

UNIVERSITY OF NAIROBI

DEPARTMENT OF SOCIOLOGY AND SOCIAL WORK

STUDY TITLE

DECENTRALIZED APPROACH TO DEVELOPMENT AND ITS EFFECTS ON
COMMUNITY LIVELIHOODS: The case of LASDAP in Kajiado County

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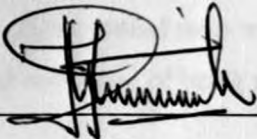
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DECLARATION

I the undersigned, declares that this project is my original work and that it has not been submitted in any other university or institution for award of academic credit.

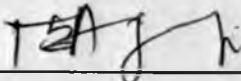
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DEDICATION

This academic project is dedicated to my mother and the late father. Without your care, guidance and sacrifices, I would not be what I am today. I have come to learn with deep appreciation through the burden of meeting all my expenses in the course of this academic study the heavy sacrifices you made and the burden you carried in order to take me through my past education. These sacrifices played critical roles in transforming me into a responsible national citizen. I am greatly honoured and proud of being associated with you as your son.

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LIST OF ACRONYMS

AAIK	Action.Aid International Kenya
AIE	Authority to Incur Expenditure
CBOs	Community Based Organizations
CDF	Constituencies Development Fund
CBOs	Community Based Organizations
CBS	Central Bureau of Statistics
CSOs	Civil Society Organizations
DDC	District Development Committee
DFRD	District Focus for Rural Development
FBOs	Faith Based Organizations
GDP	Gross Domestic Product
ICT	Information and Communication Technology
KANU	Kenya Africa National Union
KLGRP	Kenya Local Government Reform Programme
KNBS	Kenya National Bureau of Statistics
LAs	Local Authorities
LASDAP	Local Authority Service Delivery Action Plan
LATF	Local Authority Transfer Fund
M&E	Monitoring and Evaluation
MOLG	Ministry of Local Government
NGOs	Non-Governmental Organizations
NIMES	National Integrated Monitoring and Evaluation Systems
ODPM&MoLG	Office of Dep. Prime Minister & Ministry of Local Government
PMC	Project Management Committee
PSC	Public Service Commission
RMLF	Roads Maintenance Levy Fund
RoK	Republic of Kenya
UNDP	United Nations Development Programme

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ABSTRACT

This study assessed the impacts of LASDAP on the livelihoods of the residents of Kajiado County. Being a decentralized development approach to development by the LAs in Kenya, the study was informed by the lack of information on the LASDAP's core objective which is to improve citizens' livelihoods by promoting responsive development. The study also assessed participation by citizens in the LASDAP, its contribution in service delivery, constraints and compliance with the relevant policies.

The case study was used in this research while the study site was Oldonyonyokie ward in Olkejuado County Council. Face to face interview, key informant interview and direct observation were used in collecting the primary data. The respondents included residents of the ward and LASDAP officials while observation involved visiting and having first-hand information and experience on the status sampled projects. Continuous review of the relevant secondary sources also made critical contribution in this study.

The study established low participation by citizens in all stages of the LASDAP yet participation is a policy requirement. It was non-existent in budgeting and 2.6% in projects identification. These poor indicators were attributed to lack of commitment by the LA in involving the citizens in development and affected responsiveness of the services delivered. It was because of this that only 29.9% of the respondents were satisfied with the LA's performance mainly because it failed to implement water projects which was the top priority in the ward although it had implemented some projects that served the local needs. Other constraints were resource limitations, delay in projects completion, shortage of skilled manpower and political patronage.

These challenges can be mitigated by among others putting in place active mechanisms for increasing participation by citizens in development, partnership with private sector, promoting accountability and hiring adequate technical staff. The study however established that the LASDAP had improved some livelihoods mainly by constructing a girls' dormitory and providing bursary to the children from poor and needy households. These projects improved academic performance by the girls and increased access to and completion of education. The first impact was however not wholly attributable to the LA but also Africa Heart Foundation which furnished the dormitory building after its construction.

This study appreciates the LA's contribution in service delivery but taking into consideration the concerns that were raised by the citizens which were driven mainly by the basic livelihood needs in the decade of the LASDAP's existence, it concluded that the LASDAP had not met its intended objectives successfully. The study recommends comparative research that covers more than one ward and LA with different characteristics including the rural and urban as well as best and worst performers. Findings from such comparative study would present diverse experiences and findings that could be generalized with higher degree of confidence.

CHAPTER 1: INTRODUCTION

1.1. Background

Governance through decentralization envisions accountable management of public affairs and active participation by the citizens' in the decisions that have effect on their lives (Oloo, 2008). Within the context of development, decentralization aims at promoting responsiveness, accountability, ownership and sustainability of the development initiatives (MoLG, 2005). It should enhance efficiency in public service delivery by translating the local needs into relevant development initiatives. Effective implementation of decentralization should therefore decrease poverty levels by improving the livelihoods of the target communities. This development can be realized by promoting involvement of the beneficiaries in identification, implementation and evaluation of their development (MoLG, 2009). Successful approaches to decentralization should also build and/or strengthen capacity of the communities to enable them identify their needs, put in place the necessary plans to address these needs, mobilize the required resources and implement the planned actions.

Decentralization is not a new governance paradigm in Kenya. At independence, the country adopted the regional (*majimbo*) governance system which bestowed upon the regions significant authority and responsibility in self-governance, administration and development (Muia, 2008). The Local Authorities (LAs) which had been in existence during the colonial rule were retained largely in their pre-independence forms and further got entrenched into the constitution alongside the newly established regions. The *majimbo* system was however short-lived because the country adopted centralized governance system through constitutional amendments and policies that were initiated in 1964 after Kenya gained the republic status (Oloo, 2008). Through the ensuing amendments, sections on the regions and LAs were repealed from the constitution. The regions were subsequently renamed provinces and together with the LAs were placed under direct control of the central Government by the republican constitution in 1964 (Muia, 2008).

The Sessional Paper No. 10 on *African Socialism and its Application to Planning in Kenya* (RoK, 1965) was another remarkable effort towards decentralized planning in Kenya. The government through this policy committed to extend planning to the provinces, districts and local authorities. Declaration of the policy was accompanied with deployment of Provincial Planning Officers in the mid 1960s and establishment of District Development Committees (DDCs) to coordinate and monitor planning at the local levels (Oyugi and Kibua, 2008). The District Development Plans which involved participatory development based on districts as the planning units were initiated in the mid 1970s and have continued to exist to date. These structures were strengthened in 1983 by introduction of the District Focus for Rural Development (DFRD).

Like the provinces, the LAs have continued to exist to date as semi-autonomous units of the central government. This structure is however bound to change after the next general election in

conformity with the new Kenyan constitution (2010) which has established only two levels of government namely national and county governments. The management of the LAs which are also commonly known as the councils is principally guided by the Kenya Local Government Act (1977). This Act bestows upon the Minister for Local Government excessive powers in the management of the LAs which includes approving their annual budgets, by laws, development plans and funding from the central government. Direct management of the councils, however, is the responsibility of the members of staff and councillors in their respective LAs.

The primary function of the LAs is the provision of services to the residents in their areas of jurisdiction (RoK, 1977). According to the Local Government Act, the LAs should be responsible for physical planning, controlling the use of land, construction and maintenance of public markets as well as provision of water, sewerage, drainage, mortuary and cemetery services in their areas of jurisdiction. Other roles are the provision of health care services, environmental conservation, housing development, construction and maintenance of slaughter houses, fire prevention and control and street lighting.

The LAs have however often been accused of poor performance in service delivery, mismanagement and corruption by among others the central government in the Vision 2030 First Medium Term Plan (2008) and the Ministry of Local Government in the LASDAP Guidelines (2005). Although internal weaknesses are partly to blame for poor performance by the LAs, their officials often attribute these problems to interference and patronage by the central government (Oloo, 2008). They are fond of accusing the Ministry of Local Government and the Provincial Administration claiming that there is little they could do to address these challenges unless they were given more freedom and revenues (Ibid).

Concerned about this situation, the Government of Kenya has since 1996 been implementing reforms in the LAs aimed at improving efficiency and accountability in delivery of local public services. The Kenya Local Government Reform Programme (KLGRP) was established in 1996 to coordinate these reforms and the Local Authority Service Delivery Action Plan (LASDAP) was introduced in 2002 as part of these reforms. The LASDAP is a participatory development approach in which the LAs are conditionally required to involve the citizens as the key stakeholders in the local development processes. Studies that were subsequently commissioned by the MoLG (2007) and AAIK (2006) credited LASDAP with transforming the LAs and making service delivery more responsive to the citizens' needs in Kenya.

The study by AAIK (2006) further reported that Olkejuado County Council exhibited the best management of LASDAP in the country especially with regards to participation by the citizens. Kajiado North which is one of three constituencies in Kajiado County registered the lowest poverty incidence in Kenya at 10.7% (KNBS, 2008) while the highest poverty incidence in the country was 87% in Turkana North and the national average was 46% (Ibid). This was a

tremendous improvement considering that poverty incidence in Kajiado North constituency was 40% and it was placed thirty fourth by an earlier report by the KNBS in 2005. A similar trend was reflected in the Kenya County Fact Sheets that was released recently by the Commission on Revenue Allocation in December 2011. The publication reported that Kajiado County was the richest in the country with only 11.6% poverty prevalence.

Other factors such as the roles of relevant government ministries and departments and CSOs in local development notwithstanding, this improvement could be attributed in part to the impressive performance by the LA. But such a conclusion could only be made on the basis of credible evaluation reports. These reports however could not be obtained from the council during preliminary field visits in April, June and August 2011 including the Engineer's office which was the secretariat to the LA's LASDAP Monitoring and Evaluation committee. Some monitoring reports were however obtained from the office.

The Engineer and the head of the Social Services Department who were members of the council's M&E committee however insisted during the preliminary field visit on 27th April 2011 that the LASDAP had contributed to considerable improvements in community livelihoods. Some of the benefits they attributed to the LASDAP were improvement in the quality of education facilities, reduction in the distances covered and time taken to access water sources and improvement in the transport infrastructure especially the feeder roads. They further stated that the council had been implementing one capital project per ward annually since 2002 when LASDAP came into operation and explained that this approach was aimed at spreading equal benefits across the LA.

The absence of evaluation reports however makes it difficult to ascertain these claims. Instead, it raises concerns on the credibility of the claims on success of LASDAP. In addition, the council's Engineer reported that only her office had been involved in M&E yet the LASDAP guidelines provides that this task should be carried out by a team involving senior council officers. This position further contradicted that of the head of Social Services Department who claimed that her department had been involved in the M&E. In ranking the LASDAP's performance by wards, the Engineer placed Oldonyonyokie ward in Magadi division of Kajiado North constituency as one of the wards where it had registered impressive outcomes.

The local leaders in Oldonyonyokie ward who included the provincial administrators, youth and women leaders however expressed dissatisfaction with the council's performance in service delivery. During the preliminary interviews with them on the 5th May 2011, they stated that only one capital project in the entire ward namely a Livestock Auction Yard had been accomplished by the council and was in operation since the LASDAP came into operation in 2002. They further claimed that the ward faced with numerous development challenges which included scarcity of water, inadequate education facilities and poor infrastructure.

This position corroborated the explanation by Kajiado District Statistician regarding the impressive socio-economic development in Kajiado North constituency. During preliminary visit on the 9th April 2011, the official attributed the constituency's socio-economic improvement as reported by KNBS (2008) to the high number of well-off migrants from the City of Nairobi into the urban and peri-urban centres in Kajiado County. He further stated that these migrants included national politicians, top civil servants, business persons, senior military personnel, private sector executives and university and college lecturers.

Similar sentiments were expressed by the Commission on Revenue Allocation during the launch of the Kenya County Fact Sheets 2011. The agency stated that the county's riches are mainly concentrated in the urban areas of Kajiado County especially the ones closer to the City of Nairobi which include Ngong', Ongata Rongai, Kitengela, Kajiado and Isinya while poverty in the interior parts was high like in other marginalized parts of the country (Daily Nation, 18th December 2011: 5). In view of these contradictions, this study sought to assess contributions of the LASDAP to improvement in community livelihoods in Olkejuado County Council.

1.2. Problem Statement

Vision 2030 which is Kenya's current national development blueprint up to the year 2030 recognizes decentralization as a strategic approach towards the realization of social and economic goals. The Vision 2030 seeks to transform Kenya into a newly industrializing, middle income country providing high quality life for all Kenyans by 2030 (GOK, 2007; 3). The overall objective of decentralization according to the blueprint is to promote responsive development by transferring the necessary authority to the local governance institutions and supporting them to develop appropriate capacity. Other objectives are strengthening public accountability and promoting participation by the citizens in decision making on development and governance issues with relevance to their livelihoods.

The new Kenyan Constitution (2010) outlines the framework for implementation of decentralization. It creates devolved governance system whose main objective is to confer powers of self-governance to the citizens and promoting their participation in decision making on the issues that affect their livelihoods including identification of local development priorities (RoK, 2010; Article 174). It further emphasizes that decentralized powers and resources must be managed through transparent and accountable processes. The County Governments will be the units of governance through which devolution will be implemented.

The LASDAP which is the focus of this study is a form of decentralization and shares similar objectives with devolution as outlined in the new Kenyan Constitution. It aims to promote participation by the citizens, accountability and transparency in community development processes by the LAs' (MoLG, 2005). The anticipated outcomes of this strategy are implementation of responsive public services, community ownership and sustainability of the

projects that are accomplished. Its ultimate result should be improvement in the living conditions of the citizens (MoLG, 2009).

The implementation of LASDAP has however met several challenges across the country. The main ones include low awareness and poor participation by the citizens, politicization of development processes and delay in completion of approved projects (MoLG, 2007). The others are inadequate resources, mismanagement, shortage of skilled personnel and lack of or ineffective monitoring and evaluation systems. These challenges have largely affected the realization of LASDAP's objectives.

Studies by the MoLG (2007) and AAIK (2006) however ranked Olkejuado County Council as one of the best examples in management of the LASDAP. Deriving from the objectives of the LASDAP, these findings would generally imply that residents of the LA should enjoy responsive and quality. The LA's Strategic Plan for the period 2009 - 2013 and that of Kajiado District 2008 - 2012 which cover the same geographical area identified educational infrastructure, clean and reliable water, health care services, livestock and agricultural production, and roads development as their key development priorities.

It should therefore generally be expected that these sectors would have received more attention and resources from the council resulting to better education facilities and health care services, access to clean and reliable water and improved infrastructure among others. The leaders of Oldonyonyokie ward which was reported as one of the best examples of LASDAP's success by the council however reported dissatisfaction with the council in terms of service delivery. During an interview with the area chief, women and youth leaders on 5th May 2011, these leaders reported that only two capital projects had been implemented in the ward under the LASDAP namely a livestock auction yard and a dormitory at Oldonyonyokie primary school.

They confirmed that these projects were local priorities that were identified in LASDAP consultation forums although only the auction yard was in use. As for the dormitory, they said the construction was complete but was not serving because it was not yet furnished. They also reported that the LA had donated desks to local primary schools and awarded bursary to needy students in secondary schools and colleges but were emphatic that most local development priorities remained unaddressed. These included provision of safe and reliable water for domestic use, constructing and equipping classrooms, promoting livestock production and farming, and construction of feeder roads. The leaders therefore expressed disappointment based on inadequate service delivery and persistent socio-economic problems yet their ward was considered by the council as one of the leading examples of LASDAP's successes.

Taking into consideration that the LASDAP has been in operation since 2002 and the council reported that it implemented one capital project per ward annually, this would translate into nine projects in Oldonyonyokie ward by 2010. In view of the assertion by the leaders in

Oldonyonyokie ward that the communities' participation in identification of the projects had been impressive, it was generally expected that the LASDAP would have addressed many social needs in the ward in conformity with its objectives. The limited number of actual projects implemented in the ward by the council and the conflicting views on its performance therefore made it difficult to conclude that LASDAP had yielded the desired outcomes in the ward and in Olkejuado County Council. The lack of or unavailability of the council's evaluation reports further put to question the perceived success and impacts of the LASDAP as indicated by the institution's monitoring and evaluation officials.

The foregoing contradictions in accounts and assessment of the achievements were interpreted to imply that the LASDAP and by extension decentralization seemed to have improved participation by the citizens in identifying and prioritizing their development needs in Kenya but not necessarily transformed such needs and aspirations into services. These contradictions therefore made it necessary to investigate the effects of decentralization through the LASDAP on community livelihoods. In that regard, this study assessed the impacts of LASDAP on the livelihoods of the communities in Oldonyonyokie ward in Kajiado County.

