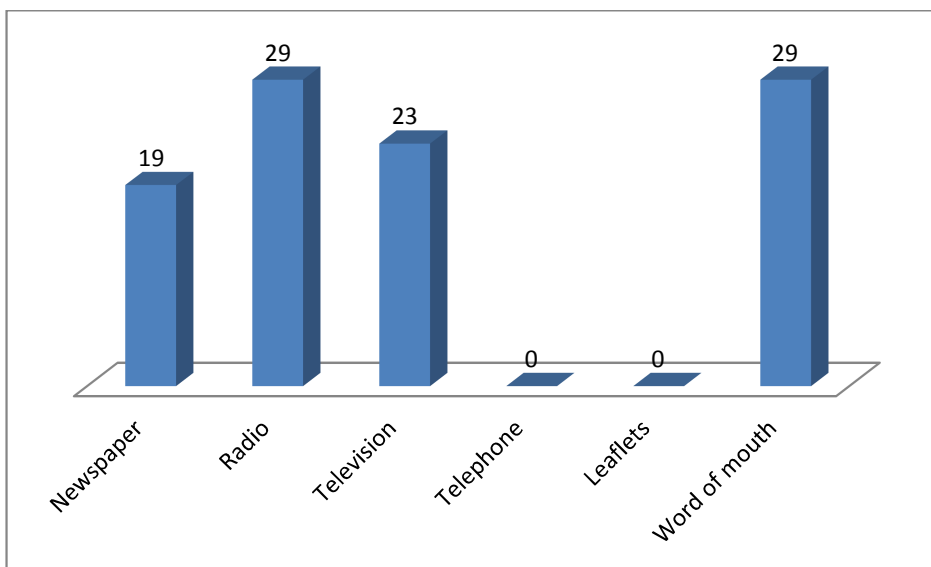
4.3 Communication methods used to influence accessibility of parking charges information

This section presents the findings on the methods NCCG used to influence accessibility of parking fee information.

4.3.1 Forms of communication did NCCG use to pass parking fee information

To establish the forms of communication used by NCCG to disseminate parking fee increment information respondents were asked to indicate the forms NCCG used, the following figure presents the findings.

Figure 4.5: Forms of communication used

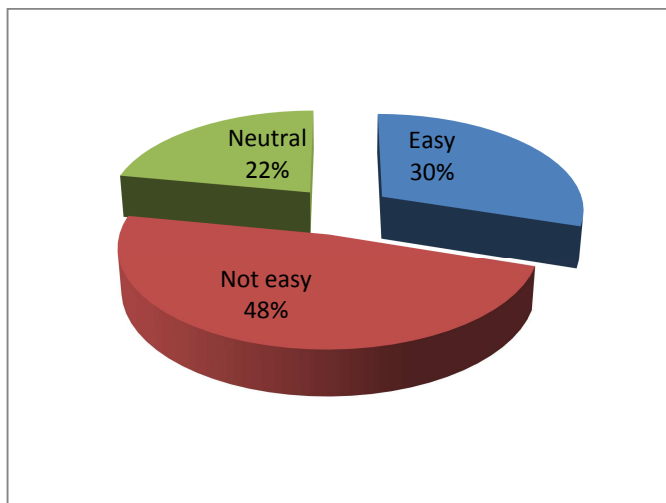


The findings revealed that majority of the respondents (93) felt that they received parking fee increment information through radio and word of mouth respectively; this shows that the forms of communication mostly used by NCCG to communicate parking fee increment. About 23% (74) of the respondents got information on parking fee increment through television while 19% of the respondents got the information from daily newspapers. No respondent got the information through leaflets or telephone.

4.3.2 Ease of finding out parking fee information

The study sought to establish from the respondents the ease with which they got parking fee increment information; the findings are presented in figure 4.6 below.