1.3. Study Questions and Objectives

1.3.1. Study Questions

1. In what ways has the LASDAP promoted broad citizens participation in community development in Oldonyonyokie ward?
2. In what ways has the LASDAP met the needs and aspirations of the people in Oldonyonyokie ward in service delivery?
3. What are the constraints in implementation of the LASDAP in Oldonyonyokie ward?
4. What impacts have LASDAP had on community livelihoods in Oldonyonyokie ward?

1.3.2. Overall Objective

The overall objective of this study is to assess the effects of the LASDAP on community livelihoods in Oldonyonyokie ward of Kajiado County.

1.3.3. Specific Objectives:

1. To assess the nature and quality of participation by the citizens in community development under the LASDAP in Oldonyonyokie ward.
2. To assess the contributions of the LASDAP with respect to service delivery in Oldonyonyokie ward.
3. To assess constraints to the implementation of the LASDAP in Oldonyonyokie ward.
4. To analyse the impacts of LASDAP on community livelihoods in Oldonyonyokie ward.

1.4. Justification for the Study

Studies on the development LAs in Kenya have focussed on a variety of themes. For instance previous LASDAP studies by the MoLG (2007), AAIK (2006) and Kibua et al (2008) focussed

mainly on assessing compliance with the laid down guidelines and procedures, the financial expenditures and status of implementation of the approved and funded projects and programmes. The other areas that have received researchers' attention are mismanagement of the LASDAP development funds and corruption. The impacts of LASDAP on the livelihood of the target communities on the other hand have been largely left out. A study by the MoLG (2007) for instance noted the limitation in this area and recommended it for future studies.

The primary objective of the LASDAP is to improve livelihood conditions of the citizens by implementing responsive projects at the community level (MoLG 2005 and 2009). Assessing compliance with the implementation is therefore limited to mere process evaluation. The success of LASDAP can however be ascertained only by examining the effects of the actual development initiatives accomplished under the programme on the livelihoods of the target communities. This study was based on the premise that expenditures on public development like the LASDAP resource envelope should be used to address the needs of the citizens. Such needs may be based on the emerging problems or aimed at improving the existing services. Public expenditures by the LAs should thus be incurred to improve the living conditions of the target communities and not merely for purposes of conformity with the laid down processes or accounting purposes. This study therefore focused on assessing impacts of the LASDAP which has largely remained unexamined with reference to Olkejuado County Council.

1.5. Scope and Limitations of the Study

Geographically, the focus of this study was Oldonyonyokie ward. It covered the projects that were funded within nine years from financial years 2003/4 to 2011/12. The financial year 2003/04 was selected as the base year because the LASDAP was introduced in 2002 and its implementation commenced in 2003. On the other hand, 2011/12 was picked as the end year for purposes of analysis based on the discussion with the M&E officials at Kajiado County Council who reported during preliminary interviews that the projects which were initiated during this financial year were the last ones to be completed by the council.

These financial years were therefore considered relevant because the study sought to evaluate the effects of the LASDAP which could only be established from the completed projects. The researcher initially obtained an incomplete data on the LASDAP projects from Olkejuado County council. This data was however replaced by a comprehensive set that was obtained from the KLGRP office in Nairobi city which provided details of the financial allocations, progressive disbursements and monitoring reports.

The primary data was collected from ninety respondents only being seventy eight local residents and seven local leaders, and five LASDAP officials. The seventy eight community respondents represented only ten percent of the total households in the ward which was 783 (KNBS, 2010). Olkejuado County Council Clerk was not interviewed due to unavailability during the study

visits. He was replaced by the Deputy Town Clerk who also granted authorization for interview with other council employees who had earlier insisted for such clearance from the Clerk. The Social Services Officer was interviewed while the Engineer delegated the responsibility to deputy Social Services Officer due to busy working schedule. At the KLGRP, the acting Coordinator was interviewed while the national M&E Officer delegated the responsibility to the programme's ICT Officer due to the busy working schedule.

At the community level, two key informants were not interviewed namely the area Councillor and chief due to unavailability and busy scheduled respectively. While the Chief was represented by his three assistants, the issues that sought the councillor's attention were addressed by other local leaders, a former councillor and council officials. It was however not possible to replace him effectively taking into consideration that there were specific issues that could only be explained by him including how bursary beneficiaries were selected and local participation in LASDAP meetings. His opinion was therefore not received on these critical issues.

Language barriers, suspicion and restricted access to some cultural sites where the researcher was considered an outsider hindered direct interview with related respondents. The study therefore relied on a Research Assistant who was a local for translation and secondary information which he collected from such respondents. Some respondents also gave partisan information at the beginning of the interview but dropped such positions after professional probing and being reminded that the information gathered would be used for academic purposes only. The study also triangulated the information that was skewed heavily on either positive or negative sides by seeking alternative opinions from other respondents.

1.6. Definition of Key Concepts

1.6.1. Community

The term community refers to a collection of people occupying a more or less clearly defined area and subscribing to a set of institutions. It is therefore not people that defines a community but these institutions that are the final and decisive in distinguishing the community from other social constellations (Glassner et al, 1984).

1.6.2. Decentralization

Decentralization according to Muia (2008; 170) "involves the transfer of authority to perform services to the public from an individual or agency in central government to some other individual or agency, which is closer to the public to be served". It also refers to "the transfer of responsibility for planning, management and resource raising and allocation from central government to the regional authorities".

1.6.3. Devolution

It is a category of decentralization that means delegation of authority to formally constituted local government bodies to facilitate performance of specified or residual functions (Chitere,

1980). According to Muia (2008), it means the distribution of political, administrative and fiscal authority / power to territorial units.

1.6.4. Participation

Participation is a process by which people especially the otherwise disadvantaged influence the decisions that affect them. It entails influencing the development decisions and not simply the involvement in the implementation or (in sharing) benefits of a development activity, although those types of involvement are important and are often encouraged opportunities for influence (Mulwa, 2006; 10).

1.6.5. Participatory Development

According to the UNDP, participatory development means partnership in development which is built upon the basis of dialogue among the various actors in the development, during which the agenda is jointly set, and local views and indigenous knowledge are deliberately sought and respected. It is a development process that involves negotiation with the beneficiaries rather than dominance of an externally set project agenda, thus people become actors instead of being beneficiaries.

1.6.6. Project

It is a one-shot, time limited, goal-directed, major undertaking requiring the commitment of varied skills and resources. It is a combination of human and non-human resources pooled together in a temporary organization to achieve a specific purpose (Choudhury, 1988; 2).

CHAPTER 2: LITERATURE REVIEW

2.1. Introduction

This chapter reviews and presents the reforms in the Kenyan LAs. It analyses the evolution of the LAs, reforms in community development by the LAs through the LATF and LASDAP, accomplishments of the LASDAP and the constraints/challenges facing the program. The last part of it presents the theoretical and conceptual frameworks used in this study.

2.2. Reforms in Development by Local Authorities

The reforms in the LAs have been spearheaded by the Kenya Local Government Reforms Programme (KLGRP). The KLGRP was established in 1998 to advise the government on improving service delivery and financial management by the LAs (Hongo, 2010). Its mandates include identification of the necessary reforms and facilitating the development, implementation and monitoring of those reforms (MoLG, 2005). The reforms so far accomplished by the KLGRP have been focused on promoting participation by the citizens in public development, rationalization of the fiscal relationships between the central government and the LAs, and enhancing the financial management by the LAs (MoLG, 2010).

These reforms cover the legal, financial and institutional reforms (MoLG, 2005). They include the Local Authorities Transfer Fund (LATF), Local Authority Service Delivery Action Plan (LASDAP), Local Authority Information Financial Management System (LAIFOMS), Single Business Permit, Results Based Monitoring (RBM), Performance Contracting (PC), Public Budget Day and Performance Based Incentives. Of these, the major reforms in making public services responsive to community development needs are the LATF and LASDAP. The background, objectives and operational and management structures of these two reforms are discussed below.

2.2.1. Local Authorities Transfer Fund (LATF)

The LATF was established through an Act of Parliament, the LATF Act (1998). It came into operation in 1999 through Ministerial Legal Notice Number 142 dated 10th September 1999. The Act transfers five percent (5%) of the total National Income Tax collected annually to the LAs through the fund mainly to supplement the financing of community services (RoK, 1998). The fund also seeks to support the LAs to improve on their financial management and to clear their debts (Ibid). At its enactment, it was presumed that the reforms introduced by the LATF would enable the LAs to clear their outstanding debts within five years of the fund coming into operation.

The responsibility for managing LATF lies with the Ministers for Finance and Local Government who in performing their duties should be advised by the LATF Advisory Committee (RoK, 1998). Specifically, the committee is responsible for advising the ministers on the criteria for disbursing money from the fund to LAs, the rules and procedures to be applied in

disbursing and managing the fund, and funding needs to support the fund's objectives (Ibid). The Permanent Secretary in the Ministry of Local Government is the secretary to the committee with the direct responsibility for administering the fund while the KLGRP is its secretariat.

According to the LATF Strategic Plan (2008 - 2012), the fund is currently the largest single source of finance for many LAs in Kenya. The fund is however threatened by the provision in the Roads Act (2007) to transfer a minimum of thirty percent from the kitty to the Rural and Urban Roads Authorities for development and maintenance of the roads. LATF is allocated to the LAs based on objective criteria mainly relying on the general population and the relative urban population of each council (MoLG, 2010). The fund is disbursed to the LAs as a block grant to supplement the financing of local development plans (MoLG, 2007).

Since 2002, it has been a policy requirement that the LAs' must involve the citizens in developing their annual development plans in order to benefit from the fund (RoK 2005). They are also required to conform with the conditions of the LATF Regulations (1999) in order to receive disbursements from the fund. These conditions include timely submission of annual estimates, ensuring that expenditure of capital goods receive at least fifty percent of the amounts allocated to the Performance Account and that the expenditure on personnel must not exceed sixty percent of the total annual expenditure (MoLG, 1999). Further compliance requirements are that a minimum of sixty percent of the fund must be allocated the Service Delivery Account and forty percent to the Performance Account (Ibid).

In addition, the LATF regulations (1999) makes it mandatory for the LAs to submit their annual budget estimates at least fourteen days before the end of each financial year in order to receive their allocations from the Service Delivery Account. These reports must be accompanied with proof that a minimum of 50% from the fund would be spent on capital projects, that no more than 60% of their total annual budget would be spent on personnel and that all the statutory deductions would be paid in the year in which they are due (MoLG, 1999).

Funds from the Performance Account are also disbursed to the LAs subject to submitting a number of reports in time. These are statement of receipts and expenditures, payments and balances for the previous year and abstract of accounts for annual auditing (MoLG, 1999). The others are statement of debtors and creditors for previous financial year, revenue enhancement plan and the LASDAP. The aim of these conditions is to promote improvement on the quality and standard of the public services but Wunsch (2001) argued that fiscal transfers when accompanied with such conditions inhibits the development of stable resource base for local development and only works towards sustenance of domination of the local governments by the central governments.

2.2.2. Local Authority Service Delivery Action Plan (LASDAP)

The LASDAP is a participatory development framework in which the LAs in Kenya are conditionally required to involve the citizens as stakeholders in the local development processes from planning to implementation, monitoring and evaluation (MoLG, 2005). This development paradigm came into operation in 2002 as part of the government's commitment to the universal spirit of partnerships and involvement of the beneficiaries in public development processes (Ibid). Since then, the preparation of annual development plans which must be accompanied with proof of the stakeholders' participation has become one of the mandatory conditions for the LAs to receive disbursements from their LATF allocations (RoK, 1999).

This participatory approach has been focused on promoting community ownership of development initiatives which is critical for sustainability in public development (MoLG, 2005). Under the LASDAP framework, the LAs are responsible for providing leadership in the participatory planning and implementation of local development in their areas of jurisdiction (MoLG, 2009). In order to achieve this goal, they are required to put in place structures and mechanisms that should promote active involvement of the citizens and local stakeholders in the various stages of development from planning to implementation, monitoring and evaluation.

At the beginning of each LASDAP cycle, the LAs are required to disseminate information about the impending LASDAP consultations to their constituents (MoLG, 2009). The guidelines provide them with several options for doing this which include putting up public notices in strategic positions, using the religious forums, public forums (*barazas*) and announcements through mass media. These announcements should take place at least two weeks before the proposed date of each meeting. Public notification about these consultations should be accompanied with specific dates, venues and agenda. The actual consultations should take place in all wards and should be open to all citizens. They should be facilitated by qualified, neutral and experienced facilitators in order to enhance effective participation (Ibid).

These forums should enable the citizens to identify and prioritize their development needs (MoLG, 2005). The duty of LA officials and councillors if present should be restricted to guiding the meetings, providing feedback on the status of the past development projects and resolving conflicts that may emerge amongst the various sectional interest groups especially during prioritization (MoLG, 2009). They should also ensure that the priorities identified are in tandem with the LAs' Strategic Plans where available. These meetings should also elect two ward representatives (male and female) to the consensus meetings (Ibid).

The consensus meetings provide the forums for various wards to set priorities for their LAs. These meetings bring together representatives of all the wards, the councillors and the technical committees (MoLG, 2007). During these meetings, priorities from all the wards are discussed but only those which are economically and technically viable should be proposed to the Full Council

meetings for adoption and implementation (MoLG, 2005). Deliberations of the consensus meetings should therefore largely be guided by the evaluation reports that are prepared by the technical committees based on the proposals from the wards. These meetings are also responsible for establishing the LASDAP Monitoring Groups that are tasked with providing leadership in monitoring and evaluating the projects that are eventually approved.

The Full Council meetings are the final local development planning organs of the LAs (RoK, 1963). They are responsible for discussing proposals from the consensus meetings and can approve such proposals in the same form or with amendments (MoLG, 2009). Participation in these meetings is exclusive to the councillors. They are attended by the LA Clerks in their official capacities as the Chief Executive Officers but their participation is limited in the sense that it is only advisory (RoK, 1963). The citizens can also attend as observers but can only sit in the public gallery. Upon adoption, the plans are integrated into the LA annual budgets and submitted to the Minister for Local Government and Kenya Local Government Reforms Programme for the final approval in conformity with the Local Government Act.

In their development planning, the LAs' are required to give due attention to poverty reduction. They are required to allocate at least twenty percent of their annual development vote to the pro-poor projects (MoLG, 2005). Each LA is therefore required to put in place adequate measures for targeting the poor in their planning in order to capture their development concerns and needs (MoLG, 2009). The LASDAP guidelines propose a number of mechanisms towards this realization. They include the use of poverty maps and prior consultations with the local Non State Actors including the CBOs, FBOs and NGOs that work closely with the poor.

Although procurement and contracting of the approved projects is done exclusively at the council level, actual implementation should take place in partnership with the beneficiaries through representation in the Projects Management Committees (PMCs). Community members in the PMCs should be responsible for mobilizing local resources for implementation of the projects and represent the beneficiaries' interests in the site review meetings involving the Project Managers and Contractors (MoLG, 2009). They should also work in liaison with their councillors in monitoring progress in the implementation of the projects and building community ownership for the sustainability purposes (Ibid).

Monitoring the implementation of projects should include assessing the quality and adherence to the work plans. It should entail preparation of monthly reports by the Projects Technical Teams and quarterly reports by the LASDAP Technical Teams and PMCs (MoLG, 2005). These reports should form the basis of monitoring by the LAs, LASDAP Monitoring Group and the KLGRP. Completed projects should be subjected to verification by the PMCs and LASDAP Technical Committees in the presence of the contractors before they are handed over. Any defects should be attended to before certificates of completion are issued (MoLG, 2009). The responsibility for

ensuring compliance with the laid down design and standards where they are construction in nature however lies with the LAs (Ibid). Where they lack the relevant skills, they can source for technical experts from relevant government departments.

LASDAP guidelines provide that evaluation of projects after completion should be done at the local and national levels. Locally, the organs responsible for evaluating the projects are the LAs, LASDAP Monitoring Groups, LASDAP Project Technical Teams and the PMCs (Ibid). In the course of this exercise, the beneficiaries should be involved by collecting their views about the projects. At the national level, the evaluation should be done by the Central Planning, Monitoring and Evaluation Unit at the MoLG in partnership with the KLGRP. The national organs should use the local evaluation reports from the respective LAs for reference purposes but should come up with their independent reports. National evaluation should be carried out annually in order to assess the performance indicators outlined under LAs performance audit.

2.3. The Link Between Decentralization and Community Development

According to Chitere and Irete (2008), decentralization brings several advantages in community development. It should among others address bureaucratic challenges which often cause delays in the provision of public services, promote the implementation of responsive projects, improve the quality of services by promoting accountability and strengthen ownership and sustainability of the implemented projects. Oloo (2008) posits that decentralization should reconstitute the state in a democratic way by establishing the mechanisms and structures at the local level through which diverse community development interests can be heard and negotiated, and therefore enhance allocation of resources based on the agreements and plans that are negotiated by the various stakeholders.

Decentralization should transfer development planning to the people by giving them the chance to articulate their needs, rank their priorities and plan for the implementation of the agreed upon priorities (Oyugi and Kibua, 2008). It should promote democratic (bottom-up) planning that is characterized by the widest possible consultations with the stakeholders and involvement of the beneficiaries in the formulation and implementation of development plans (Ibid). Decentralization should therefore promote allocative efficiency, access to information, responsiveness of development initiatives, maximization of local resources and enhanced accountability (Ibid).

2.4. The Concept of Participation in Development

As indicated above, decentralization emphasizes beneficiaries' participation in decision making in their development. This makes it prudent to understand what participation in development really implies. The UNDP guidelines on People's Participation in Development defines participation as a development concept which entails the involvement of the beneficiaries in decision making, implementation of development programmes and projects, sharing the benefits of development

programmes and involvement in the evaluation of such programmes. It states that it refers organized efforts aimed at increasing the control over resources and regulative institutions in given social situations by groups and movements that were hitherto excluded from such control and processes.

The UNDP further defines participation as an active process by which the beneficiary or client groups influence the direction and execution of development projects with the view of enhancing their well-being in terms of income, personal growth, self-reliance or other values they cherish. According to the World Bank (1994), participation is a process through which stakeholders influence and share control over development initiatives and the decisions and resources which affect them.

Mulwa (2006) stated that participation is the process by which people, especially the disadvantaged influence decisions that affect them. It entails influencing development decisions and not simply involvement in the implementation or (in sharing) benefits of a development activity, although those types of involvement are important and are often encouraged as opportunities for influence. According to Opuka (2006), participation in development is an important process that should assist communities to identify and eliminate any obstacles that prevent them from realizing their full potentials. This potential should assist them to champion their destiny meaningfully and in a sustainable manner.

Oyugi and Kibua (2008) state that participation should involve open dialogue and active civic engagement in which the communities should play central role in the decisions that affect them. According to them, participation of the beneficiaries in development promotes relevance of public services to citizens' needs and preferences. They emphasize that government programs work better through involvement of the beneficiaries and tapping their reservoir of social capital. Participation also promotes effective implementation of projects, improves service delivery, sustainability and provision of feedback to the relevant public agencies by the beneficiaries (Ibid). Quoting 1997 World Bank study that was conducted in Africa and Asia to justify these arguments, they explained that 64% of the projects with high levels of beneficiaries' participation were successful.

2.5. Participatory Development

Participatory development according to the UNDP guidelines on participation quoting OECD means partnership which is built on dialogue among the various actors in development. Development agenda in this approach are set jointly and the views and indigenous knowledge of the beneficiaries are deliberately sought and respected. This development process involves negotiation with the beneficiaries rather than domination by an externally set project agenda hence beneficiaries become actors instead of passive recipients of development.

According to Bussette (2003), participatory development does not only constitute active involvement of the beneficiaries in their development but also involves dialogue and learning by all parties to the development processes. In this approach, community development workers are viewed as facilitators of development while the target communities are treated as the key stakeholders in the transformation process (Tan, 2009). It should promote partnership between the communities and the facilitators towards realization of the envisaged changes. The perceived change should therefore be the product of negotiated settlements between the target groups and facilitators. The emphasis in participatory development is based on the acknowledgment that the communities must be part of their own development and not passive beneficiaries.

In participatory development, community development workers should develop the confidence that the beneficiaries have the ability to provide solutions and solve their own problems (Opuka, 2006). The roles of the facilitators should be “expressed as reversal, putting first the wishes of the poor” (Chambers, 1983; 145). For practical purposes in rural development, a partial answer is to concentrate on those aspects of development which are agreed upon by the facilitators and the rural poor (Ibid). Participatory development should be premised on appreciation that the poor and marginalised have capacities beyond most professionals and further that they can effectively present and analyse diverse complexities of their lives and livelihoods and therefore should be treated as key stakeholders in their development (Opuka, 2006).

Chambers (1983) therefore cautioned development workers who assumed that they know best the needs of the poor that this approach is against the principle of community development and advised proponents and holders of such beliefs against these tendencies. He questioned the justification for imposing their will on the poor and urged community development workers that their roles in community development should be limited to facilitating the communities to take active roles in making decisions that affect their lives. To him, an effective participatory development should restore the communities’ confidence and dignity in their development.

2.6. Achievements of the LASDAP in Service Delivery

This sub section highlights the benefits of the LASDAP in addressing the needs and aspirations of the citizens. The general objective of the LASDAP is to improve governance in the management of the LAs by promoting responsive development. It seeks to achieve this objective by implementing people driven development projects and strengthening citizen participation in the LASDAP processes. It also pursues this goal by promoting accountability in the management of LAs and empowering them to deliver effective services.

2.6.1. Improved Participation by Citizens in the LASDAP Processes

The LASDAP study by the MoLG (2007) and Oyugi et al (2008) reported increased participation by the citizens in identifying and prioritizing development projects that were funded by the LAs. Higher engagements were however reported amongst the town councils than in the other

categories of the LAs (MoLG, 2007). Some level of involvement by the citizens was also reported in the selection of community representatives to the LASDAP consensus meetings (Oyugi and Kibua, 2008). Although their participation was limited in nature, these representatives participated in prioritization of the projects and formation of the projects committees in some LAs. Taking into consideration that these studies were carried out barely five years after the introduction of LASDAP, it could be concluded that it was to some extent in the right direction towards making LASDAP consultations citizens driven.

2.6.2. Improvement in Service Delivery

Some notable improvements in service delivery were recorded by the LAs since the introduction of LASDAP (MoLG, 2007). This achievement was mainly attributable to the implementation of capital projects that were prioritized during LASDAP consultations. Few capital projects were initiated but most of the capital expenditures were incurred on renovating the existing infrastructure. The LAs like the Nandi, Kikuyu and Garissa were credited for implementing their planned development projects in time (Ibid). Some of these projects were already in use and serving the local communities while others although complete were still not in use and therefore not serving the intended purposes (CEPAD, 2009).

2.6.3. Accountability to the Citizens by the LAs

Implementation of the LASDAP has contributed to notable increase in accountability by the LAs in the management of public development at the grassroots (MoLG, 2007). Informed citizens have increasingly demanded for information on the approved development programmes, budgets for such programmes and the corresponding work plans from the LAs. Several LAs have put in place accountability measures to respond to these demands (Ibid). These measures include public notice boards at strategic positions with information on the development programmes and involving the citizens in the various LASDAP stages. The government has also made Annual Public Budget days a mandatory condition for the LAs. During these occasions, they are required to make public their budgets and give feedback on the past years' development plans. These are interactive sessions in which the citizens are accorded opportunity to raise questions on issues that are not clear and receive feedback from the LA officials.

2.7. Challenges Affecting the Implementation of the LASDAP

The past studies on the LASDAP including the ones that were conducted by Oyugi and Kibua (2008), MoLG (2007) and AAIK (2006) reported that its implementation has been faced with numerous challenges. Some of these were internal and could be blamed wholly on the LAs but others were external and beyond their control.

2.7.1. Low Understanding and Poor Participation in the LASDAP

The low understanding of LASDAP was widespread and cross cutting among different social classes including the ordinary citizens, elites, employees of CSOs (MoLG, 2007). It was also

prevalent among some serving councillors who were expected to provide leadership in the management of the LASDAP. It was mainly exhibited through ignorance about the Resource Envelope, LASDAP calendar and the various phases, and the right to participation in the processes amongst the citizens. Most citizens for example equated the LASDAP with LAF while others considered it as a separate development fund that is disbursed to the LAs by the central government (MoLG, 2007).

This situation affected participation and success of the LASDAP yet the strategy was conceived to promote effective engagement by the citizens in development (MoLG, 2005). A study of LAF revealed that reported that participation by citizens in the LASDAP consultations was 40.5% while that of the organized groups including the CSOs, Faith Based Organizations and professional associations was 38.6% (MoLG, 2007). It was against this backdrop that 60% of the citizens reported dissatisfaction with their level of involvement in the LASDAP (AAIK, 2006).

The citizens and other stakeholders were completely blocked from projects design and budgeting under the guise that they lacked technical knowhow (MoLG, 2007). These processes were therefore managed strictly by the LASDAP Technical Committees. This practice is contrary to the LASDAP guidelines which encourage incorporation of the citizens with such skills into the LASDAP Technical Committees (MoLG, 2009). Participation of the citizens and local groups was also poor at 18.9% and 25.5% respectively (MoLG, 2007). Although the LASDAP guidelines provided for the citizens' participation in this stage through elected representatives in the Project Management Committees (PMCs), the councillors dominated these spaces by appointing PMCs (Oyugi and Kibua, 2008). Such PMCs owed their allegiance and reported to the councillors who are their appointing authorities and not the citizens.

2.7.2. Politicization and Domination of LASDAP by the Elite

Most LASDAP consultation forums were politicized and dominated by the councillors and community elites who denied the ordinary citizens opportunity for participation (MoLG, 2007). To the councillors, the ward consultations were largely considered as opportunities for political patronage. They mobilized their supporters in large numbers to influence the adoption of pre-arranged development priorities for political mileage. In some wards, the councillors working in collaboration with councils' officials stage managed consultation forums and came up with their preferred development priorities (Ibid). The elites on the other hand used these forums to advance their individual and sectional interests (AAIK, 2006). In other instances, different elites groups competed for domination against each other while pushing their agenda.

These practices and tendencies reduced many citizens especially the poor and marginalized groups to spectators in the public development processes and therefore got discouraged from attending such forums (MoLG, 2007). This trend negates the principle of democratic planning which is the cornerstone of LASDAP and tends to perpetuate suspicion and mistrust of the

LASDAP from the ordinary citizens (Oyugi and Kibua, 2008). Majority of them therefore consider their participation as meaningless and only meant to provide the quorum for endorsing the already determined projects (MoLG, 2007).

2.7.3. Inadequate and Inappropriate time for Consultations

Single LASDAP consultations are normally held per ward usually in the afternoons during week days (MoLG, 2007). These meetings often take short periods ranging to hours or minutes yet some are attended by large numbers running into hundreds. Due to time constraints, many of those in attendance rarely get opportunity to make their contributions. The result is that views of the majority especially the poor never get to the level of prioritization (Ibid). In some parts of the country like in Nyeri Municipal Council, participation in such forums especially during week days when people are generally expected to be actively engaged in gainful economic activities is considered idleness (Ibid). The fear of being branded an idler has therefore discouraged many people from engaging in these important development forums.

2.7.4. Lack of Pro-Poor Targeting Mechanisms

The LASDAP guidelines (2005 and 2009) provide that at least 20% of LASDAP development funds should be allocated and spent on the pro-poor projects. It further provides options through which the poor could be consulted including the use of poverty maps and consulting the CSOs that work closely with the poor. The LASDAP study that was commissioned by the MoLG (2007) however reported that very little evidence existed to show that the poor were targeted by the LAs during planning and other LASDAP stages. The study therefore concluded that the needs of the poor were largely neglected and that any benefits or impacts that may be realized amongst them as a result of the LASDAP were mere coincidental.

2.7.5. Implementation of Small Projects

The studies by CEPAD (2007), MoLG (2007) and AAIK (2006) reported that most LAs had been implementing one project per ward annually. This trend was mainly attributed to politicization of the LASDAP by the councillors who demanded approval of projects in their respective wards every financial year without considering the size of the resource envelope. This approach overstretched the LAs' development fund leading to implementation of small scale projects with minimal effects (CEPAD, 2009). The practice also affected the financing of significant development projects especially for the LAs with small resource base (MoLG, 2007).

2.7.6. Poor Completion of LASDAP Projects

Although the LASDAP guidelines (2005) provide that projects should be completed within a maximum of three years, most projects took many years due to political interference and competition from new projects leading to annual backlogs (MoLG, 2007). Where change in political offices take place, the new councillors often associate ongoing projects with their political rivals and insist on the establishment of new ones for political mileage. This attitude also

affects completion of the on-going projects further contributing to heavy backlog. The result is that LASDAP projects take many years to be completed. Such delays often come with high financial implications mainly because of increase in the price of construction materials and labour costs due to inflation.

Financing of the LASDAP projects is also affected by poor collection of revenue by the LAs. Between 2000/1 and 2002/3 for example, the LAs' on average collected 67% of their annual revenue projections from local sources (Oyugi, 2008). Wunsch (2001) and Menon et al (2008) attributed this poor performance to poor and out-dated revenue sources, shortage of competent revenue collection personnel, political interference in revenue collection and the fear by the LAs for counter demand for services from the citizens. The others are corruption in the revenue departments, high default rates, weak enforcement mechanisms against defaulters, lack of incentives to the revenue collection staff and low computerization of revenue departments.

The majority of LAs are also heavily indebted and spend substantial resources annually on repaying debts which competes with financing of development programmes (MoLG, 2007). LATF study (MoLG, 2007) reported that the LAs spent 24.9%, 5.9%, 18.1% and 16.3% on average in debts and loans repayments in the 2002/3, 2003/4, 2004/5 and 2005/6 respectively. Such expenditures accounted for 18.1% and 16.3% of the LAs' total annual expenditure in the financial years 2004/5 and 2005/6.

The other factor affecting financing of the LASDAP projects is recurrent expenditures mainly the staff salaries and the councillors' allowances and emoluments (AAIK, 2006). Most LAs are overstaffed and therefore spend a good proportion of their resources on staff salaries and allowances which constrain the financing of capital projects. Oyugi et al (2008) reported that sixty six (66) LAs spent more than 60% of their total annual expenditures on personnel during the financial years 2000/2001, 2001/2002 and 2002/2003 respectively and only an average of 18% on capital projects. Such expenditure practices are forbidden by the LASDAP regulations (1999) but are common among the LAs.

2.7.7. Inadequate Capacity and De-motivated Staff

A study on LATF (MoLG, 2007) reported inadequate technical capacity in most LAs which compromised the quality and standard of services they delivered. This trend is against the principle of decentralization according to Mitullah (2004) who observes that decentralization to be effective, it must be accompanied with capacity building for the local governments. She further noted that most local governments in Africa including Kenya were characterized by weak capacity and therefore bound to fail. Participation in the LASDAP consultations was also affected by shortage of skilled personnel in participatory techniques (AAIK, 2006). Most of the forums were facilitated by the Chiefs and Assistant Chiefs who lack the skills, have vested interests and command little respect from citizens.

In addition, employees of most LAs lack motivation especially those in the lower cadres due to poor remuneration and unreliable payments yet they are the ones who are directly responsible for implementing the projects (MoLG, 2007). According to the LATF study (MoLG, 2007), this is one of the factors that contributed to poor satisfaction rates with the quality of LASDAP projects. The study reported that only 38.5% were satisfied with quality of the projects implemented while 63.9% expressed dissatisfaction. This is a great cause for concern taking into consideration that expenditure on the capital projects has improved annually since the introduction of LATF and LASDAP (MoLG, 2010).

2.7.8. Lack of / or Poor Coordination by Various Development Actors

An MoLG (2007) LASDAP study reported that lack of coordination between the local authorities and other development actors affected public service delivery. It contributed to competition and duplication by the various actors which provided room for corruption. Nyeri Municipal Council for example reported under its LASDAP similar projects that were also listed as funded by the CDF (MoLG, 2007). Under such circumstances, the projects that were reported by the LAs as complete simply implied exhaustion of the funds as opposed to physical completion.

2.7.9. Weak Monitoring and Evaluation

The LASDAP guidelines (2005 and 2009) provide that monitoring and evaluation of the LASDAP projects should be done at two levels namely national and local agencies. The national M&E is the responsibility of MoLG and KLGRP while local process is the mandate of the respective LAs, LASDAP Monitoring Groups, Project Technical Teams and PMCs. The LASDAP and LATF studies by the MoLG (2007) however reported serious weaknesses in the national M&E mainly because the MoLG and KLGRP have inadequate technical capacities and personnel to handle the task.

M&E was also affected by the shortage and untimely disbursements of funds by the Treasury to these institutions (MoLG, 2007). Additionally, the main focus of national M&E was the financial and budget compliance while limited attention was given to physical verification and assessment on the impact of the projects and other important processes like citizens involvement. It is because of these weaknesses that poor LASDAP reports that were submitted by the LAs to these national institutions went undetected (Ibid). These included non-existent and incomplete projects that were reported as fully complete and already in use. Others were in very poor physical conditions.

At the local level, the LATF study (MoLG, 2007) reported that 89.3% of the LAs had conducted M&E of the LASDAP projects and that the few that had not done so did not value the exercise or lacked the requisite capacity. The study also reported that most LAs that conducted M&E did so primarily for purposes of generating reports to enable them access LATF but not due to

commitment to the exercise and further that all the LAs including the City Council of Nairobi were faced with acute shortage of the technical, professional and experienced Monitoring and Evaluation personnel.