Figure 4.6: Ease of finding information

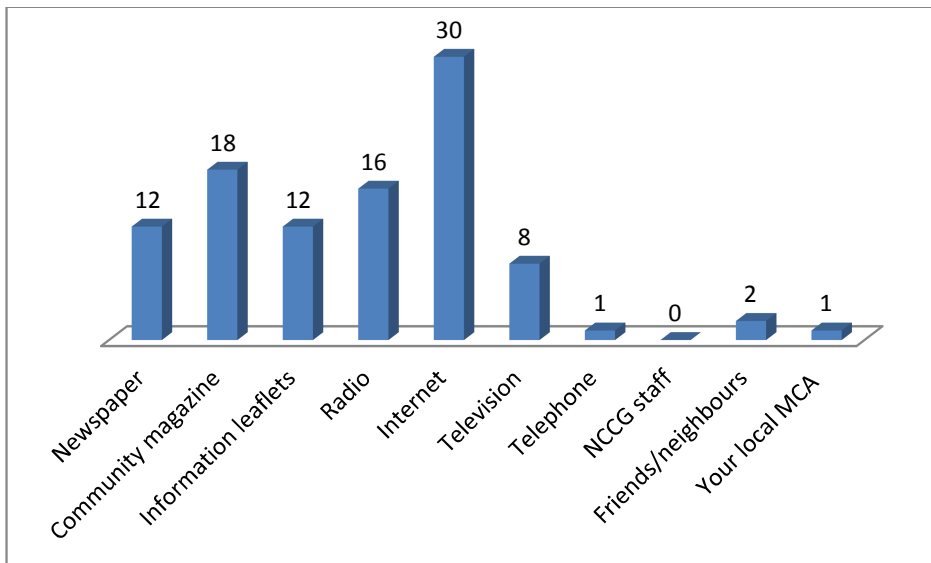


The figure above shows that majority of the respondents 48% were of the view that finding information about parking fee increment was not easy, 30% of the respondents felt that it was easy for them to get the information while 22% felt that it was neither easy or not easy getting the information. This implies that NCCG did not adequately communicate the information on the parking fee increment to the public based on the percentage of the respondents who mentioned that finding information was not easy.

4.3.3 Preference in means of finding information from NCCG

The study sought to establish respondents preferred means of receiving information from NCCG, the findings are presented in the figure 4.7 below;

Figure 4.7: Preferred means of communication



In order to find out the preferred means of finding out information from the NCCG, majority of respondents 30% indicated that their most preferred means was through the internet. None of the respondents indicate preference for NCCG staff. Community magazine was also preferred means for information by the respondents. Newspapers was given a 12% preferential whereas Television 8% and radio 16%. Friends, Telephone and Local Member of County Assembly were the least preferred means.

4.3.4 Participation in the parking fee increment

In order to find out on whether Nairobi City County Government encouraged the public to participate in the parking fee increment implementation, respondents were kindly asked to indicate whether they are encouraged or not, to participate in the process of parking fee increment.