The LASDAP guidelines (2005 and 2007) states that M&E of the LASDAP should be shared responsibility involving the communities, LAs and MoLG. In practice however, the citizens are rarely involved by the relevant institutions in their M&E processes mainly due to lack of commitment to transparency and accountability (MoLG, 2007). The LATF study (MoLG, 2007) reported that only 17.8% of the citizens were involved in the M&E and blamed this situation on the lack of effective institutional legal framework for involvement of the citizens in these processes. It also reported that most citizens were ignorant about their right to participation in the M&E but are further discouraged by poor access to data on the budgeted projects from LAs.

2.8. Possible Effects of the LASDAP Challenges on Service Delivery

The above challenges if applicable in Olkejuado County Council would have far reaching effects on service delivery and realization of the objectives of LASDAP in Oldonyonyokie ward in a number of ways. Lack of or inadequate understanding by the citizens of the LASDAP would affect their participation in the management of development programmes under the council. A study of the LASDAP (KLGRP, 2007) reported that citizens in most LAs largely considered their involvement in the LASDAP as favour from the councillors who played leading role in the invitations for the LASDAP consultations. They therefore championed the agenda and preferences of these political leaders at the expense of community priorities. If such circumstances prevail in Oldonyonyokie ward, then political interests would override community needs in the LASDAP projects.

This situation would have negative outcomes on participation by the beneficiaries in the management of the LASDAP. Lack of effective participation by the beneficiaries in the identification of their needs for consideration in the development planning would lead to persistence and continuity of local problems even as large sums of resources are spent on misplaced projects annually. As a result, the intended beneficiaries of the LASDAP would continue to suffer and live with their difficulties. Poor targeting and involvement of the poor groups would equally have similar effects on these vulnerable groups. The net effect is that they would continue to languish in poverty while public funds are spent on projects with no relevance to their needs and livelihoods.

The short periods for consultations during LASDAP meetings in the wards also have the likelihood of affecting the beneficiaries' participation in identification of their needs. In such situations, only few people are bound to have opportunity to speak. Quite often, it is the local leaders, men and elites who are given the few available slots to present their views. Owing to their worldview and class differences, these individuals are highly likely to express personal or

class interests which do not necessarily represent the opinions of the majority of their residents especially the poor and women. Repetition of this trend may discourage these disadvantaged groups from involvement in such processes in the future. As a result, the LASDAP would fail in its objective of targeting the poor.

Poor financing of the approved LASDAP plans and the low completion rates of the projects have the implication of the failure of transforming the development dreams into actual services. It also leads to suspended benefit from intended services. The effect is that tangible benefits would be very minimal from the LASDAP in comparison to the plans actually approved. The cost of such projects would also increase immensely due to inflation. The implementation of many small projects in every ward annually on the other hand have the effect of interfering with large scale projects which requires large sums of money. Such projects would remain a pipe dream because each ward would be expecting a project per year without due regard to the crosscutting needs.

Lack of or poor coordination by the various development partners allows wide opportunity for duplication and mismanagement of development resources. Different development agencies would end up allocating resources to similar projects unknowingly but others would do so deliberately. Consequently, corrupt officials would end up claiming credit and accounting for projects they did not finance. Such instances were reported by the LASDAP study by KLGRP in 2007. Lack of or poor monitoring and evaluation mechanisms would be a further blessing to those intended on mismanaging the development funds mainly because their practices would go undetected. These weaknesses therefore pose serious challenges to delivery of public services while provides wide opportunity for mismanagement.

Inadequate capacity and demotivation of the projects implementation staff pose serious risk of implementation of substandard projects. Such projects would not serve their intended objectives adequately. In addition, having poorly remunerated and demotivated personnel being in charge of implementation of costly projects encourages mismanagement of the resources. Such individuals would be more easily tempted to squander or sell some of the materials illegally for cheap economic gains. The result would be poor quality projects which do not match their costs and therefore unable to serve the intended purposes adequately. This situation has the potential for discouraging the citizens from engaging in future LASDAP initiatives.

2.9. Theoretical Framework

In development, decentralization and devolution should promote power sharing between the national and local level/decentralized institutions by transferring the legal and political authority to plan, make decisions and manage administrative functions from the national to local institutions (Muia, 2008). In principle, the authority that is transferred to decentralized institutions is given to them in recognition of their proximity to the citizens on the belief that

they would promote citizens' participation in local governance (Oyugi, 2008). The local governance under decentralization should therefore inculcate the culture of participatory development by enhancing active involvement of the citizens and various segments of the communities in public development processes.

This study was based on the understanding that decentralization should promote inclusivity and minimize power differentials in public development by strengthening active participation of the citizens' community development processes. It should do this by providing the platform through which diverse and competing development needs including those of the poor, marginalized and vulnerable groups would be listened to and given equal consideration. Power, conflict and social justice theories were used to visualize development through decentralization, organize and interpret the data and the information in this study.

2.9.1. Power Theory

Four theories of power namely the pluralism, conflict, functionalism and elite theories were used as the reference for analysing community development under decentralization in Kenya. These theories outline diverse perspectives of power including the various forms and the processes involved in the struggle for, access to and control of power. Power means the influence over resources and decision making (Wikipedia). It is the measurement of an individual or entity's ability to control its environment including the behaviour of other entities (Ibid).

2.9.1.1. Pluralist Theory

Pluralism is the condition in which members of a common society are internally distinguished by fundamental differences in their institutional practice (Smith, 1969; 31). These differences are often transformed in clusters that exhibit institutionally distinct aggregates with deep social divisions between them. Pluralism is constituted by the prevalence of systematic forms of disassociation between members of distinct collectivities (Smith, 1969). It is manifested through social and political forms. Social pluralism is characterized by the existence of stable interest groups which act as the link between the state and citizens (Kuper, 1967). It is further characterized by individual pluralism, a state in which individuals owe cross cutting loyalties and affiliation to a number of interest groups. These systems and relationships encourage the diffusion of common values, diversity, restraint and social integration.

Social groups play the role of constitutional checks against concentration of power by any group (Kuper, 1967). Plural society which is the most extreme and politically significant expression of pluralism is manifested by the existence of internally autonomous and exclusive social groups and political units. Sociologically, the existence of groups is a social reality that is neither derived from the state nor the law (Nicholas, 1975). Groups exist to serve defined interests and functions which are bound to change with time or as they grow in size. As societies become larger, more

differences, sectional interests and social groups emerge and each works to advance and maximize its interests (Damhoff, 1990).

The existence of very powerful state threatens the sociological principle of groups' existence and personality (Nicholas, 1975). Pluralists do not believe in the relevance and effectiveness of national governments in serving interests of the citizens. Their argument is that national political and administrative machinery often serve vested interests of small groups of economically powerful elites (Ibid). They favour neutralization of the powers of national governments and the ruling classes and instead prefer the promotion of the development of voluntary independent groups, power distribution and sharing. They are proponents of multiple centres of power in which none is or can be wholly sovereign (Dahl, 1967; 24). Their preference is a decentralized system in which the power is distributed among the various centres of power.

According to the pluralists, devolution of political and socio-economic authority to voluntary groups and enabling such groups to make decisions for the benefit of their situations should be the final destiny (Nicholas, 1975). In particular, they favour governance system in which power is exercised at the local level and where the local governance institutions are free from interference of the national government. They distrust the governance system in which power is vested in few individuals at the centre. On the contrary, they advocate for reorganizing and sharing the power that is held by the state with the citizens (Nicholas, 1975; 23). The actual power distribution according to them should be determined by the functions of the respective institutions.

The pluralists hold the view that liberty is the most important political value but contend that it can best be achieved only where power is distributed and shared with grassroots groups (Nicholas, 1975). They further believe that claims towards freedom and devolution of power can be effective only if it is internally driven by the citizens. They posit that the existence of multiple centres of power is important in taming power by setting the various centres against one another (Dahl, 1967). These centres play critical role in limiting the coercion by any single group over the others. This arrangement also promotes consultations which enables all parties including the minorities to give their views and consent in decision making process. Such relationships promote peaceful resolution of conflicts.

Decentralized governance system promotes democracy by reducing the workload of the national government hence making it more manageable and efficient (Dahl, 1967). This system also reduces conflicts at the national level by promoting diversity and providing the platform for addressing local problems and most conflicts through the local mechanisms. Pluralists posit that power sharing and the decentralized governance system should receive adequate protection through constitutional safeguards (Nicholas, 1975). The purpose of the constitution is to accord such governance systems protection from the suppressive tendencies of the tyrants and totalitarians who are always intent on breaking and reducing them to subjects. Without such

protection, they would fizzle out under the dominating national governments and centralization which often undermines and suppresses the voluntary associations.

Pluralists acknowledge the importance national governments but prefer governance system in which they are formed by voluntary groups. Such arrangements should be a culmination of civil and political bonding by the various groups, a society of societies (Dahl, 1967). To them therefore, formation of national governments should be voluntary and based on some shared or common values (Kuper, 1967). The roles of such governments should be limited to maintenance of order and dispute resolution between and within groups, and between groups and their members without necessarily interfering with management of the groups. Political systems that lack this kind of consensus are often together held by the use of force and oppression. The result is that any changes in the political and social structures within such systems are usually accompanied with violence (Ibid).

2.9.1.2. *Conflict Theory*

Conflict theorists hold the view that human societies have social classes which are characterized by fundamental differences of interests and that these differences makes conflict common and persistent feature and not merely a temporary aberration (Haralambos et at, 2008). On this basis, they argue that human societies are best understood as selective and collective responses to the needs of social interaction in unequibrated structure and that social change is the result of conflicts between the various social groups (Dahrendorf, 1969). Marx considered social conflict as the result of persistent economic struggles between the capitalists or oppressors and workers or oppressed mainly over control of the means production (Larrain, 1989).

Marx further stated that the development of social classes is largely attributed to the market forces where people compete for the scarce resources which include power, economic wealth and social status (Abraham, 1982). The human activities and struggle over resources often culminate into class conflicts which in the long run lead to social change (Larrain). Marx identified the conflicts between capitalists and workers as the main form of social conflict and predicted that the ultimate outcome of the standoff will be a revolution which will culminate into the overthrow of capitalism and its replacement with socialism (Rodney, 1972). The ensuing state will be characterized by the establishment of communist society, collective ownership of the means of production and an end of class conflicts. He however said that a complete revolution will take place only after the development of the revolutionary class (Larrain, 1989).

Mandal (1983) equally viewed social conflict from economic perspective. Like Marx, he stated that parties to conflicts will be the bourgeoisies and proletariats and that the cause of the conflicts is ownership and control of the means of production. The bourgeoisies are often driven in the conflict by the need to sustain and entrench exploitation of the proletariats in order to expand their capital and profits (Ibid). On their part, the proletariats are entangled into the

conflict as they seek to free themselves from the exploitation and domination. The conflict between these groups is bound to be continuous because none would give up its position easily. Like Marx, Mandal stated that the eventual outcome of the conflicts between the two groups will culminate into the overthrow of the bourgeoisies by the proletariats.

Oberschall (1973) however viewed conflicts from a social systems perspective. According to him, human societies are patterned on the basis of the division of authority in which some positions are entrusted to exercise power over the others for the sake of social order. Social relations are thus based on domination and insubordination which promotes the exploitation of the weak by the power holders. The existence of social classes is therefore a social phenomenon being the result of skewed power relationships and division of labour (Ibid).

He further stated that social conflicts results from divergent class interests especially between the privileged and disadvantaged groups. The privileged classes normally fight for the sustenance of the status quo and consolidating their favourable positions which is under persistent challenge from the underprivileged classes who seek to unsettle it in order to uplift their own status. This situation makes social conflicts imminent because the privileged classes will never give up their favoured positions easily despite increasing opposition from the disadvantaged groups. The underprivileged groups will on their part put up sustained pressure against the power holders in order to relieve themselves of the burden and domination.

Dahrendorf (1969) viewed conflict from political determinism. According to him, conflict is a function of the frictions between the rulers and the ruled in given social organizations. The human societies are characterized by two broad groups namely the rulers who occupy positions of command and issue orders on the one hand, and the subjects who are recipients of the orders and commands (Ibid). The result is that societies are always in a state of change that pits the rulers and against ruled. While the oppressed always want change, the rulers/oppressors are always against change. The conflicts are therefore the result from these two opposing interests namely the oppressed who are proponents of change against oppressors who favour the sustenance of status quo.

In the ensuing standoff, he stated that the rulers are bound to apply oppressive approaches which may be successful only in the short term but unsuccessful in the long term. He however said that change is imminent in the long term but takes different forms. It is achieved peacefully where the rulers accept change. This however requires that both parties should acknowledge the existence of conflict, develop the means and rules for resolving their grievances and come up with a formal framework for addressing the conflicts and building positive relations. Where this fails especially in situations the rulers continue with their suppressive tendencies, then change will be realized through violent means being the outcome of sustained confrontation between

the two groups. He however cautioned that the presence of these prerequisites does not constitute guarantee for total regulation of conflicts.

2.9.1.3. *Functionalist Theory*

The principal focus of the functionalist theory of power is the smooth running of societies (Barkan Steve). Functionalists consider power as a social resource just like other natural resources and therefore a public good that is owned by all. Power is however bound to vary in size and may increase or decrease from time to time. This view of power conforms to the bio-power as advanced by Gaventa (2003). According to Gaventa, power struggle is unnecessary because it has the potential for expansion like the other economic resources.

Resources are central elements of domination and exercising the power but they should be managed for the general good of all (Gaventa, 2003). It is however normal and necessary that some interest groups should be more powerful than the others. In practice, such differential power levels should play requisite roles towards collective goals in societies through cooperation among the various interest groups (Ibid). What is important therefore is the cooperation amongst individual persons and interest groups and not power struggles. Through such cooperation, everyone can have a share of the expanding level of power which is a necessary prerequisite for societal development.

The functionalists however posit that for power differentials to be functional, it should not be inclined too much in favour of one group. Lopsided power relations can result into dysfunctional systems that may be exploited by the powerful groups to pursue short term sectional interests which may threaten social development in the long term. In order to contain such interests groups from seizing power to serve their sectional interests at the expense of other groups, societies have in-built checks and balances which include the constitution, regular elections and free press.

2.9.1.4. *Elite Theory*

Elite theorists hold the view that a small group of organized and economically powerful individuals, the power elites, are the most dominant in national governance systems across the world (Mills, 1956). The struggle for power at the national level is often a contest between the individual elites or the various elite groups. Membership of the elites often includes corporate executives, political leaders, government executives and the military top brass (Paul, 2005). They largely draw their influence and control from their economic strength, business and social connections, and family lineages (Mills, 1956). Relying on their economic strength and connections, they have successfully applied various means and approaches to entrench and sustain control in their societies. These include influence, manipulation, intimidation and threats over the ordinary citizens as well as public decision makers.

The national elites often have extensive networks and machinery that extend up to the grassroots which they deploy to manipulate the masses for their benefit (Mills, 1956). At the grassroots, they have trusted subordinates and effective networks that enable them to shape the public opinion on developmental, political and policy making processes. They have successfully deployed these networks, advantaged positions and economic power in controlling and manipulating strategic public institutions and government decisions from the national to local levels for their benefit (Ibid).

Through these machinery, they exert inordinate influence on the political leadership and ordinary citizens across the globe (Thomson, 2005) and Domhoff, 2010). But although governments largely champion the interests of the elites, they in some instance oppose them for the benefit of the masses. This kind of delicate balancing act is critical towards sustaining the legitimacy of the state amongst the ruling class and ordinary populace (Thomson, 2005). This relative autonomy is helpful to the state in maintaining control of the masses by duping them into the feeling that the state is impartial when in fact it is not.

2.9.2. Social Justice Theory

The principle of justice mainly applies in situations of conflicting claims over advantages or resources especially where they are in short supply (Rawls, 1973). It provides the competing parties with the options and means for addressing such conflicts. Conflicts of this nature are common and often involve individual persons or interest groups as they pursue personal or sectional interests (Ibid). The theory of social justice seeks to provide solutions in addressing the challenges of distributive justice through social contract on the basis of principled reconciliation of liberty and equality (Wikipedia). In doing this, it proposes the application of just principles in distributing the resources amongst competing interests.

The responsibility for dispensing distributive justice lies with the various societal institutions which are expected to uphold the principle of impartiality in dispensing their duties (Rawls, 1973). Justice should be the basic structure of a society. Its existence can be determined only by the level of enjoyment of fundamental rights and fairness in the distribution of duties and advantages (Ibid). Social justice provides the standards through which the distributive aspects of the basic structure of the society can be assessed. It seeks to promote the treatment of the poor and disenfranchised groups as equals especially in allocating resources (Wardell, 1999). Although total justice is ideal and may be difficult to achieve, the closest to it would be where the least advantaged groups enjoy the highest level of justice (Barry, 1989).

The principle of difference which is one form of the social justice theory posit that social and economic inequalities with regards to the distribution of wealth and authority are just only if they result in compensating benefits for everyone, and in particular the least advantaged groups (Rawls, 1973; 14 - 15). These inequalities should be promoted only where they provide more

benefits to the worse off groups than under the conditions of strict equality. This principle should however be adopted through mutual consultation, participation and consent by all groups including the worse off groups (Ibid). The principle states that justice in any society can be determined only by assessing the socio-economic development of the worse off and disadvantaged groups.

From the utilitarian perspective, social justice aims at promoting the greatest satisfaction of rational desires of all the individuals in human societies (Rawls, 1973). The utilitarians consider societies as well ordered and state that justice can be realized only if the various public institutions are committed to promoting achievement of the maximum net balance of their members' desires and satisfaction. To them, the best satisfaction of these desires is that which yields maximum fulfilment (Ibid). This situation can be achieved only if societies allocate their means of satisfaction including the rights, duties, opportunities, privileges and other forms of wealth to promote achievement of the maximum fulfilment of their members.

The utilitarians acknowledge that a perfect distribution of resources may be difficult to achieve but favour a more equal distribution (Rawls, 1973). They state that this situation can be achieved through the principle of rational choice for one man for the whole society. This principle propagates the treatment of all individuals as one society whose interests are championed through the imaginative acts of the impartial and sympathetic spectator. The principle works on an imaginative view that there is a single person whose system of desires determines the best allocation of limited means (Rawls, 1973; 27). This situation is achievable only where liberty and freedom of thought is prevalent.

2.10. Conceptual Framework

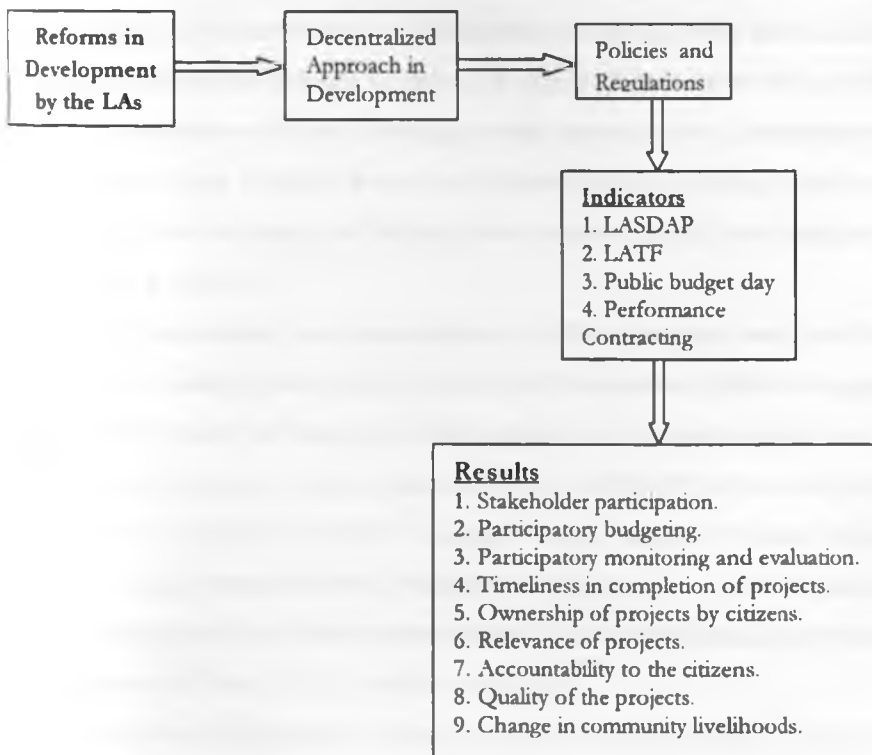
This conceptual framework gives a concise description of community development in Kenya under decentralization framework. In particular, it presents the ideal development situation under the LAs through the LASDAP strategy. It also presents the study hypotheses as well as the linkage between the independent variables and dependent variables through a graphic/visual depiction. The study was rooted on the basis that the LASDAP should promote active participation by the citizens in the local development processes that are facilitated by the LAs from planning to implementation, monitoring and evaluation. This model should culminate into successful implementation of people driven development plans. In such circumstances, the citizens should enjoy responsive public services, appreciate, associate with and own the projects. The final result should be improvement in the quality of livelihoods (MoLG, 2005).

By entrenching participation of the beneficiaries in their development at all stages, the LASDAP should enhance accountability in the management of public resources by the LAs, increased ownership and sustainability in the accomplished projects. This situation should also promote quality and value for money in public development. For this to be achieved however requires

responsive policies which should be accompanied by effective implementation. It also requires that the citizens should have adequate understanding of these policies, be organized and actively engage in the development processes for the intended benefits to be achieved. In Kenya, the relevant policies were enacted through the reforms that were spearheaded by the KLGRP. They include the LATF Act (1998), LATF Regulations (1999) and the LASDAP guidelines that were first issued in 2005 and got reviewed in the 2007.

Deriving from the above situation, this study's hypothesis was that *"The higher the compliance to decentralized policies and regulations in managing development, the greater the improvement in livelihoods in Oldonyonyokie ward"*. The alternate hypothesis is *"No relationships exist between the LASDAP and livelihood conditions in Oldonyonyokie ward"*. The independent variable in the null hypothesis was "compliance with LASDAP policies" which the study hypothesized should promote increased participation in development by the beneficiaries hence implementation of responsive development projects resulting to improved livelihoods standards. It is the linkage between these three variables or its absence that this study assessed using the experiences in Oldonyonyokie ward of Olkejuado County Council.

FIGURE 1: GRAPHIC PRESENTATION OF COMMUNITY DEVELOPMENT THROUGH DECENTRALIZATION UNDER LASDAP



Source: Researcher

CHAPTER 3: RESEARCH METHODOLOGY

3.1. Introduction

The chapter presents an outline on the steps that were applied in obtaining data and information to answer the study questions and to meet the objectives. It outlines the techniques that were used in gathering and analysing the data as well as the rationale for selection of each method. It therefore constitutes the blueprint that was applied in the collection, measurement and analysis of the data. The chapter is broken down into the study site and population, research design and the unit of analysis and observation. The others are sources of data, sampling design, data collection methods and tools, research ethics and data analysis.

3.2. Study Site and Population

This study was carried out in Oldonyonyokie ward which is located in the rural parts of Magadi division of Kajiado County. Oldonyonyokie is one of the forty three (43) wards that currently make Olkejuado County Council. The ward covers the same geographic area as Oldonyonyokie location which is one of the four administrative locations in Magadi division. The location has three sub locations namely Oldonyonyokie, Kora and Nkeek Pusi.

Oldonyonyokie ward was chosen for this study based on the records from Olkejuado County Council which ranked it as one of the wards where the LASDAP was most successfully applied. Olkejuado County Council was itself ranked as an example of the best practice in LASDAP management by a study that was conducted by AAIK (2006) and KLGRP (2007). In addition, the ward falls within Kajiado County and Kajiado North constituency which registered the least poverty prevalence in Kenya according to the surveys by the Commission on Revenue Allocation (2011) and Kenya National Bureau of Statistics (2008). Deriving from these positions, the ward was chosen for this study on the basis that it should exhibit best practices in the management of LASDAP in Kenya.

The study population were the residents of Oldonyonyokie ward, and the relevant officials at Olkejuado County Council and Kenya Local Government Reform Programme. The community respondents were the users of public services in Oldonyonyokie ward. They provided basic information that was used to assess how the LASDAP had worked at the grassroots. These respondents included the three Assistant Chiefs, sampled Village Elders, women and youth leaders. Others were leaders of Faith Based Organizations, businesspersons, sampled members of the PMCs and beneficiary communities. These respondents gave personal experiences on the management of the LASDAP within their ward.

The officials of Olkejuado County Council and the KLGRP on the other hand provided information on how the LASDAP had been implemented in relation to the policy guidelines. At Olkejuado County Council, the respondents were the Deputy Town Clerk to the Council,

Council Engineer and Head of Social Services Department and her assistant. Those at the KLGRP were the Acting Coordinator and ICT Officer.

3.3. Research Design

This study applied the case study design in evaluating the impact of LASDAP as a decentralized development strategy on the community livelihoods in Kajiado County. The approach was preferred because of its relevance in providing detailed data and more realistic information about a particular context since it focuses on small areas and smaller number of participants. In this case, the focus was the impacts of the LASDAP as a development concept on the livelihood of the communities in Oldonyonyokie ward. The approach was also preferred because it provides adequate opportunity that is necessary for measuring and linking theory and actual practice in any given area of interest. In the case of this study, it was used in comparing the first-hand observations and findings with theoretical provisions of the LASDAP.

3.4. Unit of Analysis and Observation

Units of analysis are the units that are initially described for purposes of aggregating their characteristics in order to describe some larger group or abstract phenomenon (Mugenda and Mugenda, 1999). They are the individual units about which or whose descriptive or exploratory statements are to be made (Ibid). The units of analysis in this study were the level of participation by citizens in the implementation of the LASDAP, accomplishments of the LASDAP and improvement in community livelihoods in Oldonyonyokie ward of Olkejuado County Council that could be attributed to the LASDAP. The units of observation on the other hand were the individual respondents who were the residents of Oldonyonyokie ward as well as officials of Olkejuado County Council and Kenya Local Government Reform Programme who will be interviewed or observed during this study.

3.5. Sources of Data

Primary and secondary data sources were utilised in the course of this study. The primary data are those which are collected afresh for use the first time and thus happen to be original in character (Kothari, 2008; 95). On the other hand, secondary data are those which have been documented and already been passed through statistical process (Ibid). Sampled respondents were the source of primary data during this study. They were the local leaders and ordinary community members in Oldonyonyokie ward, and officials of Olkejuado County Council and the Kenya Local Government Reform Programme. The secondary data on the other hand was be obtained through progressive literature review of the sources of information that were relevant to the objectives of this study.

3.6. Sampling Design

A total of ninety (90) respondents were interviewed in this study. Out of this figure, 78 were residents of the ward who were picked from 78 households that were sampled randomly from

amongst the 783 households in the entire Oldonyonyokie ward (KNBS, 2010). This figure translates into ten percent of the households in the ward being the result of dividing 783 by 10. The actual sample sizes by gender were 44 men and 34 women. These respondents were proportionately distributed among the eleven villages that form Oldonyonyokie ward depending on their respective household numbers. In particular, each village was represented by 10% of the total households therein which were distributed proportionately by gender.

Eroret "A" village for example had 71 households and a total population of 315 people which was distributed into 178 males and 137 females (KNBS, 2010). Based on the 10% rule, this village was allocated 7 respondents which was rounded off from 7.1 being the result of multiplying 71 by 10 and dividing the sum by 10. Out of the 7 respondents, 4 were males and 3 females. The village's gender distribution was arrived at by allocating proportional numbers out of the total 7 to each gender based their respective percentages that was 56.5% for males and 43.5% females. At the village level, the respondents were picked randomly in different *bomas* (homesteads) from amongst adults who had attained eighteen years and above. A detailed distribution of the population by gender and villages is found in table 1.

The respondents were selected from different socio-economic classes which was determined on the basis of the household structures. The other factor that was considered was the age namely the elderly, middle age and youth were given adequate consideration. Random sampling was preferred in this selection because it gave proportional representation to each household to give their views on the LASDAP. It was also used as a cost effective measure since reaching out to all the households would have required very many days and enormous resources which the researcher lacked.

The other twelve respondents were key informants and were selected from community leaders, Olkejuado County Council and Kenya Local Government Reform Programme. Purposive sampling was used in selecting these respondents. This methodology was preferred because the respondents were chosen on the basis of being knowledgeable about specific issues that were derived on the basis of their respective duties, skills, experience, leadership position and residence. These respondents were government officials and local leaders with professional and historical information about the LASDAP. The information they held ranged from the relevant policies, LASDAP budgeting and implementation as well as the history about the local development projects.

At the national level, these respondents were the key officials at the Kenya Local Government Reform Programme and were the Acting Coordinator and ICT Officer who represented Monitoring and Evaluation Officer. At Olkejuado County Council, the respondents were the Deputy Town Clerk to the County, the Engineer and Head of Social Services and her deputy.

The local leaders at Oldonyonyokie ward on the other hand were the three Assistant Chiefs, other local opinion leaders and members of Projects Management Committees.

Table 1: Population of Oldonyomyokie Ward & Sample Size

Ward/ Location	Sub Location	Village	Population			No. of H/hold	Sample by Gender	
			Male	Female	Total		Male	Female
Oldonyonyokie	Koora	Eroret 'A'	178	137	315	71	4	3
	Koora	Eroret 'B'	159	165	324	54	2	3
	Koora	Loosinyai 'A'	169	162	331	72	4	3
	Koora	Loosinyai 'B'	115	71	186	48	3	2
	Koora	Koora	147	150	297	61	4	2
	Koora	Ilkuluk Naibor	233	220	453	81	4	4
	Nkeek-Pusi	Nkeek-Pusi 'A'	90	89	179	39	3	1
	Nkeek-Pusi	Nkeek-Pusi 'B'	477	266	743	140	8	6
	Oldonyo-Nyoike	Nesimit 'A'	101	105	206	51	2	3
	Oldonyo-Nyoike	Nesimit 'B'	120	147	267	70	3	4
	Oldonyo-Nyoike	Ilaramatak 'A'	152	141	293	62	4	2
	Oldonyo-Nyoike	Ilaramatak 'B'	86	73	159	34	3	1
			2027	1726	3753	783	44	34

Source: Kenya National Bureau of Statistics & Researcher

3.7. Data Collection Methodologies

3.7.1. Collection of Primary Data

The primary data was collected through face to face interview with the sampled key informants and community respondents. Direct observation was also carried out in the LASDAP projects. These methodologies are discussed in the following subsections.

3.7.1.1. Interview Method

Face to face interview was applied to all the respondents. Pre-designed structured and semi-structured questionnaires were administered with the community respondents while interview guides were used in interviewing the key informants. These interviews involved administering the same set of questions and issues to the relevant respondents by the researcher. The response and answers received were entered into the spaces that were provided in the respective tools. A note book was also used to capture additional information from the respondents where the spaces provided were insufficient especially with the key informants. This methodology was used in collecting quantitative and qualitative data and was preferred because it accorded the researcher opportunity to gather diverse information on the same issues from various respondents which was later used for comparative purposes during data analysis.

3.7.1.2. Direct Observations

Observation method was used in capturing the data on the status and use of the LASDAP projects. In particular, non-participant disguised observation method was used. This method

made it possible to collect critical information about the projects which was utilized in verifying the information that had been obtained from the respondents. The method involved visiting sites of the projects that were financed by the LA especially the complete ones and documenting first-hand information on those projects.

The data that was gathered through this methodology included the nature and status of the projects, whether they were serving the residents and the kind of services provided. The actual observation was preceded by ascertaining locations of the targeted projects. This methodology was preferred because it was free from manipulation by the respondents since it allowed the researcher to see the various projects in their natural setting.

3.8. Data Collection Tools

3.8.1.1. Interview Questionnaires

These were pre-designed structured and semi-structured questionnaires that were used in the actual data collection with the community respondents. They contained similar questions that were administered to each respondent through face to face interview by the researcher.

3.8.1.2. Key Informant Guide

The guides were largely pre-designed unstructured questions but also included few structured questions which were administered on the key informants. The guides enabled the researcher to collect detailed information about the various aspects of LASDAP. There were two sets of key informant guides for the LASDAP officials and community leaders. The guide for LASDAP officials was largely used in collecting information on the relevant policies and how they were implemented. On the other hand, the community leaders' guide was mainly used to collect information regarding their understanding of the LASDAP and how it was implemented at the community level.

3.8.1.3. Observation Check Lists

These tools listed pre-designed inventory of the issues the researcher wanted to capture during the visit to the LASDAP projects. Similar but separate tools were applied in each project. The tools had spaces in which the relevant information that were witnessed in the various projects was recorded. These tools were used only in the projects that were complete and captured the information on their status, usability and nature of services. The tools played critical role in maintaining focus during the study.

3.9 Collection of Secondary Data

The secondary data was collected by reviewing the relevant literature which included published and unpublished data. They included public policies, academic papers and reports, official documents from the KLGRP and Olkejuado County Council, books, magazines and newspapers. Review of these documents went on throughout the entire period of the study. Grey issues that emerged during the fieldwork, data analysis and interpretation were regularly

crosschecked against the relevant literature for update and necessary guidance. Towards the end of the research, literature review contributed to access to new information that were not available at the inception of the study. These included new publications based on the latest studies like the report on socio-economic ranking of Kenyan Counties that was released by Commission on Revenue Allocation in 2011.