Figure 4.8: Participation in the parking fee increment

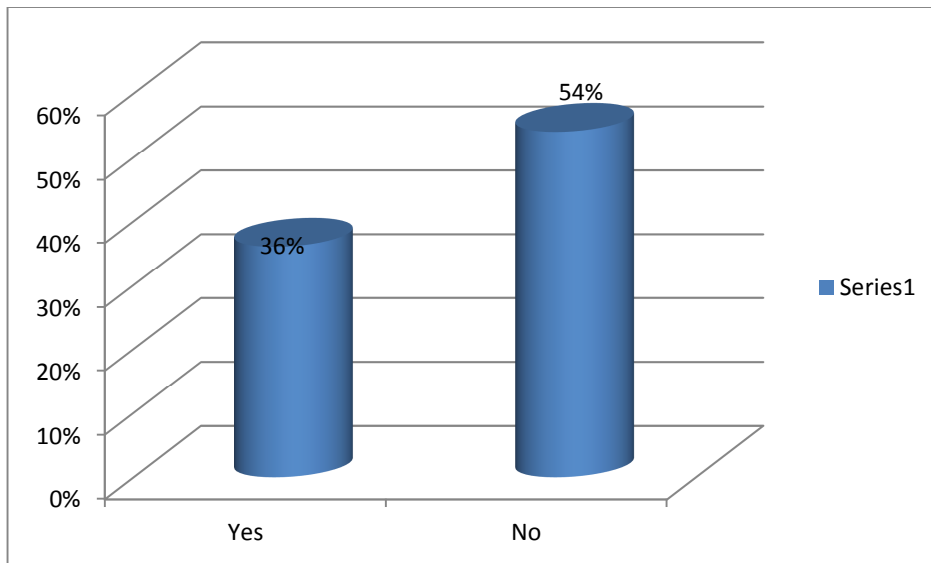
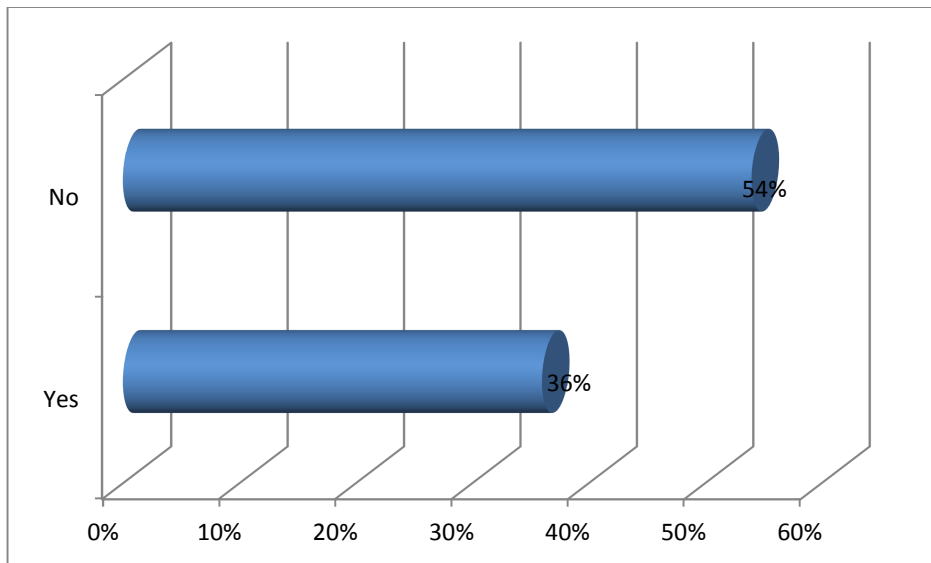


Figure 4.4 above shows that; majority 54% (173) of the respondents indicated that they were not encouraged to participate in the parking fee increment implementation, while 46% (147) of respondents indicated that they were encouraged to participate in the parking fee increment. This implies that respondents were not encouraged to participate in the parking fee increment. Majority of the respondents indicated that the fee increment was passed down to the consumers as law and no further negotiation.

4.3.5 Participation in stakeholders meeting in Nairobi County

The study also sought to find out whether respondents participated in stakeholders meeting in Nairobi County. Findings are as shown in Figure 4.5

Figure 4.9: Participated in stakeholders meeting in Nairobi County

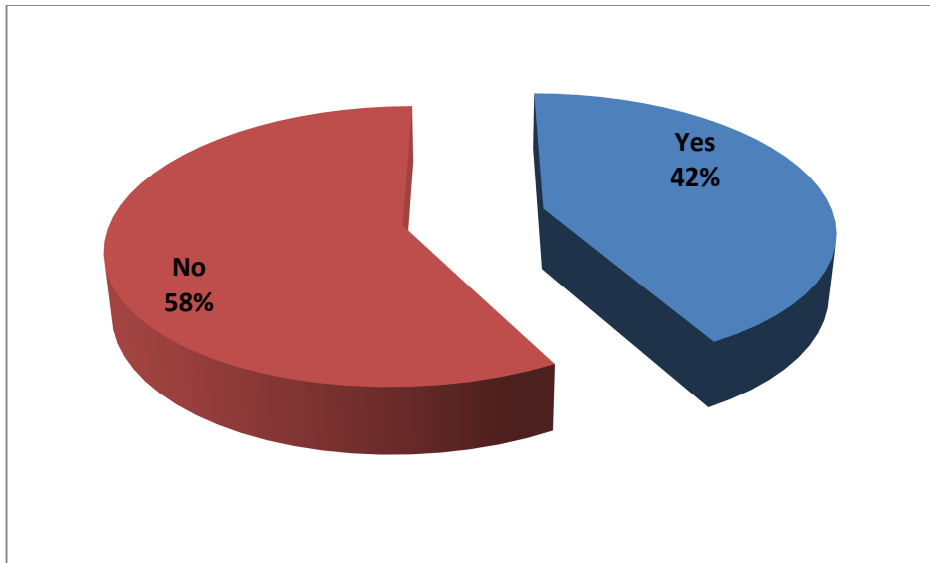


From the findings, majority of the respondents (54 %) mentioned that they were not engaged in stakeholders meeting in Nairobi County, while 36% said they were engaged in stakeholders meeting in Nairobi County. From the study it is noted that majority of respondents were not engaged in stakeholders meeting in Nairobi County.