3.10 Data Collection and Research Ethics

The collection of data commenced after acquiring authorization letter from the University of Nairobi and permits from National Council for Science and Technology and Kajiado North District Commissioner. Copies of these documents were shared with Olkejuado County Council officials, Oldonyonyokie location chief and his three assistants as well as all the respondents. The actual data collection process was carried out by the researcher with assistance of a local Research Assistant who was trained by the researcher prior to the field work on the study tools and objectives. The field work involved administering data collection tools to the respondents.

All the key informants were interviewed by the researcher. Their interviews were preceded with reconnaissance visits during which the study was introduced to them and got adequate briefing on the study objectives and the impending interview. The respondents were briefed beforehand about the average duration of the interviews which was followed with fixing of the venues. Some of the respondents however spared time and were interviewed immediately after the introduction. Notes of these interviews were taken by the researcher and research assistant.

At the opening of each interview, the researcher and the assistant introduced themselves and assured the respondents about the confidentiality regarding the information they were required to provide. In addition, their preferences on how the information was to be treated were dully respected and upheld. The cultural considerations including the language, choice of words and approach were learnt before the actual field work and were treated with the necessary sensitivity. The research assistant who was a local translated where the language was a communication barrier or when the respondents preferred to use the local language.

3.11 Data Analysis

The primary data was analysed through the Statistical/Scientific Package for Social Scientists (SPSS) and quantitatively. The quantitative data is presented in tables, graphs and charts through figures, values and percentages but was also interpreted descriptively to support inferences and linkage with the research objectives. The qualitative data on the other hand was analysed by collating and constructing narratives around the study objectives. The narratives are accompanied with precise supporting details, examples and numerical data while maintaining focus on tracking and providing linkages with the study questions and objectives. Secondary data were analysed qualitatively or quantitatively as the situation demanded. The data was largely analysed through content analysis which promoted extraction of the relevant information.

CHAPTER 4: DATA PRESENTATION AND ANALYSIS

4.1. Introduction

This section presents a summary of the study findings on the basis of the data that was collected from the respondents and physical observation by visiting LASDAP projects in the target area. The findings are guided by the study objectives and questions as outlined in chapter one. The chapter is divided into data collection period, population and classification of respondents, participation by the respondents in identification of development projects, structures for participation by the poor in identification of projects and awareness of LASDAP projects. The others are LASDAP budgeting, projects implementation, understanding of LASDAP processes, projects monitoring and evaluation, status of projects, relevance of LASDAP to the communities' service needs and the role of LASDAP in community livelihoods.

4.2. Data Collection Period

The actual data collection took place between 18th August 2012 and 4th October 2012. Majority of the interviews were conducted in August 2012 but some key informant respondents namely the schools' head teachers who were on holiday during this period which was extended by three weeks due to the countrywide strike. They were therefore interviewed in October 2012 after the strike was called off.

4.3. Socio-demographic Characteristics of the Population and Respondents

Four categories of respondents totalling ninety (90) were interviewed during this study. These respondents fall into four groups namely two (2) key informants from the Kenya Local Government Reform Programme, three (3) key informants from Olkejuado County Council, seven (7) community key informants at Oldonyonyokie ward being local opinion leaders and seventy eight (78) beneficiaries being representatives of 10% of the households in the ward. The 78 beneficiaries were adults of 18 years and above and were forty four (44) men and thirty four (34) women by gender. These numbers translate into 56.4% and 46.3% males and females respectively. These figures were determined on the basis of the ward's population by gender in which were 2027 and 1776 males and females respectively (KNBS; 2010) which makes males 54% of the population and 46% for the females.

Majority of the respondents being 83.8% were married while only 16.3% were single. The single respondents were mainly students in colleges and universities. These students also formed the bulk of those who lacked income as indicated in chart 1. Most of the respondents with income sources were pastoralists since the ward is a rural area that is predominantly occupied by the Maasai community. Other forms of income were employment especially for teachers and provincial administrators, trading in livestock and small scale grocery shops, and motorcycle transport especially amongst the youth.

Being predominantly pastoral community, majority of the respondents (53.9%) especially the elderly and women never attended school while a sizeable proportion (19.7%) left in primary school. There is however an improvement in school attendance in the ward especially amongst the youth who formed the bulk of those with secondary, tertiary and university education being 24.4% of the 25.6% of the respondents in this category. Out of this figure, women accounted for only 25% mainly due to early marriages and discrimination against them in education. Tables 2, 3 and 4 below presents the population of Oldonyonyokie ward, breakdown of respondents by age sets, gender and education level respectively.

Table 2: Breakdown of respondents by age

Age	Frequency	Valid Percent
18 - 24 years	16	20.8
25 - 30 years	24	31.2
31 - 35 years	19	24.7
36 - 40 years	6	7.8
41 - 45 years	6	7.8
46 - 50 years	3	3.9
51 - 55 years	1	1.3
56 years and above	2	2.6
Total	77	100.0
System	1	
	78	

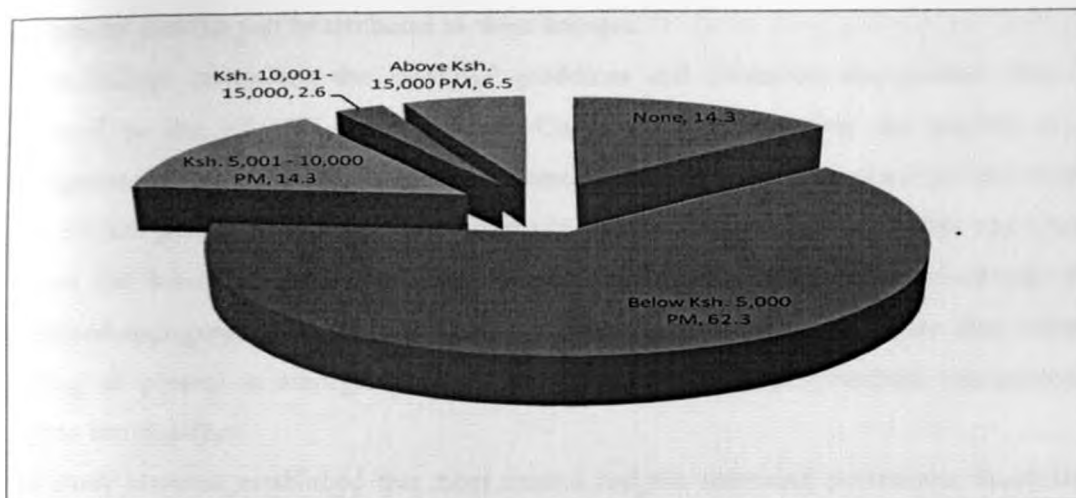
Table 3: Classification of respondents by gender

Gender	Frequency	Valid Percent
Male	44	56.4
Female	34	43.6
Total	78	

Table 4: Classification of respondents by education levels

	Frequency	Valid Percent
Never attended school	41	53.9
Primary School Leaver	15	19.7
Secondary School Leaver	10	13.2
Tertiary/college	10	13.2
Sub Total	76	100.0
Missing	2	
Total	78	

Chart 1: Level of income of the respondents



4.4. Participation by Citizens in Projects Identification

This study established very low participation by the citizens especially the poor and vulnerable groups in identification of community development priorities. Only 2.6% of these respondents had participated in this important development stage while 96% had never been involved. The factors that affected participation included political patronage, lack of involvement by the council and ignorance. The sitting councillor(s) played central role in determining the type of projects to be implemented and sometimes did so in consultation with a small clique of local elites and his supporters. This trend denied the citizens opportunity to determine their development needs and priorities.

Although the citizens expressed interest in participating in these processes, they were disgruntled by the attitude that was adopted by the councillor and council officials who failed to involve them in these processes. They thus expressed disillusionment and hatred at the manner in which they were treated thus one respondent expressed that, *"the councillor thinks he knows all our needs and therefore see no meaning in asking us our development priorities. He manages bursary as his personal money and gives it only to those he feel should get it"*. Another respondent who wondered the relevance of the council projects stated that *"water is our priority here in Oldonyonyokie ward, a fact which is known to all including the young children. Anybody who is committed to improving our livelihoods here should first and foremost start with water"*

The study however established above average involvement of the local elites in identification and prioritization of community development needs and projects. Out of the seven who were interviewed as key informants, five had been involved in this process. Such trend could be used to imply that the local development processes were dominated by the local elites. In these circumstances, the priorities of the elites had higher chances of being considered at the expense of those of the poor and vulnerable groups. Oldonyonyokie being a rural ward, these elites

were largely known to one another and also to the area councillor. Their involvement in the in this process could in part be attributed to these linkages.

These findings contravene the LASDAP guidelines and contradict the position that was advanced by the KLGRP and Olkejuado County Council regarding the practice in the management of the LASDAP. According to these institutions, identification and prioritization of the LASDAP projects was done by the citizens in their resident wards during public consultative forums that were held annually in all the wards. They further reported that the citizens were mobilized appropriately for the LASDAP consultations through several means that included pinning of posters at strategic positions, announcement through provincial administrators' barazas and churches.

The study however established that most citizens had not seen such posters nor heard about such announcements although they expressed interests in participating in these critical development processes. In that regard, the temptation to conclude that citizens were deliberately discriminated from projects identification would be very difficult to resist. Table 5 (below) illustrates the levels of participation by the citizens in identification of LASDAP development needs and priorities.

Table 5: Level of participation by the respondents in projects identification

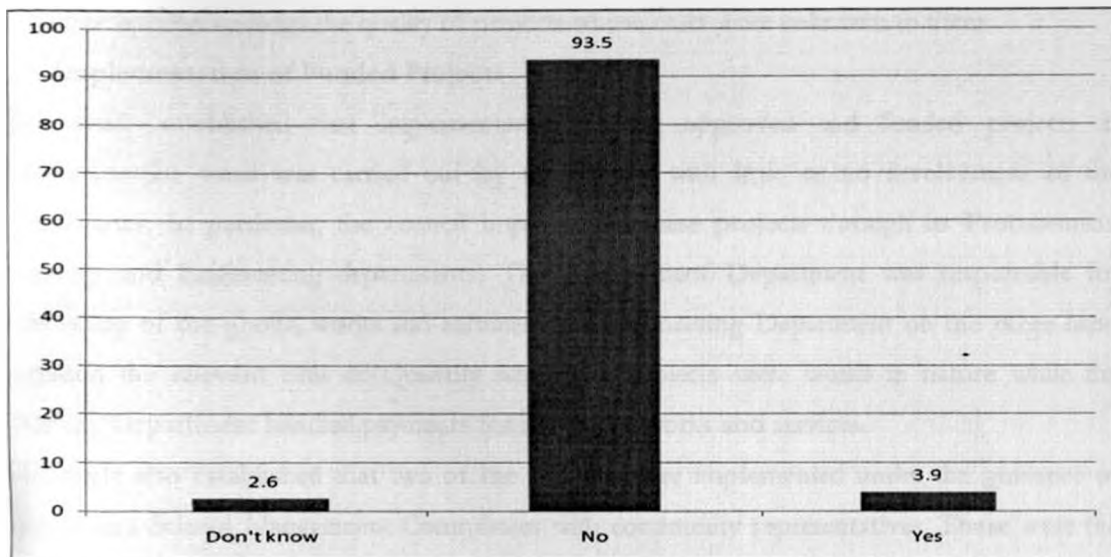
		Frequency	Valid Percent
Valid	Don't know	1	1.3
	No	74	96.1
	Yes	2	2.6
	Total	77	100.0
Missing	System	1	
Total		78	

4.5. Structures for Participation by the Poor and Vulnerable in Projects Identification

The study established non-existent mechanisms for targeted consultations with the poor in identification of development priorities. Although the LASDAP guidelines emphasize on this need and provides for some mechanisms through which this could be achieved which include the use of poverty maps and consultations with groups that work closely with them like religious institutions and CBOs, none of these strategies had been applied by Olkejuado County Council. Instead, the council assumed that the poor participated in the annual LASDAP consultation forums in their wards. It is upon this basis that the study concluded that the council was responsible for marginalization of the poor in local development processes.

The result of such trend is that the priorities of the poor rarely got considered in the LA's development planning or did so through sheer lack. This practice makes it difficult to achieve the intended benefits of the LASDAP guidelines on the poor. The guidelines provide that at least 20% of LAs' annual development fund should be allocated to the pro-poor projects. The study further established that LASDAP meetings were held once per year and that these meetings lasted for only few hours. In such circumstances, although the poor may be in attendance, there were higher chances that they would fail to make contribution since such meetings are bound to be dominated by the elites. The low participation by the poor in the LASDAP as indicated by graph 1 below at only 3.9% would therefore be attributed in part to lack of motivation.

Graph 1: Level of participation by the poor in projects identification



4.6. LASDAP Budgeting

The study established that budgeting of the approved LASDAP projects was done solely by Olkejuado County Council without involvement of the beneficiaries. The LASDAP technical committee whose members were the council members of staff was responsible for preparing annual draft budgets under leadership of the treasury department. These reports were then handed over to the Council's Finance Committee for discussion and presentation to the Full Council Meetings for further debate and approval. The draft budgets were approved in their original forms or with amendments by the Finance Committee and Full Council. After approval, the budgets have to be presented to the Minister for Local Government who is the final authority for endorsement before they are financed and implemented.

No mechanisms had been put in place by Olkejuado County Council for communicating approved budgets to the citizens. The result was that cost of the projects remained unknown to the beneficiaries as well as members of the Projects and Schools Management Committees for projects that had such structures in existence. In addition, although the annual public budget

days have been the annual practice since 2007, this provision was largely unknown to majority of the citizens including the elites. Only one of the seven community key informants who were interviewed had attended these forums. These forums were however held annually at Kajiado town which is hundreds of kilometres away from Oldonyonyokie ward.

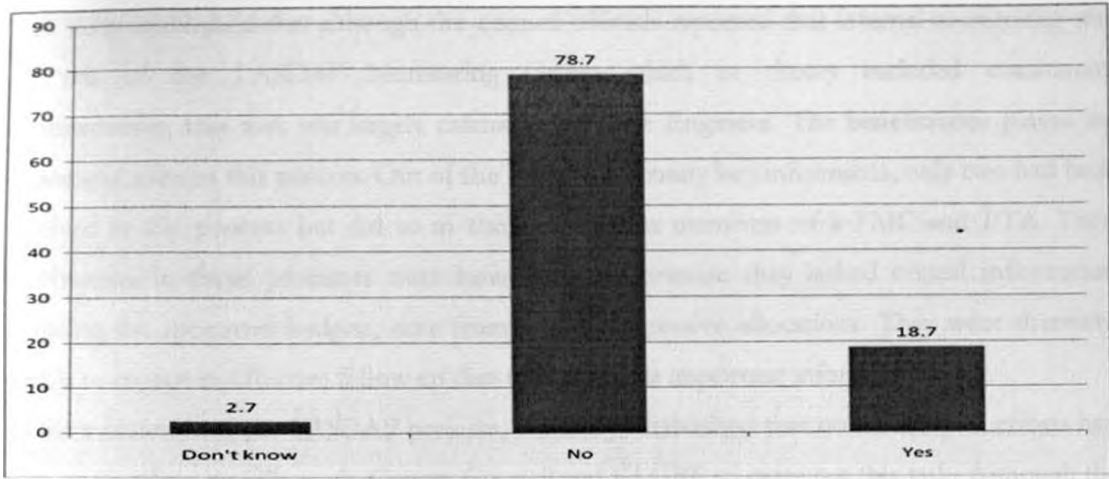
The council facilitated only two representatives per ward to attend these functions. Through such representation, it assumed that the local residents would receive feedback about the approved annual budgets especially for their local projects. In practice however, no feedback mechanisms existed on how to transmit such important information to the citizens. This situation affected LASDAP accountability since follow up by the beneficiaries could not take place without such critical information. It was therefore difficult for the communities to make objective opinion or judge the quality of projects whose costs were unknown to them.

4.7. Implementation of Funded Projects

This study established that implementation of the approved and funded projects in Oldonyonyokie ward was carried out by the council with little or no involvement of the beneficiaries. In particular, the council implemented these projects through its Procurement, Treasury and Engineering departments. The Procurement Department was responsible for purchasing of the goods, works and services. The Engineering Department on the other hand prepared the relevant Bills of Quantity where the projects were works in nature while the Treasury Department handled payments for the goods, works and services.

The study also established that two of the projects were implemented under the guidance of Project and School Management Committees with community representatives. These were the girls dormitory at Oldonyonyokie primary school and extension of water from Lake Magadi to the school. The roles of these committees were however limited to identifying sites for construction of the projects and monitoring the implementation while the council procured the services and goods directly. This practice was common even in instances where mature structures were in existence and experienced in managing large projects. An example was the construction of dormitory building at Oldonyonyokie Primary School which was implemented directly by the council while the school's PTA had handled more expensive projects including construction of classrooms through financial support by Kajiado North CDFC. This trend is however in accordance with the LASDAP guidelines and therefore normal practice. Graph 2 below is an illustration of the level of community participation in implementation of the LASDAP projects.

Graph 2: Level of community participation in implementation of projects



4.8. Understanding of LASDAP Processes

The study established very low awareness about the LASDAP stages and processes by the residents of Oldonyonyokie ward. This trend cut across the ordinary citizens and elites alike hence affected their level and quality of participation in the various stages. Only 3.9% of the respondents were aware about the LASDAP processes but could not explain the various stages which range from needs identification to consensus meetings, budgeting, full council meeting, projects implementation, monitoring and evaluation. When asked about these stages, most of them gave the roles of the council like planning for the use of public land, levying and collecting licences, and collecting markets entry fees from traders. This situation could be attributed to lack of commitment by the council to sensitize the citizens and involve them in community development processes. On the contrary, this position worked favourably to the LA by shielding it from being challenged to account to the citizens. Table 6 below presents the level of understanding of the LASDAP processes by the respondents.

Table 6: Level of understanding of the LASDAP processes by respondents

		Percent	Valid Percent
Valid	Don't know	6.4	6.5
	No	88.5	89.6
	Yes	3.8	3.9
	Total	98.7	100.0
Missing	System	1.3	
Total		100.0	

4.9. Projects Monitoring and Evaluation

This study established that although the council officials reported that internal monitoring was the role of the LASDAP Monitoring Group which in theory included community representatives, this task was largely carried out by the Engineer. The beneficiaries played no meaningful roles in this process. Out of the seven community key informants, only two had been involved in this process but did so in their capacity as members of a PMC and PTA. Their involvement in these processes were however weak because they lacked critical information including the approved budgets, time frames and progressive allocations. They were therefore unable to engage in effective follow up due to lack of this important information.

As for evaluation of the LASDAP projects, the study established that no meaningful efforts had been put in place by Olkejuado County Council and KLGRP to carry out this task. Although the two agencies claimed that they had been evaluating the LASDAP projects, no documentary evidence existed to prove this assertion. An analysis of the reports which they gave out in this regard indicated that they were mere monitoring data with no elements of evaluation. In particular, these reports contained budgetary allocations by projects, progressive disbursements and status which are elements of monitoring.

4.10. Projects Completed and Serving the Beneficiaries

In the ten years of the LASDAP's existence, only two meaningful capital projects had been completed and were serving residents of Oldonyonyokie ward. These were the livestock auction yard at Oldonyonyokie market and a girls' dormitory at Oldonyonyokie primary school. Of these projects, only the livestock auction yard was fully financed by the council and had been in operation since 2011. This facility was moved from an open area which is three kilometres away from the main market with the aim that it would assist in uplifting the level of trade at the market which had been doing poorly.

The council's contribution towards the girls' dormitory at Oldonyonyokie primary school on the other hand was limited to financing construction of the building. This building was transformed into a dormitory only after it was equipped and furnished with the relevant equipments through the support of African Heart Foundation which is an NGO that operated in the area. The organization also financed installation of solar lighting system, supplied the school with sanitary towels for one year, two water tanks and roof water collection gutters. The facility has a capacity of sixty four (64) and had been operating from January 2011. By the period of interview in August 2012, it had admitted forty eight (48) girls.

The dormitory however lacked washrooms which was part of the original plan. The parents were therefore forced to finance construction of external toilets which were underway during the study period. In the meantime, the girls shared toilets with the teachers. The school also lacked fence which posed security challenge to the girls especially at night taking into consideration that

the teachers' toilets they were using were detached from the dormitory. The materials that were used in constructing the dormitory including the fascia board and window panes were of low quality and some parts had fallen off. At one time during the construction, the work was stopped by the school management midway due to disagreements over quality and resumed only after the intervention by the council which prevailed upon the contractor to address these shortfalls.

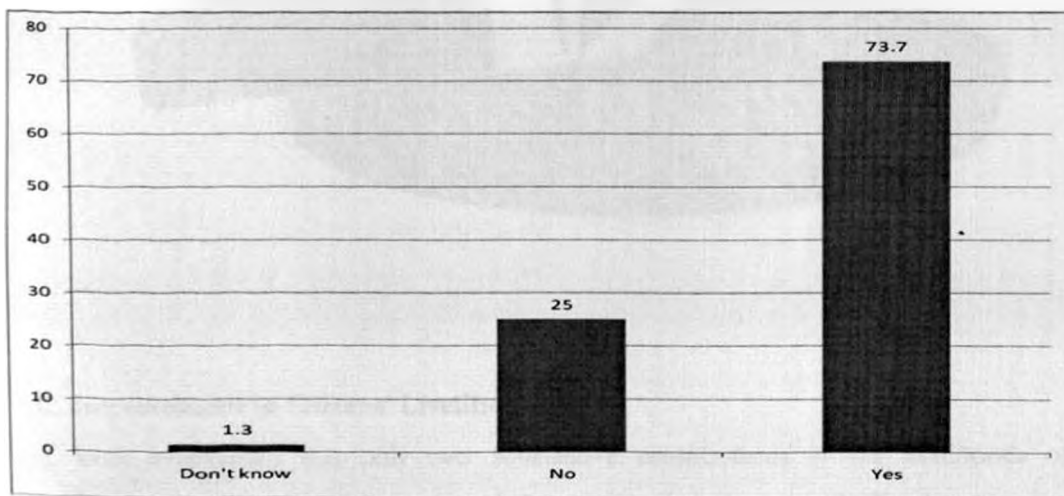
The other complete project that had been financed by the council was the supply of school desks to Eroret primary school. The study established that they were supplied on request from the school with the aim of addressing a felt need that was driven by the rise in the number of pupils at the school following introduction of free and compulsory primary education in 2003.

In addition to these projects, the council contributed to the extension of water from Magadi Soda Company to Oldonyonyokie primary school by purchasing the water pumping machine. This project served for a short period but stalled after the pump was stolen. No corrective measure had been taken to address this problem yet access to safe and reliable water for domestic use was the major problem in the ward.

The study also established that the council was credited for supporting education of the poor and needy children by financing their school fees. Although the list of beneficiaries was not obtained, the local communities confirmed that their children especially those in secondary schools, colleges and universities had benefitted through this support. This information was confirmed by some of the beneficiaries who were interviewed. The bursaries were awarded annually but the beneficiaries were determined by the area councillor(s).

In general, fairly a good proportion of the respondents being 73.7% were aware about one or more projects that had been financed by the council which were complete. Graph 3 presents the levels of awareness by the local residents about these projects.

Graph 3: Level of knowledge of projects completed and in use

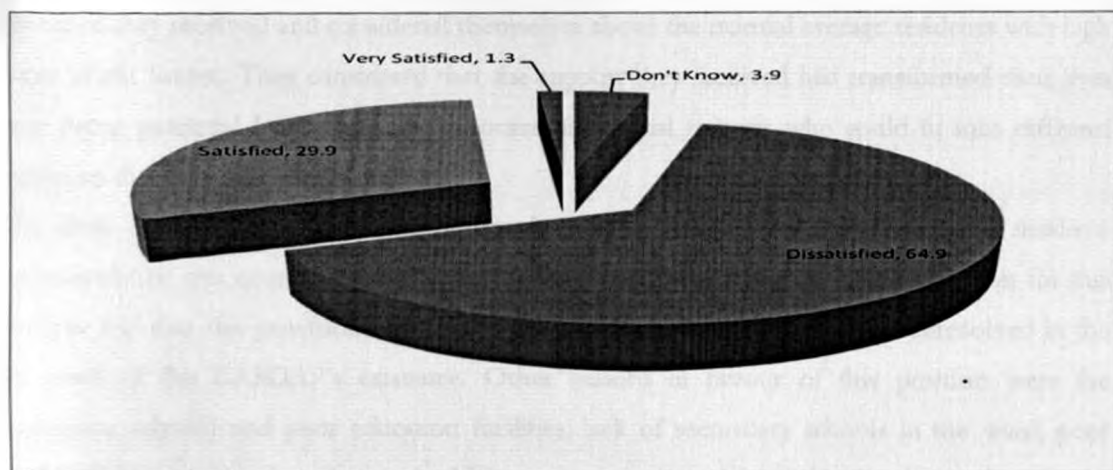


4.11. Relevance of LASDAP to Community Needs and Development

Olkejuado County Council ranked performance of the LASDAP in delivering community service delivery as impressive. Its justification was based on three positions namely that the LASDAP had promoted increased participation and awareness about the development programmes by the LA, it led to implementation of responsive development projects at the community level and improved interactions between the council and citizens. It however noted that the council had not delivered its maximum expectations due to a number of reasons mainly resource limitations which hindered implementation of community priorities and politicization of development especially by the councillors which affected compliance with the relevant policies and interfered with professionalism in the management of the LASDAP.

The study also established that the citizens were dissatisfied with LASDAP's performance in service delivery mainly because most of their local development problems persisted and continued to affect their livelihoods. In particular, they were concerned that they continued to face acute water shortage, poor and inadequate educational infrastructure and institutions, inadequate health care facilities and poor roads network. In addition, the entire ward lacked secondary schools. Local students therefore had to seek for admission in secondary schools outside the ward. Access to safe and reliable domestic water topped their list of priorities. Majority of them (64.9%) therefore expressed dissatisfaction with the council because it had failed to provide them with the commodity as indicated in chart 2 below.

Chart 2: Level of satisfaction with services delivered by the LA



4.12. Improvement in Citizens' Livelihoods

The study established that only two substantive contributions in the livelihoods of the communities in Oldonyonyokie ward could be attributed to the council. The first was the girls' dormitory at Oldonyonyokie primary school. Since January 2011 when it came into operation, an impressive improvement in academic performance by the girls was witnessed due to a number of

reasons. These were reduction in distances that were covered by the girls to access the school, reduction in early marriages and drop out from school which was high before and more time for studies by the girls especially during preps. This additional time was secured by releasing the girls from domestic duties which they performed every evenings and time they took cover the distance between their homes and the school. These reasons and the fact that school was lit by solar panel made learning condition better resulting to improvement in the performance.

Prior to 2011, performance by the girls which was poor due to frequent absences, fatigue caused by the long distances which they had to cover and regular absence from school. In that period, the best performing girl used to settle for number ten and above in their classes but this changed since 2011 with some of them occupying the top three positions in the subsequent terms. The study however established that the council's role in the dormitory was limited to constructing the building only and that it was Africa Heart Foundation, an NGO that operated in the area that equipped and furnished it. It supplied the school with beds and beddings, mosquito nets, curtains, solar system for lighting and sanitary pads for one year in 2011.

The second impact was attributable to the bursary which benefitted pupils from poor and needy families. It enabled the beneficiaries to complete secondary schools and colleges successfully which they would have not achieved without such support. Some beneficiaries of the fund were already employed and therefore enjoying benefits of the fund through secure livelihoods from their incomes. The others were in labour market after successfully completing their studies and yet still some were continuing with studies through the council's support. Although they were not yet employed, the beneficiaries who had completed school or colleges appreciated the assistance they received and considered themselves above the normal average residents with high hopes in the future. They considered that the support they received had transformed their lives from being potential herds-boys into resourceful national citizens who could fit into different sectors of the country's labour market.

The study however established that although these benefits were appreciated, the residents maintained that the council was far from fulfilling their priority needs. The key reason for this position was that the provision of safe and reliable domestic water remained unresolved in the ten years of the LASDAP's existence. Other reasons in favour of this position were the inadequate schools and poor education facilities, lack of secondary schools in the ward, poor roads infrastructure and inadequate health care services since the ward had only one health care facility. The residents therefore had to cover long distances in order to access health care facilities. Because of these concerns, they expressed widespread dissatisfaction with the council. Chart 5 below shows that 92.2% of the respondents were dissatisfied with the council in terms of service delivery because of its inability to address their needs.

Table 7: Effectiveness of LASDAP in addressing community development needs

		Frequency	Valid Percent
Valid	Don't know	3	3.9
	No	71	92.2
	Yes	3	3.9
	Total	77	100.0
Missing	System	1	
Total		78	

4.13. Constraints facing LASDAP and Recommendations

The study established that the LASDAP implementation faced several challenges some of which were internal while the others were external. The internal challenges were shortage of technical staff which affected implementation of the LASDAP but was prevalent in some key departments namely the Works and Social Services while M&E lacked qualified staff and therefore never carried out evaluation of the LASDAP; failure by the council to sensitize the citizens on the LASDAP and establish appropriate structures for community participation which affected prioritization of community development needs especially the needs of the poor and also created room for political patronage by the councillors; and inadequate resources which was partly the result of poor collection of revenue by the council and corrupt practices by the revenue collection department.

The others were lack of accountability and complaints handling structures which affected citizens participation in the LASDAP especially follow up, questioning and reporting any challenges noted in the implementation due to lack of critical information on budgets and therefore allowed room for mismanagement; lack of or poor coordination with relevant government departments and other local development partners which led to competition and sometimes duplication, and also compromised the quality especially where the LA lacked skilled manpower but failed to seek for assistance from the technical government departments; and finally diversion of development funds to administrative and operational activities which led to delay in completion of the projects and suspension of the related benefits.

The external constraints on the other hand were inadequate and unpredictable funds from the central government through the LATF which made it difficult to meet the numerous community needs and also affected planning especially implementation of the approved projects; and poor quality in projects implementation which was blamed largely on unscrupulous suppliers who did shoddy work and also delayed completion by among other means failing to meet the timelines and filing court cases against the LA when threatened with contract termination.

These challenges should be addressed by carrying out an audit on the council's human resource capacity and coming up with a comprehensive strategy and work plan on how to fill the key LASDAP positions and provide competitive remuneration; committing the council on public participation as an element of performance contracting and carrying out an independent annual audit of how this provision is implemented with punitive measures against deliberate failures which includes disciplinary action on officials who fail to comply and withholding the LATF disbursements; and coming up with an effective revenue collection strategy which could include hiring services of professional government institutions especially the Kenya Revenue Authority to manage this process on behalf of the council.

The council should also put in place appropriate and functional information dissemination, complaints handling and feedback mechanisms; promote partnerships with the relevant government departments on development matters; and inculcate the culture of budgetary discipline in all operations. Other measures should include influencing the central government to increase its contribution to LAs through the LATF and timeliness in disbursements of the funds allocated while the LA should adopt other viable alternatives for financing development including public private partnerships, encouraging contributions from beneficiary communities and other local stakeholders, and sourcing for soft loans; engaging only the suppliers with good track records and blacklisting the unscrupulous ones but should also promote arbitration in resolving contractual disputes by capturing this provision in all contracts with suppliers; developing realistic annual development plans that are accompanied with appropriate work plans which are based on secure resources.

These measures would play critical roles in transforming the current challenges facing the LASDAP and promote attainment of its objectives in conformity with the relevant policies. The internal challenges are mainly operational and administrative in nature and therefore largely deserve commitment and implementation by the LA. The external challenges are only two which cannot contribute to widespread effects on the LASDAP but can be addressed through effective advocacy and enforcement of the relevant laws. In that regard, this study concluded that performance issues and addressing these challenges largely depends on the LA.

CHAPTER 5: SUMMARY OF THE FINDINGS, CONCLUSION AND RECOMMENDATIONS

5.1 Introduction

This chapter presents summarized findings of the study on the basis of the study objectives and questions. It is therefore divided into four key sections in conformity with the research questions and objectives. These are participation by the citizens in development under LASDAP, evaluation of responsiveness in service needs, constraints facing the LASDAP and its impacts on community livelihoods in Oldonyonyokie ward. In addition to these four areas, it also presents conclusion of the findings in line with the research hypothesis and finally the recommendations for improving decentralization under the LASDAP and further areas for future studies.

5.2 Participation by Citizens in the LASDAP

This study analysed participation in the LASDAP from four dimensions. These were participation in projects identification and prioritization, budgeting of the approved projects, implementation, monitoring and evaluating the projects. The study established poor or lack of participation by citizens in the four stages but levels differed from one stage to another.

The study established that participation was however highest in implementation of the financed projects at 18.7% but was non-existent in budgeting. The factors that affected citizens' participation in implementation of the projects were lack of information, lack of or poor involvement by the LA and political patronage especially by the councillor. The study established that most citizens lacked information about the concept of participatory development and therefore considered themselves as recipients of development without any roles at all. This challenge is to blame on the LA since it was responsible for sensitizing its constituents on the LASDAP concept. It could on the contrary imply the LA's unwillingness or resistance to participatory development.

With regard to budgeting, the council considered it as a technical process in which citizens lacked knowhow and therefore could not be involved. No proof however existed that the LA had failed to find relevant professionals who could represent their communities in this process. In addition, no feedback mechanisms for sensitizing the citizens on the budgetary approvals had been put in place. This excuse could thus be an extension of its unwillingness to include citizens in their development. Likewise, political patronage is an operational dysfunction that is directly blamed on it mainly because of failure to establish prudent structures to promote participation by citizens in community development.