4.3.6 Whether opinion was sought on the need to increase parking fee

The study sought to find out from those who participated in the stakeholders meeting whether their opinion was sought on the need to increase parking fee. Findings are as shown in Figure 4.6.

Figure 4.10: Opinion was sought on the need to increase parking fee



The findings revealed that a total of 186 (58%) respondents' opinion was not sought on the need to increase parking fee. However, 134 respondents (42%) indicated that their opinions were sought on the need to increase parking fee. It implies that not everyone's opinion in Nairobi County was sought on the need to increase the parking fee.

4.3.7 Whether Nairobi County government sufficiently created awareness on the need to increase parking fee

The study also sought to establish whether Nairobi County Government sufficiently created awareness on the need to increase parking fee. Findings are as shown in Table 4.2

Table 4.2: Whether Nairobi County government sufficiently created awareness on the need to increase parking fee

	FREQUENCY	PERCENTAGE
Yes	64	20%
No	256	80%
Total	320	100

From the findings, 256 respondents (80%) were of the opinion that Nairobi County Government did not sufficiently create awareness on the need to increase parking fee. Only 20% of the respondents felt that sufficient awareness was created by NCCG on the need to increase parking fee. These statistically imply that the level of citizen participation on NCCG decisions is minimal.

4.4 Influence of participatory communication on the quality of information on parking fee charges

This section presents the findings on the influence of participatory communication on the quality of information on parking fee increment.

4.4.1 NCCG and creation sufficient awareness

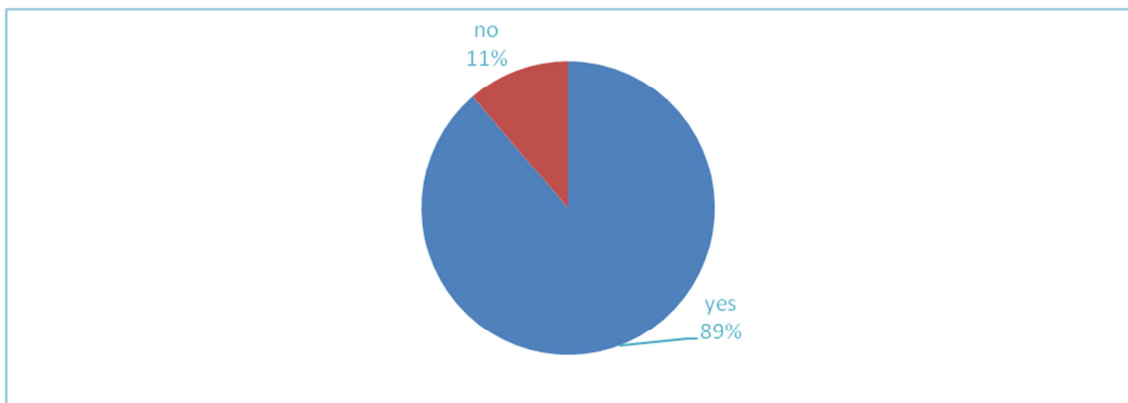
The study sought to establish the respondents' opinion on the mode NCCG communication team should adopt to ensure sufficient awareness is created on their actions. The respondents said that NCCG should ensure participatory communication through mass mobilization of citizens by means of consultative meetings, focused

discussion group for a, community inclusivity programme. In addition, the respondents said that NCCG should ensure sensitization and mobilization of citizens through mass media and relevant consumer bodies.

4.4.2 Accurate information from Nairobi County government

The study sought to establish whether information received from Nairobi County Government was accurate. Findings are summarized in figure 4.7 below.

Figure 4.11: Accurate information obtained from Nairobi County Government

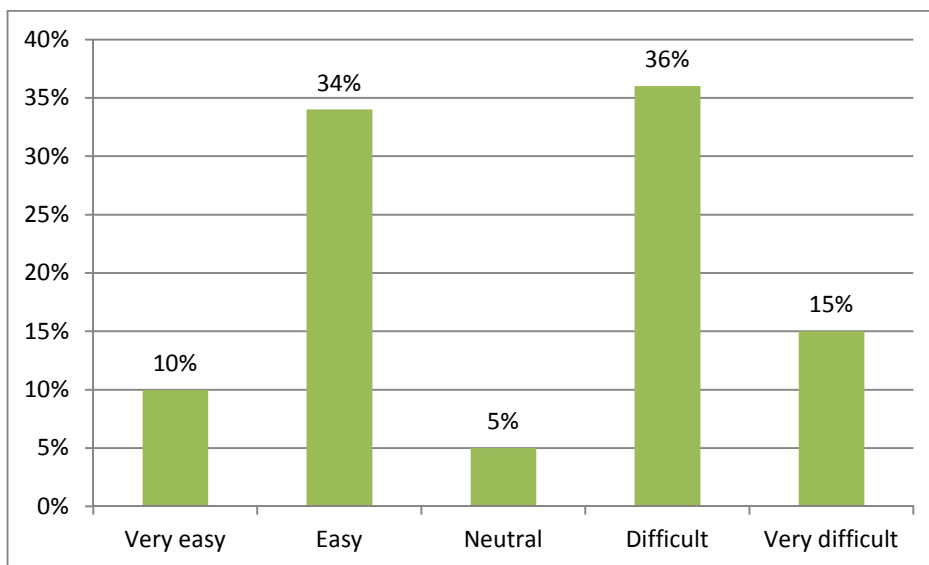


From the findings, majority of the respondents (89%) felt that the information from Nairobi County government was accurate while 11% of the respondents were of the opinion that information from NCCG was inaccurate. The findings imply that majority of the Nairobi County residents have confidence in the information disseminated by NCCG.

4.4.3 Understanding the information given by Nairobi County government

The study sought to establish whether the respondents understand the information given by Nairobi County government. Findings are represented in Figure 4.8 below.

Figure 4.12: Understanding the information given by Nairobi County government

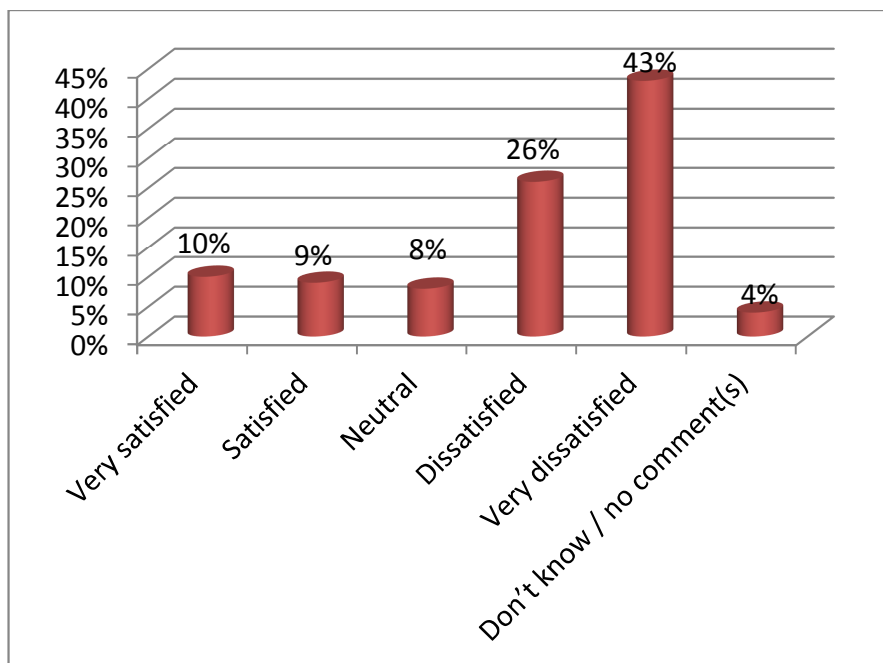


The findings of the study revealed that; majority 36% of respondents indicated that it was difficult to understand the information given by Nairobi County Government. 34% of respondents indicated it to be easy, while 15% indicated it to be very hard. The statistically the findings imply that it is difficult to understand the information given by Nairobi County government and as such citizen participation would be key in NCCG decision to help it speak a language that is understandable to the public.