5.3 Responsiveness of LASDAP in Community Service Delivery

The study received two conflicting reports regarding responsiveness of the LASDAP namely from the citizens and the council. The residents acknowledged that the council had put in place some meaningful development projects locally but expressed dissatisfaction for very valid

reasons mainly because it had failed to come up with a meaningful project to provide them with safe and secure domestic water which was their highest ranking priority. They therefore consumed unhealthy water, spent a lot of resources in sourcing for water or had to resort to begging from Magadi Soda Company and GSU camp for this basic commodity. They were also concerned about acute shortage of health facilities as the entire ward had only one dispensary, shortage of and poor educational infrastructure, poor roads network and lack of secondary schools in the ward.

Olkejuado County Council on the other hand asserted that it had registered impressive performance by implementing projects that served key needs of the residents of Oldonyonyokie ward. It justified this position on the existence of a girls' dormitory, livestock auction yard at Oldonyonyokie market, provision of desks and bursary to needy pupils and students among others. This study took into consideration the two arguments and acknowledged that both of them were factual. The study concluded that although the position of the council was valid, the concerns raised by the residents were more fundamental since they touched on the very basic human needs. On this basis, the study concluded that the LASDAP had not adequately addressed citizens' needs taking into consideration that it had been in existence for the past ten years since 2003.

5.4. Constraints and Challenges Facing the LASDAP

Successful management of the LASDAP by Olkejuado County Council was curtailed by a several factors which affected its maximum output and impacts. Some of these factors were internal and therefore blamed wholly on the council but others were external. They were resource constraints which limited the ability of the LA to deliver the numerous development needs, delay in completion of the projects by the unscrupulous contractors some of whom even took the council to court for attempts to stop the contract, low awareness levels and capacity by the citizens which affected their participation in the LASDAP and lack of or poor accountability mechanisms especially on the costs of the projects that were implemented which hindered follow up by the beneficiaries.

The others were inadequate technical staff which affected quality in the implementation and monitoring where the projects were contracted out, political patronage especially by the area councillors which denied citizens opportunity to play meaningful roles in LASDAP implementation and lack of mechanisms for submission and provision of feedback on issues that affected the citizens. It was also affected by lack of coordination and synergy with other relevant government departments in development planning which in some cases led to competition and duplication, marginalization of the poor due to lack of mechanisms to promote their participation and limited time for consultations during planning which affected the quality of debate, discussion and meaningful decision making on the issues that affected the citizens.

5.5. Impacts of the LASDAP on Community Livelihoods

This study assessed impacts of the LASDAP in Oldonyonyokie ward on the basis of the projects that had been completed and were already in use. Four projects were evaluated namely the girls' dormitory at Oldonyonyokie primary school, desks that were supplied to Eroret primary school and annual bursary provision to needy children. These projects were evaluated on the basis of their objectives by assessing their contribution towards achievement of the respective goals and the actual transformation they introduced on the beneficiaries livelihoods.

The most outstanding project was the girls' dormitory at Oldonyonyokie primary school which came into operation in January 2011. Although this dormitory was not wholly attributable to the council since it only constructed the building, it contributed to improvement in academic performance of the girls. The girls registered impressive performance within the short period and were occupying slots in the top three best positions which was not possible in the past when the best performing girls were top in ten and above positions. This improvement was the result of improved learning conditions and additional time for these girls. The drop-out rates and early marriages which affected their education also went down. The dormitory was however a shared success between the council and Africa Heart Foundation which equipped it with beds, beddings, curtains and bed nets. It also contributed and installed a solar system for lighting and sanitary pads for the girls for one year.

The bursary was credited for assisting the poor and needy children to access, continue with and complete education. The beneficiaries were mainly students in secondary schools and colleges. In doing this, the bursary played critical role in reducing drop-out rates from these institutions by the local students which had been common practice especially for the girl child. Some of the beneficiaries had already completed their normal education life and were already in employment. This category of beneficiaries attributed their success and stable income opportunities to the council and acknowledged that they would not have attained that change without bursary. The others who had completed education but were not yet employed also considered themselves better off in terms of being more equipped to access good employment opportunities.

The provision of desks by the council to Eroret primary school played an important role in improving the learning environment for the children and followed the increase in demand for desks due to rapid increase in the number of pupils in the school after the introduction of free primary education in 2003. Since the available desks were few, many pupils were forced to learn while sited on the floor which was not very conducive for learning. The desks therefore addressed this situation by reducing the numbers of pupils who went through their studies while sited on the floor and therefore improved the learning environment. No direct result was however established in the introduction of the desks apart from the fact that they improved the learning environment for the pupils.

The fourth project was the livestock auction yard at Oldonyonyokie trading centre. This project was the result of translocation of the auction yard from its former location which was five kilometres from the market with the objective of promoting business at Oldonyonyokie ward which was doing poorly. It was then perceived by the designers that the large numbers of livestock traders and buyers during market days would strengthen the customer base at the market. This idea however failed to work due to resistance from the traders most of whom complained that relocation was done without adequate consultations. They therefore chose to ignore the market and instead went to other alternative markets some of which were as far as Kitengela town hence the auction yard failed to meet its objective.

5.6. Conclusion of the Study

This study recognizes the positive contributions that are attributable to the LASDAP in Oldonyonyokie ward. Similarly, it takes into consideration the fact that the citizens have the final judgment regarding their livelihoods. It also notes that the residents of Oldonyonyokie ward acknowledged and appreciated developmental benefits that had been introduced by the LA but expressed reservation that their top most priority which was provision of reliable and safe water for domestic use remained unresolved for unspecified reasons. On this basis, they awarded the LASDAP performance poorly in the overall despite the other development benefits.

Having witnessed the tribulation these communities and the time spent in seeking water for domestic use which involved consuming dirty water, taking several hours to the few water sources or in waiting for assistance from the water tankers along Kitengela-Magadi road, this study had no doubt that the judgment by these communities was based on valid and meaningful grounds. In addition, the ward had only one health care facility at Oldonyonyokie trading centre yet it is very expansive and hilly with very poor roads network. It also lacked secondary schools hence the local pupils pursued secondary education in neighbouring areas.

Due to the positive rating of Olkejuado County Council as one of the best examples in the management of LASDAP nationally (KLGRP, 2007) and taking into consideration that the council officials ranked this ward as one of the best examples where LASDAP had contributed to positive change, it was expected that the residents were enjoying responsive services. In that regard, the basic livelihood necessities like water for domestic use and health care services would have been addressed. However taking into consideration the lack and or acute inadequacy of such necessities, this study concluded that the LASDAP had not met its intended objectives successfully in Olkejuado County Council. On that basis, this study did not reject the null hypothesis and also did not accept the alternative hypothesis.

5.7. Recommendations

5.7.1. Recommendations on Mitigating LASDAP Constraints

An evaluation of the constraints that affected the LASDAP in Olkejuado County Council established that they were mainly administrative and operational bottlenecks which can be addressed by strengthening compliance to the relevant policies. In particular, these challenges can be mitigated by increasing the resource envelope with reliable and timely income sources, public-private partnerships to cover the resource gaps, awarding contracts to contractors with good track records and blacklisting the non performers and committing the LAs to citizens' participation in development as performance measure.

The others are establishing the relevant accountability and feedback mechanisms, carrying out an internal assessment to establish the areas with inadequate technical staff and come up with prudent strategies for hiring additional staff, strengthening coordination with other government departments in planning and implementation especially to fill in the gaps where it has technical and financial shortfalls, and putting in place the relevant structure for promoting targeted participation by the poor in local development processes.

5.7.2. Recommendations for Future Studies

This study covered only one ward in the entire Olkejuado County Council which is itself only one out of the 175 LAs in Kenya. This makes it difficult to generalize the findings to other wards in the country mainly due to uniqueness and differences of the various wards, LAs and management styles. It is therefore recommended that future studies should consider undertaking comparative studies involving different wards in the same LA as well as focussing on other LAs. In addition, future studies should also do comparative studies between the poor performing wards against excellent performing ones.

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Year involved: _____

Stages of involvement: _____

Year involved: _____

5. What roles did you played in these processes if the answer to question 1 is yes.

6. Who invited you to participate in these projects?

7. Do you know of any project that was funded by your local authority that has been completed and is already in use in your locality or ward?

(a). Yes (b). No (c). Do not know

8. Please give names of the projects if the answer in question 7 is affirmative.

9. What is the current status of the project(s) if the answer to question 7 is yes?

10. Have any members of your community been involved in the development programmes by your LA?

11. In what stages of the development they were involved if the answer to question 10 is yes?

12. Please explain the roles they played if the answer to question 10 is yes.

13. Are you aware of any plans your LA applies to involve the poor and vulnerable groups in the local development processes?

(a). Yes (b). No

14. What structures/mechanisms are there if the answer in question 13 is yes?

15. What roles do they play in these processes if the answer to question 13 is yes?

16. What is your judgment with the development services provided by your LA?

- (a). Very satisfied (b). Satisfied (c). Dissatisfied (d). Don't know

17. What is the reason for your answer in question 16?

18. Has your local authority met your community's development priorities?

19. (a). Yes (b). No (c). Do not know

20. Please give a brief explanation for your answer in question 10.

21. Do you understand the stages/processes your local authority applies in implementing the local development programmes?

- (a). Yes (b). No (c). Do not know

22. What stages are known to you if the answer to question 21 is yes?

23. Are you satisfied with these processes if the answer in question 21 is yes?

- (a). Yes (b). No (c). Do not know

24. What are your reasons for the answer in question 23?

25. Do you face any issues/difficulties in the way your local authority implements local development programmes?

- (a). Yes (b). No

26. Please give your answer if the answer to question 25 is yes.

27. What are your suggestions on how to address these challenges?

28. What are your suggestions on how to make development by your LA more effective?

Time of Completion of Interview: _____ Time Taken: _____

ANNEX 2: KEY INFORMANT GUIDES

2.1 INTERVIEW GUIDE FOR KLGRP AND LOCAL AUTHORITY OFFICIALS

Good morning/afternoon? My name is Michael Juma Otieno, a Masters student at the University of Nairobi's Sociology and Social Work Department. I am undertaking a study on the effects of Local Authorities Service Delivery Action Plan (LASDAP) on community livelihoods as part of my final year academic study and would be grateful if you could accord me some few minutes to discuss this matter with you by putting some few questions to you. I would like to assure you that the information you share with me during this interview will not be shared or revealed anyone except for academic use. This discussion will take a maximum of sixty minutes.

I thank you.

Date of Interview: _____ Starting Time: _____

A. Introduction

1. Designation _____
2. For how many years have you been involved in the management of the LASDAP?

3. What roles have you played in these processes?

4. What are your current roles in the management of the LASDAP?

B. Information about the LASDAP

1. How are the LASDAP projects identified?

2. Who are responsible for identification of such projects?

3. Who are responsible for preparing budgets of the LAs?

4. What roles are the people stated in question 3 play in this process?

5. Who are responsible for implementing projects that are funded by the LAs?

6. What roles do they play in this process?

7. Who are responsible for monitoring and evaluating the projects implemented by LAs?

8. What roles do the people identified in question 7 play in these processes?

9. Do the poor and vulnerable groups have any roles in identification of development projects under the LAs? (a). Yes (b) No

10. What are their roles if the answer in question 9 is yes?

11. Through what structures are they involved if the answer to question 9 is yes.

12. What is your judgement of actual participation by citizens in the implementation of the LASDAP?

(a). Very high (b). High (b). Average (d). Low

13. What are the reasons for your answer in question 12?

14. How can you rate the performance of LASDAP in community service delivery?

(a). Very high (b). High (b). Average (d). Low

15. Please give explanation for your answer.

16. How often do LAs deliver their budgets to the members of public?

17. What are the benefits of public budget day?

18. What are the roles of citizens during public budget days?

19. Are there any benefits you can attribute to the LASDAP in addressing the needs of the communities since its introduction? (a). Yes (b). No (c). Do not know

20. If yes in question 15, please give the examples and the related benefits?

21. What problems have been addressed by the LASDAP at community level?

22. What are the benefits of performance contracting by LAs to the citizens?

23. How can citizens evaluate performance contracting by LAs' staff?

24. What changes have resulted from the benefits of LASDAP on the communities?

25. Are there any challenges facing the implementation of the LASDAP?

(a). Yes (b). No (c). Do not know

26. What are these challenges if the answer in question 23 is yes?

27. In what ways have these challenges affected the implementation of the LASDAP?

28. How can these problems be addressed to make the LASDAP responsive and more effective?

Time of Completion: _____

Time Taken: _____

2.2. INTERVIEW GUIDE FOR KEY INFORMANTS AT COMMUNITY LEVEL

Good morning/afternoon? My name is Michael Juma Otieno, a Masters student at the University of Nairobi's Sociology and Social Work Department. I am undertaking a study on the effects of Local Authorities Service Delivery Action Plan (LASDAP) on community livelihoods as part of my final year academic study and would be grateful if you could accord me some few minutes to discuss this matter with you by putting some few questions to you. I would like to assure you that the information you share with me during this interview will not be shared or revealed anyone except for academic use. This discussion will take a maximum of sixty minutes. Thank you.

Date of Interview: _____ Starting Time: _____

A. General Background

- 1. Age (a) 18 – 24 years (b). 25 – 30 years (c). 31 – 35 years
(d). 36 – 40 years (e). 41 – 45 years (f). 46 – 50 years
(g). 51 – 55 years (h). 56 years and above
- 2. Sex (a). Male (b). Female
- 3. Marital Status (a). Married (b). Single (c). Divorced
(d). Widow (e). Widower (f). Separated
- 4. Level of education (a). Never attended school (b). Primary
(c). Secondary (d). Tertiary/college
(e). University (f). Others specify
- 5. What is your main source of income? _____
- 6. What is your level of income? (a). None (b). Below Ksh. 5,000 PM
(c). Ksh. 5,001 - 10,000 P.M. (d). Ksh. 10,001 - 15,000
(e) Above Ksh. 15,000 P.M.

B. Knowledge and Participation in the LASDAP

- 1. What programmes of your LA are you familiar with?

- 2. What is the current status of these projects?

- 3. Have you ever been involved in the identification of any development projects by your LA?
(a). Yes (b). No

4. What roles did you play if the answer in question 3 is yes?

5. Have you ever been involved in budgeting of the projects by your LA? (a). Yes (b). No

6. What roles did you play if the answer in question 5 is yes?

7. Have you ever been involved in the implementation of the approved development projects that are funded by your LA? (a). Yes (b). No

8. What roles did you play if the answer in question 7 is yes?

9. Have other members of your community been involved in the development programme by of your LA? (a). Yes (b). No (c). Do not know

10. In what stages of the development they were involved if the answer to question 9 is yes?

11. Please explain the roles they played if the answer to question 9 is yes.

12. Are you aware of any plans that are applied by your LA to involve the poor and vulnerable groups in the local development processes?

(a). Yes (b). No

13. What structures/mechanisms are there if the answer in question 12 is yes?

14. What roles do they play in these processes if the answer to question 12 is yes?

15. Has your community gained any development benefits from your LA?

(a). Yes (b). No (c). Do not know

16. Please explain the nature of the benefits if the answer in question 15 is affirmative.

17. Did these benefits address your service needs or your community's needs?

18. Please explain the nature of needs if yes in question 15 above.

19. Has your LA addressed any of your community's development problems?

20. If yes, please explain the nature of the problems.

21. Have you or your community made any contributions to development projects that are implemented by your LA? (a). Yes (b). No

22. Please explain the contributions you made if yes in question 21 above.

23. Have you ever attended any public budget days that are organized by your LA?

(a). Yes (b). No (c). Do not know

24. How many of such events have you attended if the answer to question 23 is yes?

25. Were you satisfied with the information you received if yes in question 24?

(a). Yes (b). No

26. Please provide brief explanation for your answer in question 25.

27. Do you face any challenges with the way your LA implements development programmes?

(a). Yes (b). No (c). Do not know

28. Please explain the challenges if yes in question 27 above?

29. Which development benefits have been affected by these challenges in your community?

30. What are your suggestions on how to address these challenges?

31. What are your opinions on how development programmes can be improved?

Completion Time: _____

Time Taken: _____

ANNEX 3: OBSERVATION GUIDE

Date of Observation: _____

Starting Time: _____

The following information will be observed and documented during the data collection process of the projects implemented in Oldonyonyokie ward.

1. Name of the project: _____
2. Location of the project: _____
3. Type of project e.g. education, health etc: _____
4. Current status of the project: _____
5. Usability of the project: _____
6. Type of services offered if in use: _____

Completion Time: _____

Time Taken: _____