4.4.4 Satisfaction received from information in Nairobi County government

In order to establish the level of satisfaction respondents received from information received, respondents were requested to indicate how satisfied they were with the information they received from Nairobi County government. Findings are as shown in Figure 4.9 below.

Figure 4.13: Satisfaction received from information in Nairobi County government



From the findings, majority (43%) of the respondents felt that they were very dissatisfied with the information received from Nairobi County Government. 26% of respondents indicated they were dissatisfied. On the other hand, 15% indicated they were very satisfied. This study established that respondents felt that they were very dissatisfied with the information received from Nairobi County Government.

4.4.5 Opinion on Implementation of Parking Charges in Nairobi City County

In order to further assess role of participatory communication in enhancing citizen participation respondents were requested to give opinion on Implementation of Parking Charges in Nairobi City County. The responses were rated on a five point Likert scale where:

1 - Strongly Disagree, 2 – Disagree, 3 – Neutral, 4- Agree and 5- Strongly Agree. The findings are as shown in Table 4.3

Table 4.3: Opinion on Implementation of Parking Charges in Nairobi City County

Statement	Mean	Std. Deviation
The parking fee information provided was easy to understand	2.56	1.207
The organization of the parking fee information was available.	3.0	.926
I successfully found information I needed listing to NCCG communication	2.14	1.302
It was simple to find information I needed from their communication	1.24	1.356

From the findings, respondents strongly disagreed that: It was simple to find information they needed from their communication (mean= 1.24).

In addition, respondents disagreed that: they successfully found information they needed listing to NCCG communication (mean= 2.14) and the parking fee information provided was easy to understand (mean= 2.56). Also, the respondents were neutral on the statement that the organization of the parking fee information was available. This means that it was not simple to find information they needed from their communication.

CHAPTER FIVE

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

5.1 Introduction

This chapter presents the summary of the data findings on the communication in enhancing citizen participation in devolution; a case study of implementation of parking charges in Nairobi City County, the conclusions and recommendations drawn there to. The chapter is hence structured into summary of findings, conclusions, recommendations and area for further research.

5.2 Summary

From the study, it was evident that majority of respondents from Nairobi County, who happens to be the consumers of services (parking service) from Nairobi City County Government (NCCG), are males and they are aged 45 – 52 years. The study also found out that that most of the respondents had formal education of Diploma/Degree thus had information about communication and citizen participation in matters of implementation of increased parking fee.

The study also found out that majority of the respondents learnt of increased parking fee through from media, friends, internet and newspaper. Further the study indicates that respondents were not encouraged to participate in the parking fee increment. Also from the findings, majority of respondents were not engaged in stakeholders meeting in Nairobi County. In addition, respondents indicated that their opinion was not sought on the need to increase parking fee.

The findings show that Nairobi County government insufficiently created awareness on the need to increase parking fee. The respondents said that NCCG should ensure participatory communication through mass mobilization of citizens and meetings. In addition, the respondents said that NCCG should ensure sensitization and mobilization of citizens through mass media.

The study established that majority of the respondents agreed that information from Nairobi County government was accurate although it was difficult to understand. Furthermore, the findings indicate that respondents were very dissatisfied with the information received from Nairobi county government. Finally the study reveals that it was simple to understand information from Nairobi County Government.

5.3 Conclusions

Based on the study objective, the study concludes that, that majority of the respondents knew there was increased parking fee and they got information from media, friends, internet, social media and newspaper. Further the study concludes that citizens were not encouraged to participate in implementation of the parking fee increment and that majority of respondents have not been engaged in stakeholders meeting in Nairobi County.

The study concludes that Nairobi County government insufficiently created awareness on the need to increase parking fee and that NCCG should ensure participatory communication through sensitization and mobilization of citizens through mass media

and consultative meetings, with tier reporting of resolutions encompassing on all service consumers.

The study concludes that majority of the respondents agreed that information from Nairobi County government was accurate although it was difficult to understand. Further the study concludes that respondents were very dissatisfied with the information received from Nairobi county government, it was more of law as per the way the implementation was carried out. Finally the study concludes that it was simple to find information they needed from their communication as most of it was splashed out in the media and their website.

5.4 Recommendations

Communication effort of the NCCG's is poor. In relation to this, the study recommends that more inclusive and stronger communication mechanisms should be installed and be well integrated in the system to ensure feedback oriented stimulation of issues and citizen involvement. This will give a sense of symbiotic relationship in terms of information dispensation to the public.

The study established that citizens were not encouraged to participate in the parking fee increment and that majority of respondents were not engaged in stakeholders meeting in Nairobi County. In relation to this, the study recommends that NCCG policy makers and strategic management team should ensure implementation of system that ensures full citizen participation from inception to completion and launch, this is vital in decision

making. This can be achieved through engaging point men at critical decision making stages to increase customer satisfaction and good will of citizens.

Further, the study recommends that in order to increase reliability of information released to the public, NCCG should install proper control mechanisms with friendly gate keeping contours to encourage consultation of citizens and the NCCG policy makers, that will enhance credibility of the information.

5.5 Suggestion for Further Research

The analysis that was used is not sufficient to draw conclusions on the role of communication in enhancing citizen participation, and to provide adequate information that can be used for policy development. Further research focusing on inferential analysis is necessary to study the role of communication in enhancing citizen participation in implementation of new fees on parking services.

Further research is necessary as the findings were limited on Nairobi City County Government (NCCG) based on a relatively small sample that may have influenced the nature of results that were obtained. There is need to expand on the sample size and carry out similar research in other organizations.

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APPENDIX 1: QUESTIONNAIRE

**COMMUNICATION IN ENHANCING CITIZEN PARTICIPATION IN
DEVOLUTION
A CASE STUDY OF IMPLEMENTATION OF PARKING CHARGES IN
NAIROBI CITY COUNTY**

1. Gender:

Male () Female ()

2. Age range

18 to 24 years ()

25 to 31 years ()

32 to 37 ()

38 to 44 ()

45 to 52 ()

53 to 58 ()

59 to 65 ()

66 and above ()

3. What is your highest level of education?

No formal education ()

Primary ()

Secondary ()

College/University ()

4. Are you aware of the increment of parking fee?

Yes ()

No ()

5. If YES, how did you get information on the increment of parking fee?

6. Did the Nairobi City County government encourage the public to participate in the parking fee increment?

Yes ()

No ()

7. If YES, what did NCCG do to encourage participation?

8. Have you ever participated in stakeholders meeting in Nairobi County?

Yes ()

No ()

9. If YES, was your opinion sought on the need to increase parking fee?

Yes ()

No ()

10. In your opinion do you think the Nairobi County government sufficiently created awareness on the need to increase parking fee?

Yes ()

No ()

11. If NO what should the NCCG have done to create sufficient awareness

12. Do you consider information you receive form Nairobi County government accurate

Yes ()

No ()

13. How easy is it for you to understand the information given by Nairobi County government?

Very easy ()

Easy ()

Neutral ()

Difficult ()

Very difficult ()

14. How satisfied are you with the information you receive from Nairobi County government?

Very satisfied ()

Satisfied ()

Neutral ()

Dissatisfied ()

Very dissatisfied ()

Don't know / no comment(s) ()

15. On a scale of 1 – 5 where 1 - “very bad”; 2 - “bad”; 3 - “satisfactory”; 4 - “good”; 5 - “very good” please rate the following statements.

The parking fee information provided was easy to understand. 1 2 3 4 5

The organization of the parking fee information was available. 1 2 3 4 5

I successfully found information I needed listing to NCC communication. 1 2 3 4 5

It was simple to find information I needed from their communication. 1 2 3 4 5

16. Communication methods used to influence accessibility of parking charges information

Which of these forms of communication did NCCG use to pass parking fee information (please tick all that apply)

Newspaper

Radio

Internet

Open air meetings

Television

Telephone

NCCG receptions

Word of mouth

Other (please state)

17. How easy was it to find out about parking fee increment?

Very easy

Fairly easy

Neutral

Fairly difficult

Very difficult

18. If you had difficulties finding out information about parking fee increment, please explain why...

.....
.....
.....

19. How would you prefer to find out information about issues from NCCG in the future? (please tick all that apply)

Newspaper

Community magazine

Information leaflets

Radio

Internet

Television

Telephone

NCCG staff

Friends/neighbours

Your local MCA

Other (please state)

20. NCCG could produce information in different formats such as Braille, large print, audio-tapes or other languages

Should the NCCG produce information in different formats?

.....
.....
.....
.....

Thank you for your time

- THE END -